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17th set
1942/A3

NINTH ANNUAL REPORT
OF THE
ARCHIVIST
OF THE UNITED STATES
1942-1943



NINTH ANNUAL REPORT
OF THE
ARCHIVIST OF THE UNITED STATES
For the Fiscal Year Ending June 30
1943

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OFFICERS AND STAFF

(As of March 1, 1944)

GENERAL ADMINISTRATION

SOLON J. BUCK—Archivist of the United States.
 DAN LACY—Director of Operations.
 THAD PAGE—Administrative Secretary.
 JOHN L. WELLS—Administrative Assistant to the Archivist (Budget Officer).
 BERNARD R. KENNEDY—Director of the Division of the Federal Register.
 MARCUS W. PRICE—Director of Records Accessioning and Preservation.
 PHILIP M. HAMER—Director of Reference Service.
 OLIVER W. HOLMES—Director of Research and Records Description.
 PHILIP C. BROOKS—Assistant Director of Operations.
 DALLAS D. IRVINE—Assistant to the Archivist.
 EDWARD G. CAMPBELL—Acting Assistant to the Archivist.
 ELIZABETH E. HAMER—Assistant Administrative Secretary.
 ALLEN F. JONES—Assistant Budget Officer.
 FAYE K. GEESLIN—Secretary to the Archivist.

RECORDS DIVISIONS

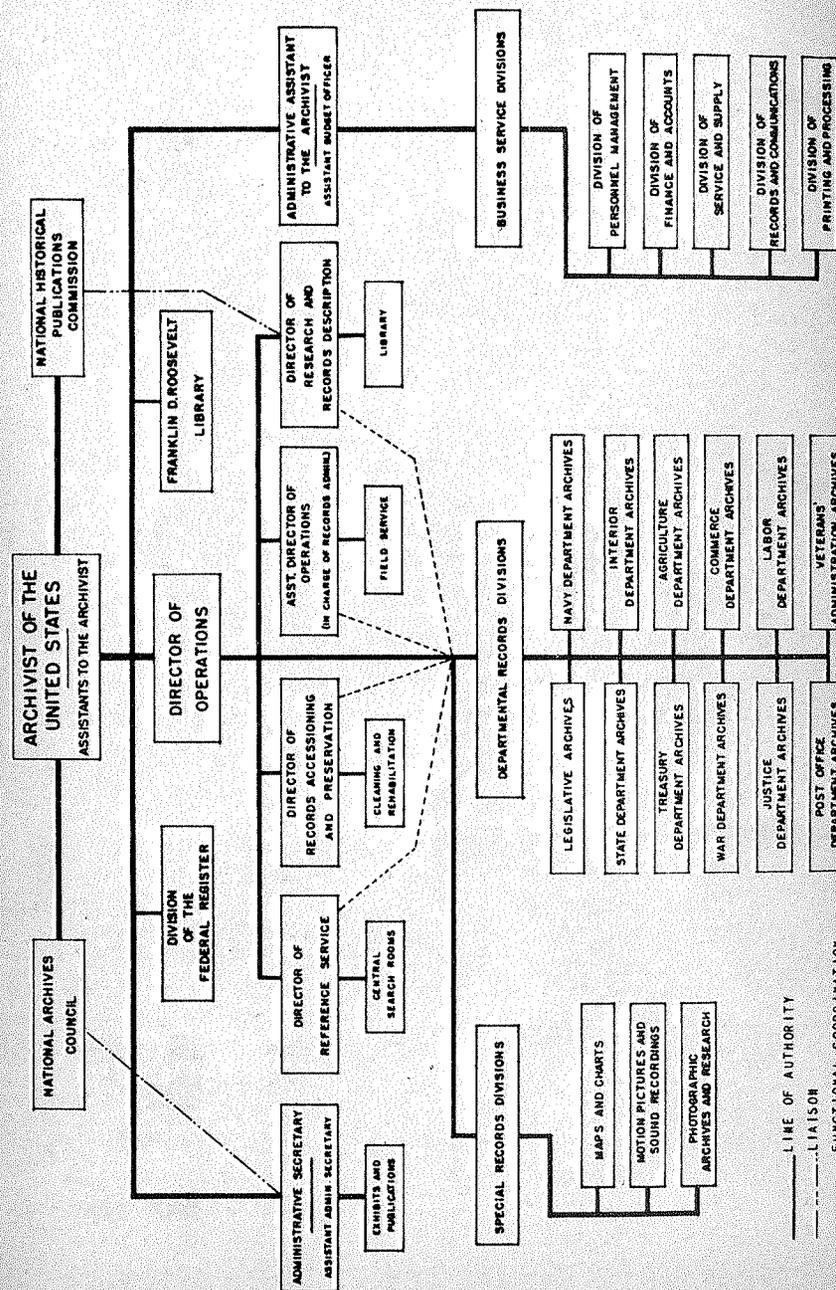
Agriculture Department Archives—Theodore R. Schellenberg, Chief.
Commerce Department Archives—Arthur H. Leavitt, Chief.
Interior Department Archives—Herman Kahn, Chief.
Justice Department Archives—Gerald J. Davis, Chief.
Labor Department Archives—Paul Lewinson, Chief.
Legislative Archives—Thad Page, Chief.
Maps and Charts—W. L. G. Joerg, Chief.
Motion Pictures and Sound Recordings—John G. Bradley, Chief.
Navy Department Archives—W. Neil Franklin, Chief.
Photographic Archives and Research—Vernon D. Tate, Chief.
Post Office Department Archives—Arthur H. Leavitt, Acting Chief.
State Department Archives—Almon R. Wright, Acting Chief.
Treasury Department Archives—Westel R. Willoughby, Chief.
Veterans' Administration Archives—Thomas M. Owen, Jr., Chief.
War Department Archives—Stuart Portner, Chief.

OTHER DIVISIONS

Finance and Accounts—Lottie M. Nichols, Chief.
Library—Karl L. Trever, Librarian.
Personnel Management—Ruth Henderson, Chief.
Printing and Processing—Harry M. Forker, Chief.
Records and Communications—Virginia M. Wolfe, Chief.
Service and Supply—Frank P. Wilson, Chief.

THE NATIONAL ARCHIVES

JANUARY 1, 1944



LETTER OF TRANSMITTAL

The National Archives,
Washington, D. C., March 1, 1944.

To the Congress of the United States:

In compliance with section 9 of the National Archives Act, approved June 19, 1934 (48 Stat. 1122-1124), which requires the Archivist of the United States to 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," I have the honor to submit herewith the ninth annual report of the Archivist of the United States, which covers the fiscal year ending June 30, 1943.

In order to conserve paper and funds, this report will not be currently printed or published. A limited number of copies will be processed primarily for internal use, but copies will not be available for general distribution.

Respectfully,

Solon J. Buck, Archivist.

NINTH ANNUAL REPORT OF THE ARCHIVIST
OF THE UNITED STATES

An air of mustiness clings to the word "archives." It conjures up the vision of withered parchments, hallowed by time and sentiment, culturally important but remote from the turmoil of a world at war. The word "records," on the other hand, is associated with things pragmatic. From birth certificates to death certificates, they pervade the lives of civilized persons. Individuals and institutions, whose rights, responsibilities, and activities they reflect, cannot function without records. In short, in a modern complex society records are the basic implements for planning and operation. In reality, however, the words "archives" and "records" represent different ways of envisaging the same material. Archives consist of records, just as armies consist of soldiers, and most records are parts of organized bodies of archives.

To conserve such valuable assets to administration, to protect the evidence of the rights and privileges of the Government and citizens, and to foster research, the Congress in 1934 established the National Archives. The concept of the functions of the National Archives was broad. If its role as a servant of the Government and people has not always been fully understood, it is probably because there has not been general realization that "archives" comprise such documents as yesterday's ration regulations as well as such charters of liberty as the Bill of Rights and that both are preserved, however divergent their use may be, for the benefit of the Nation. The National Archives is not, then, simply a repository of ancient documents but in effect the public records office of the United States.

The responsibility of the National Archives for Federal records is a many-faceted one. It must through assistance to other Government agencies and its own operations facilitate the prompt segregation and dis-

value to warrant their continued preservation by the Government, transfer the permanently valuable non-current records to the custody of the Archivist of the United States, and make such records available for use. It must also receive, preserve, make available for inspection, and publish currently all Presidential proclamations, Executive orders, and other administrative documents of the Government that have general applicability and legal effect. This is the bare outline of what the National Archives must do; the operations necessary to accomplish these things are necessarily complex. During the fiscal year 1943 the procedures by which those operations are conducted have been improved, many activities desirable in peacetime have been eliminated, and the full resources of the agency have been utilized in performing work that is contributory to the winning of the war, to the effective administration of the Government, to planning for post-war adjustment, or to the maintenance of the civil rights of individuals.

The magnitude of the records problem of the Government is such that prompt and drastic action to cope with it is essential. On June 30, 1943, there were probably about 8,000,000 cubic feet of records in Washington alone. Many of these records are no longer consulted frequently, if at all, in the current business of the agencies that accumulated them, yet they occupy valuable space, encumber operations, cost huge sums to maintain, and some of them that have present importance or enduring value are inaccessible or are deteriorating because of improper storage conditions. To do its part in remedying this situation the National Archives encourages efforts to improve records management throughout the Government by cooperating with other agencies in developing programs for coordinating records work and by facilitating the disposal of records of no further value and the transfer to the National Archives of those of enduring value. These activities save the Government millions of dollars by releasing office space, equipment, and personnel and by radically reducing the amount of storage space that has to be rented.

Fewer records were transferred to the National Archives in the fiscal year 1943 than in the previous

year, partly because of the pressure of other work on the reduced staff but chiefly because a number of large accessions that normally would have been completed this year were pushed through last year in order to clear much-needed space for war agencies. The accessioning of the principal older records of the Government was emphasized with the result that the National Archives now has the main bodies of non-current records of nearly all the departments and older independent establishments. All the newly transferred records were fumigated and cleaned as they were brought into the building and those needing it and likely to be used for war-related purposes were repaired. A certain amount of arrangement always takes place as records are shelved, but only groups containing information pertinent to the prosecution of the war or the planning for demobilization were systematically organized or analyzed.

In response to the continued demand for information about agencies of the first World War, a Handbook of Federal World War Agencies and Their Records, 1917-1921, was completed. This 666-page book, describing the activities and records of over 2,400 units of the Government, was the most ambitious research and records-description project ever undertaken by the National Archives. Other finding aids, such as preliminary inventories and checklists and special lists, covering groups of records useful in the war effort were also prepared and issued. The number of services on records in the custody of the Archivist continued to mount steadily. Most of those rendered were to the Government, but, although it was necessary to restrict services to individuals, information necessary to protect their legal rights was furnished promptly.

Not only were the records resources of the National Archives made available to the greatest degree possible with a small staff, but all the professional and technical competencies of that staff—which includes not only archivists and historians but also geographers, sound and motion-picture engineers, photographic technicians, and records administrators—and all the laboratory facilities of the agency were

made available to war agencies. Not the least of the special services rendered the Government, industry, and others were those performed by the Division of the Federal Register in connection with the publication of thousands of Federal regulatory documents.

Perhaps the outstanding accomplishment of the National Archives in the fiscal year 1943 was that it was able, under the circumstances, to meet most of the demands made on it. The agency has always been small and has depended upon quality rather than quantity in personnel. Thus when of its 500 employees more than half entered the armed services or left to do other war work there was a great loss of experience, the chief resource of any agency. Faced with a highly competitive labor market, it was only with difficulty that about 100 recruits were obtained. Added to the loss of experience was the loss of time inevitable in obtaining replacements and in orienting even the best qualified of them to unfamiliar work. It is indeed a high tribute to those who remained and assumed responsibilities beyond the call of duty and to those who came to share the burden of work that the National Archives can take pride in its record of accomplishments for the year.

RECORDS ADMINISTRATION PROGRAM

For over a century and a half the Government of the United States has ceaselessly created records as the by-product of its activities. As American civilization increased in complexity so of necessity did the Government, with an accompanying multiplicity of its records. Sporadic attention was given during the passing years to phases of the problem involved in the handling of records no longer needed in current administrative activities, but until very recently no systematic attempt was made to work out comprehensive solutions of this problem. As a result, when the National Archives was created in 1934 it inherited what was already a stupendous records problem and an ever-growing one. The accelerating effect of national crises, first the depression and then war, added to the acuteness of this problem. Today it is roughly estimated that there are 16,000,000 cubic feet of Federal

records in existence—divided about equally between Washington and the field—and that they are being created at the rate of about 1,000,000 cubic feet annually.

The annual cost of providing space and equipment for Federal records probably amounts to \$15,000,000, and the total salaries of Government employees engaged in filing, maintaining, and servicing them may be in excess of \$150,000,000. If all these records had enduring value, such costs might be justified, but, aside from the half million cubic feet of records in the custody of the Archivist, it is estimated that from 85 to 90 percent of them have only temporary value. The present cost of maintaining unselected records, appalling though it is, may in the long run, however, be less significant than the waste of records resources. The indispensable tools for the effective functioning of the Government are the records of its purposes, plans, actions, and accomplishments, but if those tools are lost in the documentary debris of many agencies, there is an economic and social waste incalculable in dollars and cents.

No longer can anyone concerned with efficient Federal administration turn his back on the situation. It is like keeping an elephant for a pet; its bulk cannot be ignored, its upkeep is terrific, and, although it can be utilized, uncontrolled it is potentially a menace. As the agency of the Government with chief responsibility for Federal records, the National Archives would be remiss in its duty to the Government and people of the United States if it did not actively concern itself with this elephantine records management problem.

Control over records must begin in the agency that creates them; the National Archives, however, will inherit many of the records and must service them, so it will profit or suffer in the future, with resulting savings or cost to the Government, in direct proportion to the proper or improper methods of records management employed by Federal agencies. For this reason it undertook about 2 years ago to help itself by helping others to cope with their current

records problems. The program of records administration embarked upon was designed to obtain information about present and prospective records accumulations and to assist in developing throughout the Government sound practices in the administration of records in order to promote their orderly management and prompt retirement as they become noncurrent, either by disposal or by transfer in good condition to the National Archives.

The role of the National Archives in records administration is something like that of a catalytic agent in a chemical action: it helps to bring about the desired results. All major agencies of the Government are allocated for purposes of liaison to 12 National Archives records divisions. Certain members of these divisions keep in touch with the agencies and cooperate with them in surveying the quantity, rate of accumulation, character, use, and value of the records to obtain information basic to intelligent planning for their disposal, transfer, preservation, and servicing. They explain laws and regulations governing Federal records and assist in the development of effective practices and procedures, such as the elimination of nonrecord material from official files with an immediate saving of space, equipment, and labor; the segregation in the files of permanently valuable records from those of only temporary value and of current from noncurrent material to facilitate disposition; and the preparation of retention and disposal schedules to help assure the preservation of records having enduring value and the prompt destruction of those without such value.

Such work is not spectacular but it saves the Government many times the cost of the National Archives' records administration program. Much of the saving cannot be calculated in dollars and cents, but one example may be cited. At the request of the United States Maritime Commission an extensive survey was made by the National Archives of certain stored records of that agency and its predecessors. As a result of that survey a total of 50,000 cubic feet of noncurrent records was reduced to about 7,000 cubic feet of records of lasting value.

Urgently needed space was released, and, measured in terms of rent, equipment, waste paper, and reductions in personnel, the project effected a saving of about \$70,000 to the Government through the Maritime Commission. The assistance rendered by the National Archives represented an expenditure of about \$1,000 for personal services.

This survey for the Maritime Commission covered only noncurrent records, but most others also encompassed current records and constituted the first step in getting records management programs under way. Comprehensive surveys of the Bureau of Mines and the Office of Censorship, for example, greatly facilitated the segregation and disposition of their records, and the information gathered will be very useful to the National Archives in servicing the records of these agencies that eventually come to it. Members of the staff were sometimes requested by agencies to make special surveys outside of Washington as pilot projects or to obtain information necessary in formulating records policies. Among such activities were surveys of the records of the United States District Courts in New York City and Philadelphia, which, together with the survey of the records of the Federal District Court of the District of Columbia, led to substantial transfers of valuable records, the immediate release to the scrap drive of eight tons of metal equipment, extensive plans for improved records administration in these courts, the preparation of retention and disposal schedules, and recommendations for certain uniform records practices in all the Federal district courts in the country.

There was increasing realization during the year that one of the most important instruments in records control is the retention and disposal schedule. Such schedules cover all the records of an agency and list, series by series, the length of time records are to be kept by the agency and what is to be done with them at the end of that time, that is, whether they are to be transferred to the National Archives or reported for disposal as being without lasting value. Such scheduling proceeded in a number of agencies, especially in the Agriculture and Navy Departments.

There has been no way, however, in which schedules once drawn up could be given continuing legal effect; they could be made applicable only to records already in existence. During the year, therefore, members of the staff of the National Archives cooperated with the Bureau of the Budget and the House Committee on the Disposition of Executive Papers in drafting a bill that provided for Congressional approval of schedules so that they would have continuing force. The provisions of this bill, which will be discussed in the next section, will obviate the necessity of making recurring requests to Congress for authorization to dispose of successive installments of specific series of records. This will greatly expedite disposal and effect substantial economies.

The searchlight of interest the National Archives has brought to bear on Federal records problems, the ever-growing weight of these problems, and the demonstrated advantages of a well-integrated records management program have induced a number of agencies to strengthen already existing programs or to institute new ones during the fiscal year under review. Outstanding in the comprehensiveness of its program, first begun about 2 years ago, was the Navy Department. Under the direction of its Office of Records Administration a surveying and scheduling project was embarked upon that included every bureau and most of the field establishments and ships and resulted in the scheduling of a large part of the Navy's records by the end of the year. The appointment of records officers in several major bureaus greatly facilitated the Department's records work as well as that of the National Archives. These activities and reforms in the filing and servicing of records resulted in economies in personnel and reductions in storage costs that saved an estimated \$720,000 in the fiscal year.

Working in close cooperation with members of the staff of the National Archives, officials of the War Department accomplished a reorganization of their records work. In place of the Director of Records, who had authority only over the preservation or disposal of noncurrent records, a Records Division, with

extensive powers over current records management, was established in The Adjutant General's Office. The scope of the Division's work is mirrored in the names of its Branches—Old Records, Demobilized Records, World War II Records, Discontinued Projects, Micro-filming, and Records Management.

Among the other war agencies that tackled their records problems with the assistance of the National Archives were the Office of Price Administration, the Office of Scientific Research and Development, the War Relocation Authority, and the War Production Board. Many others were giving thought to records management and by the end of the year a definite trend could be noted toward the concentration of all responsibility for the use and disposition of records in one office of an agency.

Expansion of records management programs throughout the Government was accompanied by the drafting of experienced National Archives personnel to administer these programs. The Navy Department's Office of Records Administration and several subdivisions of that Office and of the Records Division of the War Department are headed by former members of the staff of the National Archives. Others are serving or have served in strategic records positions in the War Production Board, the Board of Economic Warfare, the War Relocation Authority, and the Petroleum Administration for War, and a number have been loaned upon request to conduct surveys, direct scheduling, or plan the installation of records offices.

Never unmindful of the fact that the already complex Federal records problem will be further complicated by the liquidation of emergency agencies at the close of the war, the National Archives during the past year gave particular attention to encouraging such agencies to gain control over their records now so that the disposition of them at the end of the conflict may be expedited. If the experience of the last war is indicative, peace will summarily bring to an end the activities of many agencies. In 1918 there was no Federal records office to take charge; many valuable records were lost and many of those

that were preserved were buried in masses of worthless papers. Now there is such a records office—the National Archives—which will have to deal in the shortest possible time with millions of cubic feet of records in order to save those worthy of preservation. This task can be greatly lightened if comprehensive schedules classifying the records according to the treatment they should receive are worked out now, if the records are segregated accordingly, and if those of only temporary value are disposed of as rapidly as they lose that value. To this end the National Archives is bending its energies, and in helping with the records problems of such discontinued agencies as the National Youth Administration and the National Resources Planning Board it has already had a sample of the deluge to come. Fortunately most of the emergency agencies are aware of the chaotic situation that will develop unless preventive action is taken now and they also realize that such action will contribute greatly to their current operating efficiency.

The National Archives has not been alone in its efforts to improve records management. Under the sponsorship of the Civil Service Commission, the Interagency Conference on Records Administration, organized in the preceding fiscal year, continued to meet and to study records problems with the view to improving the handling of records throughout the Government. Although not directly concerned with records administration, the Budget Bureau's Committee on Records of War Administration, which seeks to promote adequate documentation and the preservation of records of policy decisions, worked closely with records officers and members of the staff of the National Archives. The establishment by the Social Science Research Council of a Committee on War Studies will also, it is believed, help to bring to bear on the problems of records administration the knowledge and experience of research scholars.

Added attention was given during the year to the handling of Federal records outside the District of Columbia, which are probably as great in volume as are those in Washington. The National Archives field representatives, who were assigned on an experimental

basis to the West Coast, New York City, New York State and New England, and Chicago, assisted agencies with their disposal and transfer problems and made special surveys to determine the quantities of Federal field records, their value, and their relation to the Washington files. The exploratory work of the field representatives has resulted in the acquisition of knowledge that is indispensable in formulating policy with respect to field records of the Government. To gain the advantages of the advice and assistance of those most familiar with local records situations, plans had been made by the end of the year for the naming of certain State archivists as field consultants of the National Archives. These persons would undertake to keep the agency informed of developments with respect to Federal records and on assignment would inspect records or handle particular problems of disposition.

The National Archives and other agencies have been hampered by a lack of published material on the principles and practices of records management. From studies of records in the National Archives made in servicing them much information has accumulated on past experiences of Federal agencies in handling their records problems. To make that and other pertinent information more generally available, a new series of processed publications, the Records Administration Circulars, was inaugurated during the year. Four circulars were issued; two were studies of records management in the National Recovery Administration and in the Construction Organization of the Emergency Fleet Corporation, another was a discussion of the functions of records officers in the Federal Government, and still another consisted of four papers on current aspects of records administration that had been read at a session of the Society of American Archivists in October 1942. Records Administration and the War was also reprinted from Military Affairs.

Although still in its infancy, the records administration program has met with marked success. The fact that Government agencies, carrying the unusually heavy burden imposed by the war, have nevertheless given more attention to records problems this year than ever before attests their recognition of

the immediate benefits in economy and efficiency of operation to be derived from such a program. The National Archives will reap its benefits in years to come in simplification of the problems involved in the appraisal and segregation of records for disposal or transfer and in improvement in the organization and the facilities for control of transferred records.

DISPOSAL OF RECORDS

At a recent meeting of the Society of American Archivists someone remarked that never before had he heard so much talk about disposing of records, that for years the cry of the archivist had been "Preserve the records." The commentator seemed to feel that there had been an about-face. What he failed to recognize is that disposal, controlled destruction of records no longer of value, is but a phase of the larger problem of selecting valuable records for preservation. Aside from the overwhelming costs of maintaining files that have passed all usefulness—a major factor, of course—the chief reason for the prompt disposal of worthless material is to help insure the recognition, the segregation, and the proper care of records having sufficient value to warrant their continued preservation by the Government either in the agencies, if the records are still administratively active, or in the National Archives.

Under legislation governing disposal in effect during the fiscal year 1942-43 the Archivist appraised records reported to him by Government agencies as valueless and, with the approval of the National Archives Council, reported to Congress those that he found to have "no permanent value or historical interest" for the Government. A joint committee of the Senate and the House of Representatives then acted upon his recommendations. If it agreed with his findings, the Archivist notified the agencies and they were then authorized to dispose of the records in question. The Archivist could authorize disposal without submission of lists to Congress only in a very few special cases. This procedure was devised to prevent the destruction of valuable records and it

served its purpose, but it was frequently time-consuming and consequently costly in terms of labor and scarce equipment and space. Furthermore, only records already in existence could be placed on disposal lists and this necessitated the repetitious reporting for disposal of records of certain types year in and year out.

Possibilities for facilitating the disposal procedure had been evident for some time and these were incorporated in a new disposal bill drafted during the year by members of the National Archives staff in cooperation with the Budget Bureau and the House Committee on the Disposition of Executive Papers. Perhaps the most important feature of this bill was the provision for the submission by Federal agencies of schedules proposing the disposal, after a given time, of records, either in existence or yet to accumulate, that have no permanent value and for the appraisal by the Archivist and approval by Congress of these schedules, which would permit the agencies, without further authorization, to dispose of such records as they reached the specified age. The proposed legislation was submitted on July 28, 1942, to the National Archives Council, which voted to eliminate the step in the procedure that would have required the Archivist to submit disposal lists or schedules to Congress "with the approval of the National Archives Council" and then approved the bill. With this change and with the added provision that the Archivist may empower the head of an agency to dispose, after the lapse of a specified period, of records of the same form or character as records of the agency previously authorized for disposal by Congress, the bill was introduced by Representative Alfred J. Elliott as H. R. 1988 on February 25, 1943.

While action on the bill was delayed, further study suggested other improvements. These were approved by the Committee on the Disposition of Executive Papers and a new bill incorporating them, H. R. 2943, was introduced in the House on June 14, 1943. Besides the features already mentioned, this bill contains a new definition of "records," which places the responsibility upon the agencies for determining

what documentary material should and what should not be preserved. In describing records to be kept, it substitutes the phrase "sufficient administrative, legal, research, or other value to warrant their continued preservation by the United States Government" for the ambiguous phrase "permanent value or historical interest to the Federal Government" used in previous legislation. It extends the Archivist's authority to deal with records that constitute a menace to human health, life, or property from those on disposal lists to all records, but it provides that the head of the agency having custody of the records must join with him in determining that such a menace exists. The emergency disposal of records outside the United States in wartime is also provided for, but it is required that reports on all such destruction be made to the Archivist within 6 months. Another important feature of the bill is that it eliminates certain detailed regulations, particularly with reference to standards for the photographic reproduction of records with a view to the disposal of the originals, contained in previous laws and provides instead that the National Archives Council shall issue, with the approval of the President, regulations in regard to this as well as to procedures for the compiling and submitting to the Archivist of lists and schedules and for the disposal of records authorized for disposal.

This streamlining of the disposal procedure had the enthusiastic support of other Federal agencies, which saw in the proposed legislation the means whereby records management could be simplified and great economies could be effected. The scheduling feature of the bill was particularly hailed as a progressive step. Potential annual savings of several million dollars in filing equipment and space costs and of several hundred thousands of man-hours were envisioned in letters received by the Archivist from 34 Federal agencies commenting on the legislation. The Navy Department, for instance, estimated that equipment in the Department valued at \$2,600,000 would not have been necessary had expeditious disposal such as the bill provided for been in effect in recent years.

On June 16, 1943, the bill was favorably reported to the House by the Committee on the Disposition of

Executive Papers. One amendment, providing that no records pertaining to claims or accounts in which the Government is concerned are to be disposed of without permission of the Comptroller General before the claims or accounts have been settled by the General Accounting Office, was adopted on the floor. The bill was unanimously passed by the House on June 28 and was pending in the Senate at the end of the fiscal year.¹

Meanwhile the work of appraising records reported for disposal in accordance with legislation in effect during the fiscal year 1943 continued in greater volume than ever before. On June 30, 1942, there were 22,581 items—an "item" may represent anything from one to hundreds of thousands of documents—on disposal lists that had not been appraised, and during the year 22,193 additional items were reported, making a total of 44,774 items to be appraised. Of these, 440 were withdrawn by the reporting agencies and 42,367 were appraised as compared with 42,282 appraised in the fiscal year 1942. Of the items appraised in 1943, 55 were not approved for disposal, 121 were authorized for disposal by the Archivist, 1,103 were awaiting submission to Congress, and 41,088 were reported to Congress for disposal. Thus at the end of the year there were only 1,967 items awaiting appraisal as compared with 22,581 items at the end of the previous fiscal year.

The reduction of this backlog, in spite of a reduced staff and the loss of experienced personnel, was made possible by greater cooperation on the part of the other agencies resulting from the records administration activities of the National Archives, by simplifications in procedure, and by the fact that many items

¹The bill was unanimously passed by the Senate on July 1 and was approved by the President on July 7, 1943. The text of the act is reproduced in appendix I of this report. The regulations of the National Archives Council designed to implement the act, which were adopted on July 20 and were promulgated on July 28, 1943, comprise appendix III.

on the lists were of the same form and character as items that had appeared on previous lists and consequently could be appraised quickly. Because of the increasing practice of the agencies of submitting consolidated lists for many operating units, it is probable that the 22,193 items on lists reported to the Archivist in the fiscal year 1943 represented a greater quantity of records than the 48,803 items reported in the fiscal year 1942.

ACCESSIONING OF RECORDS

In order to preserve and make available for use the permanently valuable records of the Government the National Archives must concentrate those records in the custody of the Archivist. When the agency was first established nearly a decade ago it obviously was in no position to make or follow an orderly plan for accessioning records. It had to transfer first those that were exposed to dirt, intense heat, dampness, insects, rats, and another hazard described by an archivist some centuries ago as "the plaine takinge of them away." This resulted in very miscellaneous groups being brought into the building, for it was not, as might be supposed, always the oldest records that were the most neglected; the files of several agencies of World War I, for instance, were among those that had received the least care.

In time, however, expediency ceased to be the dominating factor in accessioning policy and in the last few years a program directed toward the transfer of all the older basic records of the Federal Government in Washington has been in effect. The National Archives Council recognized the desirability of facilitating the transfer of such records when on July 28, 1942, it adopted a resolution² authorizing the Archivist to requisition records that have been

²This resolution is given in full in the report of the Secretary of the National Archives Council for the fiscal year ending June 30, 1943, which is reproduced as appendix II of this report.

Statistical Summary of Accessions—Continued

Sources	Cubic feet
<i>Other agencies—Continued</i>	
Federal Works Agency.	5,531
Fine Arts Commission.	24
Maritime Commission	2,853
National Archives	55
National Housing Agency	128
National Labor Relations Board.	400
New York World's Fair Commission.	49
President's War Relief Control Board.	12
Smithsonian Institution	3
Veterans' Administration.	8,195
	86,745
Private gifts.	22
	86,767
Total.	

Maps and atlases.—Nearly a 70-percent increase in the collection of archival maps and atlases in the National Archives took place during the fiscal year. The 76,918 items received brought the total to 184,438³ maps and 751 atlases in the custody of the Archivist. About two-thirds of the maps, or more than 128,000, are manuscript and annotated maps. A manuscript map is, of course, one that is entirely hand drawn while an annotated map is one on which the distinctive information furnished has been superimposed in manuscript on an underlying base or geographical outline that may be printed, blueprinted, photostated, or otherwise processed. Both kinds are unique. At the end of the fiscal year the National Archives had what is undoubtedly the largest collection of such maps in the United States.

The geographical scope of the map materials received during the year was world wide. Maps of two trans-Isthmian canal routes, the French or DeLesseps

³This figure does not include duplicate maps, which heretofore have been enumerated in annual reports.

Statistical Summary of Accessions, Fiscal Year 1943

Sources ¹	Cubic feet ²
<i>Congress</i>	136
Senate.	136
<i>Executive Office of the President</i>	1,427
White House	34
Emergency Management Office	
Alien Property Custodian's Office.	323
Civilian Defense Office.	(3)
Lend-Lease Administration.	45
War Information Office	636
War Manpower Commission.	280
War Production Board	109
<i>Executive Departments</i>	64,565
Department of State	11,124
Department of the Treasury.	11,893
Department of War	17,541
Department of Justice	3,734
Post Office Department.	587
Department of the Navy.	9,709
Department of the Interior.	912
Department of Agriculture	6,431
Department of Commerce.	2,478
Department of Labor	156
<i>Judiciary</i>	917
District Court for the District of Columbia	917
<i>Other agencies</i>	19,700
Civil Service Commission.	63
Economic Warfare Board.	250
Federal Communications Commission	109
Federal Power Commission.	12
Federal Security Agency	2,016

¹The agencies of the Federal Government listed are the agencies from which the records were received. The sources of private gifts of motion pictures and sound recordings during the year are given in appendix VI.

²All types of material are covered, including maps and atlases, motion pictures and sound recordings, still pictures, and microfilms; each of these special types of material is further analyzed in the other tables below.

³The accession from the Civilian Defense Office is a motion picture amounting to less than half a cubic foot.

files, 1910-24, of the Bureau of Mines of the Interior Department; records of the Office of the Secretary of the Treasury, 1822-1902; and War Department records consisting of noncurrent files of the Office of the Chief Signal Officer, 1886-1942, and certain records of the National Guard Bureau, 1825-1916, and of the Office of the Chief of the Chemical Warfare Service, 1918-40. Of particular historical interest are the files assembled by the Office of Naval Records and Library, Navy Department, that were transferred during the year. Although there are a few records relating to the Revolutionary War among them, most of them cover the period 1798-1910. They comprise the central files of the Department up to 1842, when the bureau system was inaugurated; for the period subsequent to that, they consist of selections from the files of the bureaus of outstanding records relating to operations and of policy documents relating to logistics. Among them are letter books of the Navy Commissioners and other officers, muster rolls, squadron reports, diaries, minutes and journals, records of the Confederate Navy, ship records, and records relating to privateers, prizes, claims, and courts martial.

In arranging these and records previously received further appraisal of their worth was possible. The process of selection, in other words, does not end when records are transferred to the National Archives. During the year material previously accessioned amounting to 9,289 cubic feet was withdrawn from the custody of the Archivist. Most of this material was adjudged to lack sufficient value to warrant its further preservation by the Government and was disposed of in accordance with procedures explained in the preceding section of this report. A small amount of nonrecord material was disposed of as surplus stock, and a few records, 109 cubic feet, were returned to the agencies from which they had come, usually because events had restored their active status.

Brief descriptions of all records accessioned during the fiscal year are contained in appendix VI of this report. The volume of all accessions made during the year is shown in the following table:

in existence more than 50 years unless the head of the agency having custody of them certifies in writing that they must be retained for use in the conduct of the regular current business of the agency. At the end of the fiscal year the National Archives had the principal bodies of noncurrent records of all the departments and older independent agencies except those of the Post Office Department and the General Accounting Office.

On June 30, 1943, there were 537,410 cubic feet of records in the custody of the Archivist. Of these, 86,767 cubic feet were transferred during the fiscal year 1943 as compared with 159,774 cubic feet in the fiscal year 1942. The number of accessions increased, however, and the drop in the quantity of records received was the result of the great pressure for space in expanding war agencies in 1942, which hastened a number of large transfers that normally would have been effected in the fiscal year 1943.

Nearly a third of the accessions of the year represent continuations of major bodies of records previously transferred. From the War Department, for instance, came noncurrent records of the Office of the Chief of Engineers, 1894-1923, and the Surgeon General's Office, 1917-37. Consular and diplomatic notes, despatches, and instructions, 1906-10, and treaties and statutes continuing these two series in the National Archives through 1932 and 1940, respectively, were received from the State Department. The accessioning of the general files of the Bureau of Home Economics, 1917-37, marked the completion of the transfer of the permanently valuable noncurrent records of all the major Agriculture Department bureaus. Likewise, with a few exceptions, the great bulk of the inactive files of the Navy Department that have enduring value, almost 60,000 cubic feet, are now in the custody of the Archivist, records having been received during the year from the Office of the Secretary and from each of the bureaus of the Department.

Among the other accessions were a number of significant ones from units that for the first time transferred substantial portions of their records to the National Archives. These included the central

survey (1878-80) of the Panama route and the second survey (1929-31) by the United States Army engineers of the Nicaraguan route, were transferred by the Navy and War Departments, respectively. Relatively recent maps among the consular and diplomatic records of the State Department sent to the United States just before war settled over the globe cover many foreign countries. Of special scientific interest are maps of areas explored by the Government-sponsored Antarctic Expedition of 1939-41, which were received from the United States Antarctic Service of the Interior Department. The sets of original maps of two basic national surveys were augmented by transfers of topographic maps from the Geological Survey and soil maps from the Agriculture Department that completed these two series in the National Archives from 1879 to 1942 and from 1901 to 1935, respectively.

The additions to the map and atlas collection in the National Archives during the fiscal year, classified according to character and agencies of derivation, are shown in the table that follows:

*Additions to the Map and Atlas Collection
Fiscal Year 1943*

Sources	Ms. and annotated maps	Photographic copies	Printed maps	Atlases	Total items
Department of State	220	4	35	-	259
Department of War	103	19	2	-	124
Post Office Department. . .	6,861	16	190	-	6,867
Department of the Navy. . .	53	-	425	29	507
Department of the Interior.	1,242	131	1	-	1,374
Department of Agriculture .	3,893	603	500	-	4,996
Department of Commerce. . .	432	289	71	-	792
Federal Works Agency. . . .	31,695	30,000	300	-	61,995
Veterans' Administration. .	3	1	-	-	4
Total	44,302	31,063	1,524	29	76,918

Motion pictures and sound recordings.—An unprecedented amount of motion-picture film was accessioned during the fiscal year. More than 6 times as much as in 1942, amounting to 1,808,616 running feet of film,

This brought the total of such material in the National Archives to nearly 5,000,000 running feet of film and to nearly 4,500 sound recordings. Except for 95,732 feet of film and 16 sound recordings, all this year's accessions were from Federal agencies. Outstanding among the Government transfers were motion pictures made by the Signal Corps of Army activities during the first World War and German films of the current war confiscated by the Post Office Department. The gifts received from private sources, which are described briefly at the end of appendix VI of this report, consisted largely of early silent motion pictures, news reels, and recordings of important recent speeches.

The quantities of motion-picture film and sound recordings received during the fiscal year 1943, classified according to the sources from which they came, are shown in the two tables that follow:

*Additions to the Motion-Picture Collection
Fiscal Year 1943*

Sources	Running feet
Department of State	203
Department of War	1,235,350
Post Office Department.	18,513
Department of the Interior.	68,856
Department of Agriculture	362,100
Civilian Defense Office	1,445
Federal Security Agency	11,015
Smithsonian Institution	15,402
	1,712,884
Private gifts	95,732
	1,808,616
Duplicates of film made for purposes of preservation.	36,015
Total	1,844,631

*Additions to the Collection of Sound Recordings
Fiscal Year 1943*

Sources	Number
Department of War	2
Department of Agriculture	1
Federal Security Agency	5
Federal Works Agency.	300
Maritime Commission	2
	310
Private gifts	16
	326
Duplicates of sound recordings made for purposes of preservation.	1
Total	327

Still pictures.—The already large collection of still photographs in the National Archives was increased by more than 40 percent during the year, when 234,102 were added. Exclusive of duplicates, there are now more than 800,000 glass-plate and film negatives, tintypes, stereoscopic views, color transparencies, paper prints, radiographs, and other types of still photographs in the custody of the Archivist. Represented among them is the work of such outstanding nineteenth century photographers as Mathew B. Brady, T. H. O'Sullivan, and T. H. McAllister. One of the most extensive collections received during the year, and a very valuable one for research, consists of glass-plate negatives of the American Expeditionary Forces of the first World War, made by the Signal Corps.

The additions to the still-picture collection during the fiscal year 1943, classified according to the agencies from which the records were derived, are shown in the following table:

*Additions to the Still-Picture Collection
Fiscal Year 1943*

Sources	Items
Department of War	106,654
Department of the Navy.	13,148
Department of the Interior.	19,699
Department of Agriculture	31,380
Department of Commerce.	5
Federal Works Agency.	63,215
Veterans' Administration.	1
Total	234,102

Microfilmed records.—The growing use of micro-filming as a means of reducing the bulk of records was evident in the increased amount of microfilmed records accessioned during the year. Over 10,000 rolls were transferred to the National Archives in the fiscal year 1943, as compared with 10 in the previous fiscal year, and it is estimated that these rolls contain reproductions of about 15,000,000 sheets or pages of documents. Much storage space can obviously be saved when records are preserved in this form; for example, the general correspondence of the Washington, D. C., office of the Home Owners' Loan Corporation, National Housing Agency, 1933-36, reproduced on 482 rolls of microfilm, occupies only 8 cubic feet of space whereas the original records, which have been disposed of, formerly filled scores of filing cases.

Little use has been made of microfilm in making original records. The official records of the first, second, and third national draft lotteries of the present war, which were produced on microfilm instead of on paper, are the only such records in the National Archives.

The additions to the microfilmed records in the National Archives, listed according to the agencies of derivation, are shown in the table that follows:

Additions to Microfilmed Records, Fiscal Year 1943

Sources	Rolls
Department of the Navy	4,041
Department of Agriculture.	57
Department of Commerce	5,600
National Housing Agency.	482
Total.	10,180

PRESERVATION OF RECORDS

When records reach the National Archives they have already gone through a kind of archival Selective Service. All Federal records are eligible for service in the National Archives but only those that are believed to have enduring value are chosen. Then these selected records, like draftees who must go through basic training, must be processed before they achieve their maximum value to the Nation. Occasionally this processing reveals mistakes in selection and the records involved are given "honorable discharges"—are disposed of in accordance with the law.

The first step in processing records in the National Archives is concerned with their physical preservation. As they come into the building, all records are cleaned with airbrushes to remove dust and dirt, which foster deterioration, and are fumigated to kill fungi, insects, or even rodents that may be present. This is done not only to protect the new accessions but to prevent the contamination of previously transferred material; accordingly it is essential that such work keep abreast of accessioning. This was accomplished during the fiscal year 1943, when all the records received were cleaned and fumigated, in spite of a smaller staff and constantly changing personnel. In fact the rate of production per man-hour was even increased.

Routine but important as steps in preservation are the proper packing of records in appropriate

containers and their shelving in such a manner that space is effectively utilized and there is a minimum of wear and tear on records when they are used. The sheer bulk of this work is obvious when it is recalled that between June 30, 1941, and June 30, 1943, nearly a quarter of a million cubic feet of records were brought into the building. There are always some newly received records awaiting packing and shelving, of course, but the large accessioning program of the last 2 years accompanied by drastic reductions in staff has resulted in a considerable backlog of such work. Although this backlog was reduced somewhat during the year, only many additional man-years, not now obtainable, can eliminate it.

Cardboard boxes, which have been in use as containers since April 1942, have fully proved their utility for the storage of paper records. Over 175,000 of these inexpensive, light-weight, but sturdy boxes, which come in sizes that accommodate legal and letter-size papers, were used during the year. Since they themselves occupy little room and can be filed either vertically or horizontally on the steel shelves already installed in the stack areas, they are quite economical of space, which is rapidly becoming a matter of paramount concern.

Before the war, as records were packed and shelved those that were worn, torn, brittle, or otherwise in need of repair and those that were folded and could not be opened without damage to the paper were noted and programs for their rehabilitation were arranged. This procedure is not feasible under wartime conditions. Consequently early in the fiscal year under review a survey was made of all records in the building to determine which among those likely to be used in furthering the war effort were in need of repair. As the result of this and later surveys it was revealed that the tracing-cloth maps of the General Land Office, the paper maps of the Office of the Chief of Engineers of the War Department, ship passenger lists, and certain Weather Bureau records were most in need of rehabilitation among the records frequently consulted for war-related purposes, and these were given priority. Because of this decision, certain types of

repair work predominated. Compared with the previous fiscal year, twice as many maps, nearly 5,000, were mounted or otherwise repaired; the number of sheets laminated with cellulose acetate foil rose from 56,452 to 76,119; about the same number of volumes, 1,316, were strengthened; but only about half as many sheets, over 700,000, were unfolded and flattened.

Research in records rehabilitation and the improvement of repair techniques is constant. One product of such activity during the year was the development of a technique whereby paper prints made from motion-picture film may be reproduced on film in such manner that the resultant product may be exhibited as a motion picture.⁴ This technique makes possible the restoration, from copyright paper prints in the custody of the Library of Congress, of some 5,000 motion pictures produced between 1897 and 1917 of which the original films are no longer in existence. Other developments of the year include a flexible lacquer, which is used as a protective coating for paper maps, photographs, and other records that are too large for lamination or that require surface protection only; an improved method for flattening and repairing tracing cloth, which speeds up the handling of such material and eliminates the possibility of damage to the sizing on the cloth and of distortion of the drawing; a technique for the use of cellulose acetate foil as an adhesive between a map and the cloth backing on which it is mounted; and a method of transferring the print of a newspaper without the paper itself to a sheet of foil and laminating the foil to high-grade paper.

To provide archivists, records officers, custodians of manuscripts, and those who may be concerned with rehabilitation of Europe's war-ravaged cultural resources with a practical handbook based upon the most recent scientific investigations in the field

⁴This technique is described by Carl Louis Gregory, who developed it, under the title "Resurrection of Early Motion Pictures" in the *Journal of the Society of Motion Picture Engineers*, 42: 159-169 (Mar. 1944).

of records preservation, the Acting Chief of the Division of Repair and Preservation prepared a manual on The Repair and Preservation of Records, which was being printed at the end of the fiscal year as No. 5 in the Bulletins of the National Archives.

Motion pictures, still photographs, and sound recordings naturally require different methods of repair and storage from those used for paper records. To insure the preservation of such materials, motion-picture film that is damaged and cannot be repaired must be duplicated, film on an unstable nitrate base must be reproduced on a "safety" acetate base, prints must be made from photographic negatives that are deteriorating, and worn-out sound recordings must be transferred to a permanent base. Although more than 36,000 feet of film were reproduced for purposes of preservation, such work was not pushed during the year because of a shortage of certain materials, and, more important, the motion-picture and photographic equipment and laboratories were being utilized, sometimes day and night, by members of the staff or employees of other agencies doing special war work.

ARRANGEMENT AND DESCRIPTION OF RECORDS

Federal records are not hedged about with regulations to prevent their alienation and indiscriminate destruction in order to achieve their preservation in dead storage. The National Archives does not expend its energies and funds in appraising records and in cleaning and repairing those it acceptions simply out of pride in the restoration or preservation of "museum pieces." It preserves records primarily for the information in them and for the value that information may have to the Government and the people of the United States. But locked away in miles of files the recorded experience of the Nation serves not at all; hence the National Archives must provide keys to its treasure-troves. Neither the card catalog of the library, where the unit of description, the book, is already decided for the librarian, nor the calendar of the manuscript collection, which is relatively small and compact, proved to be the proper tool when dealing with masses of records.

After prolonged study of the problem a plan for the arrangement and description of materials in the National Archives was announced early in 1941. This provided for the establishment of "record groups," each to consist as a rule of the archives of a single autonomous record-keeping agency, and for their brief description on one-page registration sheets. "Preliminary checklists" of parts of groups or "preliminary inventories" of fairly complete groups were to be compiled as temporary finding aids. Only after all records in a group had been received, or at least all records up to a given date, and their arrangement accomplished were "final inventories" to be undertaken. Special lists, reports, and other specialized finding aids were to be prepared as the occasion demanded. With the advent of war, however, this program for arrangement and description was somewhat modified. All final inventories were postponed until peace should once more be established, and the opportunity for particular service to a burgeoning Government dictated concentration on those records likely to be useful in the war effort or in post-war readjustment.

The outstanding accomplishment of 1942-43 in records description was the completion of the Handbook of Federal World War Agencies and Their Records, 1917-1921. Information about how the Government had operated when once before in the twentieth century it had been faced with the necessity of mobilizing the country for war had been in great demand even before the United States was involved in the conflict. In supplying this demand the National Archives had accumulated a vast amount of data about World War I agencies, the records of which for the most part are among the agency's holdings. To make this information generally available, a 666-page handbook was prepared. It contains brief descriptions of the organization, functions, and records—both in and outside the National Archives—of over 2,400 divisions, bureaus, boards, and administrations of the Federal Government or international bodies that had contributed to the participation of the United States in World War I or handled reconstruction problems. Bibliographical references for the more important agencies and a select general bibliography were also

included. At the end of the fiscal year, the copy for the handbook was at the Government Printing Office.

Emphasizing the description of records of value in the war effort affected not only the selection of records for analysis but also the character of the finding aids that were produced during the year. There were few preliminary inventories because most record groups useful in the prosecution of the war were too large to be covered expeditiously in as much detail as a preliminary inventory requires and often many parts of such groups had no particular relation to the emergency. A Preliminary Inventory of the Council of National Defense Records, 1916-1921, based upon a previously prepared classification scheme, was published because of the importance of the Council as a policy-making agency and the large amount of material gathered by its Reconstruction Research Division that seemed pertinent to post-war planning. Wide-spread interest in the handling of food problems, 1917-20, led to the publication of a preliminary inventory, which had also been converted from a classification scheme, of the records of the headquarters offices of the Food Administration. Similar transformations of classification schemes for records of the Grain Corporation and the Sugar Equalization Board were completed. A preliminary inventory of the records of the War Labor Policies Board, which are not extensive but are of significance in the study of labor in wartime, was published, and a preliminary inventory of the records of the National War Labor Board was ready to be issued at the close of the year.

A number of preliminary checklists describing segments of record groups were produced; 37 were completed this year as compared with 27 in the previous fiscal year and they greatly facilitated the servicing of the records they covered. Of these lists, 3 that were in considerable demand were reproduced in hectographed form so that copies could be made available to Government officials, but they were not considered publications and were not generally distributed. They dealt with such diversified records as those of the Joint Information Board on Minerals and Their Derivatives, the War Department Claims Board (1918-22), and

the Oil Division of the Fuel Administration, but all were concerned with records of previous Government experience in handling problems akin to those of today.

Many calls were made upon the National Archives by war agencies interested in military government and the administration of occupied areas. To meet this need for pertinent information and materials, a number of special lists of records were compiled, four of which were published. These concerned records of the Bureau of Insular Affairs relating to the Philippine Islands, Cuba, Puerto Rico, and the Dominican Customs Receivership. Other special lists or reports, which are available in typescript, include a "Special List of Materials Relating to Post-war Problems in the Records of the Council of National Defense," a "Special List of the Executive Records of the United States Senate Relating to Treaties, Conventions, and Other International Acts," and a report on "Materials Among Justice Department Records in the National Archives Relating to Problems of the Department of Justice Resulting from World War I." An account of War Department Records in the National Archives, reprinted from Military Affairs, was published as Special Report No. 1.

Many other finding aids were prepared or were in progress and such compilations as the quarterly lists of National Archives Accessions were issued as usual. Twelve Reference Information Circulars, which are in the nature of special reports but which are designed to answer reference requests and therefore will be discussed in the next section of this report, were published. The preparation of a handbook for the recordings of Indian music in the Smithsonian-Densmore Collection in the custody of the Archivist was begun. Financed with funds given to the National Archives Trust Fund Board,⁵ the work is being carried on under the general supervision of the Director of Research and Records Description of the National Archives by Frances Densmore, who made about two-thirds of the

⁵See appendix IV for the annual report of the Chairman of the Board.

3,500 recordings in the collection. This project was about half completed at the end of the year.

Considerable arrangement of the records, usually with a view to restoring them to the order established by the agency that filed them for official use, is usually necessary before they can be adequately described. Sometimes, even though no descriptive work is immediately contemplated, records must be arranged so service can be rendered on them. A great deal of such work proceeds as a matter of routine, but, as in description, priority is given to records likely to be used for war purposes. Special records, such as maps and still and motion pictures, are frequently received in disorder and without adequate indexes. A survey was made during the year of all lists and indexes of maps in the National Archives and plans were made for supplementing them. Indexes to the large photographic collections received from the Signal Corps and the Army War College were checked against the photographs as time and personnel permitted and discrepancies were noted. A new control over motion pictures was devised during the year, a "reference summary," to replace for the duration of the war, at least, the more elaborate scene-by-scene reviews previously made. A paper by the Chief of the Division of Motion Pictures in which this procedure is described was published under the title Wartime Cataloging of Motion Picture Film.

The file microcopy program, which will be discussed in the section on reference service, was continued in 1942-43. Very little arrangement of the material to be photographed was necessary this year because for the most part only bound volumes were included in the program. Brief descriptive notes were prepared as introductions, however, and any necessary internal notations were made.

Fundamental to all arrangement and description is the identification and registration of record groups. This must go on continuously because records are constantly being accessioned. In fact they were coming into the building so rapidly that to facilitate the assignment of new accessions to record

groups provision was made in October 1942 for the drawing up of a master list of tentative record groups that could be approved and put into operation without waiting for the more definitive registration sheets to be prepared. About 190 record groups were thus tentatively established.

REFERENCE SERVICE

In fulfilling its role as a service agency the National Archives not only provides finding aids to the use of records in its custody but also places its staff, with all its specialized knowledge, at the disposal of the Government and the people of the United States who seek in the recorded experience of the Nation information to guide and assist them in their activities, to protect their rights, or to contribute toward the advancement of knowledge. This is a duty assigned to the National Archives by Congress. It is also the privilege of the agency, which is an institution of the people as well as of the Government. Naturally in times of crisis, when many important decisions must be made, recourse to that reservoir of fact and precedent, the archives of the United States, is great.

By telephone, by letter, and in the course of personal conferences requests for services flowed in to the National Archives in the fiscal year 1943. More requests for the use of records or for information in them were received than in any previous year of the agency's existence. The rise in "services" performed in response to these requests from less than 90,000 in the fiscal year 1940 to more than 321,000 in the fiscal year 1943 is some measure of the extent to which the National Archives has been called upon to contribute to the defense program and the war effort. More than 33,000 inquiries were handled by telephone or teletype alone. These two means of communication were used in preference to the mail whenever possible in order to eliminate clerical work and to get the desired information to the inquirer in the shortest possible time; as a result 1,000 fewer letters were written this year than

last. The number of cards of admission to the search rooms, where authorized persons examine records, rose from 2,200 to 2,500, and visits made to these rooms increased from 14,500 to 16,000. The quantity of documentary material reproduced in response to orders jumped from 105,000 pages to more than 200,000 pages, and in addition about 400,000 pages were copied in the file microcopy program.

Of the services rendered, about 80 percent were to Government agencies. To fill their requests expeditiously, it was necessary to continue the policy adopted the previous year of limiting the type and amount of information furnished to non-Government inquirers. Only drastic reductions in staff and continuing demands on the National Archives by Federal agencies confronted with war problems led to this decision, for the National Archives is ever conscious that the citizens of the Nation have as much right to call upon it for help as have officials of the Government. When faced with the necessity of establishing priorities, however, and even of refusing some requests for information, it was obvious that there could be no question of choice between furnishing maps or photographs of some "stepping-stone" in the Pacific to the Navy Department and data about great-grandfather Jones. Purely historical or genealogical information from census schedules, therefore, was not furnished in writing during the year, but questions involving legal rights or interests of individuals were answered promptly. Furthermore, the search rooms were kept open and records of every character were supplied for use there. This policy, when explained, generally was accepted by the public and even commended by some, but from a few there were protests that even in wartime taxpayers had a right to all the services they enjoyed in peacetime.

Reference services to the Government consisted as usual of furnishing information, making records available for use in the National Archives, making reproductions of records, and lending records to Federal officials for use in their own offices. As in the previous fiscal year, the most active records were those of the Navy Department's Bureau of Personnel.

An expanding Navy required increased personnel and records of officers and enlisted men who had previously been in the service were in much demand, so much in fact that the Department supplied funds for performing the more than 100,000 services required on these files. These services, as did similar ones in the fiscal year 1942, somewhat distort statistics on reference service, but, with them left entirely out of the picture for 1942 and 1943, there has nevertheless been a steady upward trend in the number of services performed. Records of the General Land Office have also continued to be active, and, although services on records of the Office of Indian Affairs decreased somewhat because of that agency's removal to Chicago, the National Archives performed a noteworthy feat in developing a records-service program that enabled the Indian Office, which uses its old records extensively, to function satisfactorily even though its files through 1933 are in Washington. For the most part this service might be characterized as routine; no records that saved the Government thousands of dollars were unearthed and no spectacular reports on war-related problems were prepared, but prompt, intelligent, day-to-day service rendered as a matter of course in furthering the efficient operation of the Government, just "routine," is the foundation of a successful reference service.

Many services, on the other hand, were not routine. Requests often consisted of dragnet inquiries for all available material on a subject, for precedents needed in making administrative or military decisions, or for techniques for handling knotty problems, and the services rendered in response to such requests required not only knowledge of the records but also all the varied competencies of the staff. Sometimes detailed reports were indicated and sometimes needs could best be filled by supplying maps or photographs or other records. In these complicated searches the time previously spent in arrangement and description paid big dividends and the necessity of having trained, imaginative personnel was especially evident.

Agencies dealing with problems related to the war were more likely to require difficult services

than those whose functions remained in their peacetime grooves. Much of the information furnished was of a confidential nature, but it may be said that the War and Navy Departments were supplied with data on islands and other areas, their approaches, climate, inhabitants, and economic development, and on such subjects as the administration of occupied territory, military transportation, and the administration of shore establishments. The Army Air Forces were provided with unique maps and photographs of such bombing objectives as dams, industrial developments, transportation centers, strategic passes, and capital cities of the enemy. In one instance, a large group of photographs showing in detail the construction of an ordnance plant erected in World War I was furnished the Navy Department; these pictures made it possible to plan and carry through the dismantling of the plant, its shipment, piece by piece, to a better location, and its reassembly there and obviated the necessity of building a second plant. This saved the Government hundreds of thousands of dollars and, more important in wartime, months of delay.

Government machinery for mobilizing the resources of the Nation had for the most part been established before the beginning of the fiscal year 1943 and this fact was reflected in the type of data sought by many war agencies. There were fewer requests than during the previous year for information on the structure of agencies set up during World War I to deal with emergency problems and more requests for "policy" documents and materials useful in planning programs. For example, the Office of Price Administration obtained information from Agriculture Department records on methods of combatting the black market in meat and used records of the Fuel Administration on the control of fuel distribution; the War Shipping Administration utilized Shipping Board records to study methods of recruiting personnel for the merchant marine; the War Food Administration examined Agriculture Department records dealing with such problems as the furloughing of soldiers for farm work; the Office of the Alien Property Custodian analyzed records relating to German corporations seized during World War I; and the War Production Board as well as the OPA made

use of National Recovery Administration records for information about the aluminum, chemical, iron and steel, petroleum, rubber, and other industries.

In war as in peace the regular operations of the Government must continue and it was the policy of the National Archives to facilitate the normal functioning of Federal agencies even though the services performed were in no way war-related. On many occasions Government officials were furnished with information from records in the National Archives for use in court actions to which the United States was a party. One of the most important of these was a suit against the Home Owners' Loan Corporation involving some \$120,000. One of the Corporation's attorneys was furnished with certified prints of microcopies of certain of its records. This was the first occasion on which the Archivist certified prints of microcopies made in accordance with provisions of the Act Concerning the Disposal of Photographed Records, approved September 24, 1940. The certified copies were accepted by the Court, and the decision was in favor of the Corporation.

Some reports prepared in response to requests from Federal agencies were so comprehensive and of such general interest that they were processed as Reference Information Circulars, which are at present restricted in distribution to Government officials. Twelve were issued during the year. They described materials in the National Archives relating to labor and labor problems, Latin America (in records of emergency war agencies, 1917-18), transportation, food production and distribution, labor migration during the first World War and the post-war period, forest products, small business, and such strategic areas as French possessions in Africa.

About 20 percent of the reference services of the National Archives were to private individuals. This is the same proportion as in the fiscal year 1942, but the number of such services rendered increased markedly as did the total number of services performed. The reason for this numerical increase in spite of the restrictions on non-Government

services involving searches by the staff is the fact that census schedules, a major source of genealogical data, were frequently consulted in the search rooms. The decline in the use of records in the National Archives by persons engaged in scholarly research noted in the previous year continued as graduate students were absorbed by the armed forces and many mature scholars became actively engaged in war work. The large-scale research project for the publication of the diplomatic correspondence of the United States relating to Canada, sponsored by the Carnegie Endowment for International Peace, was continued until completed. Other projects carried on included a study made by a member of the Committee on Public Administration of the Social Science Research Council of the administrative history of the Federal Government during the administrations of Washington and John Adams and an analysis, sponsored by the American Council of Learned Societies, of the arts program of the Work Projects Administration.

Exhibits.—The largest number of persons who examined records in the National Archives in the fiscal year 1943 were those who visited the Exhibition Hall, where selected materials of historical significance are always on display. In this manner documents of continuing or timely interest are made available for examination by the public.

Three major exhibits, which were viewed by more than 40,000 persons, were presented during the year. On the Fourth of July, 1942, an exhibit on the Growth of American Democracy, featuring documents illustrative of the struggle for popular government and equalization of opportunity from the founding of the Republic to the 1942 "Four Freedoms" speeches of the President, the Vice President, and Under Secretary of State Welles, was opened. On Columbus Day, October 12, 1942, over a hundred records from the archives of the United States touching upon the history of Latin American countries were put on display. These showed graphically the development of pan-American cooperation and the good-neighbor policy. To commemorate the bicentennial of the birth of Thomas Jefferson, April 13, 1743-April 13, 1943, an exhibition of Federal

records that reflected the activities and philosophy of the third President of the Republic was presented. It was particularly fitting that the Government and people of the United States should so honor Jefferson at a time when the Nation was fighting for the ideals of freedom and democracy exemplified by him. A catalog of the Jefferson exhibit describing the documents shown and placing them in their historical settings was prepared for distribution to the public.

Posters of World Wars I and II were displayed during both the Latin American and Jefferson exhibits and a number of smaller exhibits were also presented during the year. Among them were displays relating to V-mail, Navy Day, the twenty-fifth anniversary of the inauguration of United States air-mail postal service, the career of Captain Eddie Rickenbacker, and White House weddings.

File microcopies.—This program, in which important bodies of archival materials are reproduced on microfilm from which positive prints are made and sold to individuals or institutions desiring copies, was greatly enlarged during the fiscal year 1943. Work was accelerated during the first half of the year, when there was still a possibility that Washington might be bombed and the existence of copies of valuable records was an insurance against the loss of the information they contained. Later in the year, however, as the danger of bombing seemed more and more remote and the photographic laboratory was increasingly occupied with war work, both editorial and filming operations were drastically reduced. Nevertheless, microcopies of some 400,000 pages, comprising 634 volumes and about 7,500 loose pages, were made, and, although no attempt was made to publicize the microcopies, more than 175,000 pages were ordered during the year.

Selection of materials to be included in the program depended as usual largely upon reference service requests for reproductions. Among the file microcopies completed during the year were instructions from the State Department to its representatives abroad, 1791-1834 (19 vols.); registers of diplomatic,

consular, and "miscellaneous" correspondence of the State Department, 1870-1906 (62 vols.); State Department Territorial Papers, Washington series, 1854-72 (2 vols.); records of the General Land Office, consisting of miscellaneous letters sent, 1796-1860 (89 vols.), and letters sent to the Surveyors General, 1796-1860 (18 vols.); and records of the Office of Indian Affairs, consisting of letters sent, 1824-60 (65 vols.), and registers of letters received, 1824-30 (126 vols.).

THE FEDERAL REGISTER

During the first World War, the great amplification of agencies and orders attendant upon the Government's mobilization of the country soon demonstrated that if there was to be effective administration there had to be a medium through which Government regulations could be made known to the public. For this purpose the Committee on Public Information created the Official Bulletin, which was published daily from May 1917 through March 1919.

When the United States became involved in the second World War, machinery was already in operation in the National Archives for notifying the public of the regulations with which it was expected to comply. An act passed in 1935 required that all Presidential proclamations, Executive orders, and rules, regulations, notices, and similar documents of Federal administrative agencies be filed with the Division of the Federal Register of the National Archives in order to be valid against any person who has not had actual knowledge of them. Such documents are then made available by the Division for public inspection, and those having general applicability and legal effect are published in the Federal Register, which is issued daily with the exception of Sunday, Monday, and days following legal holidays.

The necessity for the Government in wartime to assume control over innumerable activities that in peacetime do not concern it has led to a great increase in the number of documents printed in the Federal Register. In the fiscal year 1941, the last

complete year before Pearl Harbor, 7,850 documents were printed, and in the fiscal year 1943, the first full year in which the country was at war, the number of documents printed was 18,569. The vast majority of the rules, regulations, and orders published during this year were issued by the war agencies, for instance, 6,876 by the Office of Price Administration, 2,709 by the War Production Board, 1,639 by the Alien Property Custodian, and 304 by the Office of Defense Transportation. Because of the large number of people concerned with the documents published in the Federal Register it was necessary to increase the number of copies distributed free to Government officials from 7,866 to 8,473, and the number of paid subscribers increased from 7,184 to 13,592. The sum received from subscribers by the Superintendent of Documents and covered into the Treasury increased from \$88,367.90 to \$191,900.29.

Services not directly connected with the publication of the Federal Register were rendered to many Government agencies. The Office of Price Administration and the War Production Board, for instance, were assisted in making the administration of their regulations more efficient and less expensive by the editing and printing of documents before their formal filing with the Division of the Federal Register. These advance copies were distributed to the field offices of those agencies, which were thus enabled to administer the regulations from the moment they became effective. Printing costs were materially reduced because the same type was used for the advance printing of the documents and for their printing in the Federal Register. At the request of the War Production Board a compilation of its orders and regulations was made and was printed from standing Federal Register type. The great utility of the resulting manual, which is kept up to date, has been attested not only by the WPB but by hundreds of industrialists and others to whom it has been made available.

The publication of supplements to the 15-volume Code of Federal Regulations, which codifies all documents having general applicability and legal effect

that were in force on June 1, 1938, was continued for documents issued through 1941. The third and final book of the 1940 supplement and the four books of the 1941 supplement were published. The sales of the Code and supplements during the year amounted to 11,320 volumes, for which \$31,372.50 was received by the Government Printing Office.

Since many of the Federal regulations now in effect are of an emergency nature and will cease to be applicable soon after the war is over, Congress, by an act approved on December 10, 1942, suspended the requirement for the preparation of a comprehensive code of regulations in effect on June 1, 1943, and directed the preparation instead of a cumulative supplement to the existing Code. The assembling of the manuscript for the cumulative supplement was practically completed by the end of the year.

As in previous years, drafts of Presidential proclamations and Executive orders were examined and edited before they were sent to the President for signature; proclamations and orders signed by the President were registered, numbered, and published in the Federal Register, if they had general applicability or legal effect, or otherwise were printed in slip form; and officials of Government agencies were notified of the signing of any such proclamations or orders of interest to them.

ADMINISTRATIVE AND FACILITATING SERVICES

Organization.—The National Archives is a relatively new agency and the development of its organization has necessarily been experimental. Neither European precedent nor the experience of the States helped very much in planning the structure of an agency that has to deal with masses of records never even envisioned by other archival agencies. A rapidly changing Government, shaped at first by depression and then by war, also influenced the activities and consequently the organization of the National Archives. And finally the great turnover in personnel experienced by all agencies made changes inevitable in the fiscal year 1943. These changes resulted in a re-

duction of the number of operating units, a better allocation of functions and activities, and a centering in the Office of the Archivist of responsibility for the supervision of all the work of the agency. The position of the Executive Officer was discontinued on March 15, 1943, and the functions of his Office, including the supervision of the business-service divisions, were transferred to the Office of the Archivist and assigned to a new staff officer, the Administrative Assistant to the Archivist, who also serves as budget officer. Two other Assistants were added to the Archivist's staff, one on November 2, 1942, to assist with plans, policies, and procedures relating to professional work, and the other on April 24, 1943, to assist with over-all planning. The position of Special Assistant to the Archivist was discontinued on April 10, 1943.

To effect the more economical operation of some of the service functions, the Divisions of Purchase and Supply and of Building Management and Service, with the exception of the telephone unit, were combined into the Division of Service and Supply on February 1, 1943. On the same date a Records Officer, responsible for planning, coordinating, reviewing, and reporting on the administration of the records of the National Archives, was appointed and was made Chief of the Division of Records and Communications, which took over the functions of the Division of Mail and Files and of the telephone unit. The Division of Personnel and Pay Roll became the Division of Personnel Management on May 1, 1943. The Division of Independent Agencies Archives was discontinued on April 1, 1943, and its functions and the records in its custody were assigned to other records divisions.

Personnel.—The large turnover in personnel occasioned by the war was the most notable and, from the viewpoint of efficiency and accomplishment, the most regrettable aspect of the personnel situation in the National Archives in the fiscal year 1943. Excluding members of the staff in the armed services who were technically on leave without pay, the number employed at the beginning of the fiscal year was 502, of whom 13 were employed at the Franklin D. Roosevelt

Library. Ninety-five employees joined the armed forces during the year and many others transferred to war agencies, where they were employed chiefly in records administration or related work. In all there were 261 separations, which resulted in a turnover rate, based upon the average number of persons employed, of practically 60 percent. Although it was difficult to obtain qualified persons to fill vacancies, an aggressive recruitment program resulted in 104 appointments, most of which were made during the first half of the year. The joint resolution abolishing the Saturday half holiday and authorizing overtime pay for hours worked in excess of 40 per week (56 Stat. 1068), which took effect in December, reduced the number of employees who could be paid with available funds and necessitated almost complete cessation of recruitment. By the end of the year, therefore, the number of employees on the rolls had been reduced to 345, and of this number a few were working for other agencies on a reimbursable basis and others were on leave prior to the effective dates of their separations. The rapid turnover naturally resulted in a number of promotions to higher grades; 187 were made during the year, most of them before the staff was drastically curtailed. There were also 86 within-grade salary increases as a result of the Mead-Ramspeck salary advancement act.

The organizational changes of the year resulted in several personnel changes. When on November 2, 1942, Dallas D. Irvine, formerly Chief of the Division of War Department Archives, was appointed to serve as an Assistant to the Archivist, Edward G. Campbell was made Chief of that Division. On April 24, 1943, Dan Lacy, formerly Special Assistant to the Executive Officer, was appointed Assistant to the Archivist and John L. Wells, Budget Officer, was named Administrative Assistant to the Archivist. Frank P. Wilson, formerly Chief of the Division of Building Management and Service, was made Chief of the new Division of Service and Supply on February 1, 1943. On the same date Virginia M. Wolfe, formerly Chief of the Division of Mail and Files, was appointed Records Officer and Chief of the new Division of Records and Communications.

A large number of personnel changes inevitably resulted from staff members' leaving for service with the armed forces. When Collas G. Harris, who had served as Executive Officer since July 25, 1935, was commissioned in the Army Air Forces on October 1, 1942, Robert D. Hubbard was appointed Executive Officer, and on November 16 Laura R. Hanes succeeded him as Chief of the Division of Personnel and Pay Roll. Arthur E. Kimberly, who had been Chief of the Division of Repair and Preservation since October 1, 1935, was also commissioned in the Army Air Forces, and William E. Keegan succeeded him on October 3, 1942. Frank D. McAlister, who had been Chief of the Division of Justice Department Archives since May 16, 1937, and Acting Chief of the Division of Legislative Archives since June 1, 1938, was commissioned in the Naval Reserve, and on October 15, 1942, Thad Page, Administrative Secretary, was designated Acting Chief of those two Divisions. Nelson M. Blake, who had been Chief of the Division of Navy Department Archives since June 1, 1938, was also commissioned in the Naval Reserve, and Robert H. Bahmer was appointed to that position on December 16. When Herbert E. Angel, Assistant to the Archivist, accepted a commission in the Naval Reserve, Philip C. Brooks, Assistant Director of Records Accessioning and Preservation, was detailed on April 10 to serve in his position and Theodore R. Schellenberg, Chief of the Division of Agriculture Department Archives, was detailed to the position of Assistant Director of Records Accessioning and Preservation, in charge of the records administration program. Robert D. Hubbard, Executive Officer, was also commissioned in the Naval Reserve, as was Ernest R. Bryan, Chief of the Division of Information and Publications, and Elizabeth E. Hamer was designated Acting Chief of that Division on April 27, 1943. Edward G. Campbell, Chief of the Division of War Department Archives, was called into military service, and Dallas D. Irvine was designated Acting Chief of the Division on June 28.

Other personnel changes were caused by the resignation of employees to accept other positions. Included among them were Percy Scott Flippin, who had been Chief of the Division of Independent Agencies

Archives since June 1, 1938, Dorsey W. Hyde, Jr., who had been on the staff of the National Archives in various positions since November 28, 1934, Marjory B. Terrell, who had been secretary to the Archivist since November 3, 1934, and Laura R. Hanes, Chief of the Division of Personnel Management. Faye K. Geeslin was appointed secretary to the Archivist on April 1, and Ruth A. Henderson was detailed to serve as Acting Chief of the Division of Personnel Management on May 10.

In order to increase the utility of the manpower available a brief orientation course was given for three groups of from 20 to 25 new professional employees. The National Archives also continued to cooperate with the American University in a program for the training of archivists. This program included courses on "The History and Administration of Archives," conducted by Ernst Posner of the university staff and members of the staff of the National Archives; on "The Management of Government Records," conducted by Dr. Posner and Helen L. Chatfield, Treasury Department Archivist; and on "The Historical Background of the Federal Administrative System," conducted by Louis C. Hunter of the university staff, and also a seminar in Federal administrative history conducted by Dr. Hunter.

Representatives of the National Archives participated in the work of the Federal Fire Council, the Federal Board of Surveys and Maps, the United States Board on Geographical Names, and the Inter-American Mapping Committee. Members of the staff possessing special competences, particularly the geographers and photographers, rendered many confidential services connected with the war. As usual members of the staff participated in the activities of various associations and organizations of archivists, historians, political scientists, scientists, geographers, librarians, motion-picture engineers, public administrators, and the like by attending meetings, serving on committees, and contributing papers.

The Archivist is Chairman of the National Archives Council and Chairman of the National Historical

Publications Commission; the Administrative Secretary is Secretary of the former body and the Director of Research and Records Description is Acting Secretary of the latter. Reports of the secretaries on the activities of these agencies comprise appendixes II and V of this report. The Archivist is also charged with the administration of the Franklin D. Roosevelt Library; his annual report as to the Library is presented separately.

The Library.—A highly specialized Library is maintained to assist staff members in carrying on their work and searchers in using the records in the building. American history, particularly the history of Government agencies, American biography, political science, and archival administration are emphasized. During the fiscal year 2,664 books and 4,093 pamphlets were acquired, most of them by transfer from other Government agencies, by exchange, or by gift; and a number of items no longer needed were turned over to the Superintendent of Documents or otherwise disposed of. At the end of the year the holdings of the Library were 51,305 books and 33,064 pamphlets, exclusive of several thousands of Congressional bills, laws, resolutions, calendars, and similar items. The accessioning of several hundred printed hearings of congressional committees, mostly for the period 1915-35, made the collection of hearings in the National Archives one of the best three or four in Washington. The cataloging of non-Government material was kept current and the marked progress made in classifying Government documents resulted in their being serviced much more easily than heretofore.

In addition to making books available in the Library and lending them for use in offices of the National Archives, the Library provided a number of special services to members of the staff. It routed new numbers of serial publications to staff members who needed to see them regularly, brought together special collections of books for use in in-service training courses, maintained a collection of current publications relating to the war effort, and compiled twice a month for the information of the staff a select list of additions to the Library. The