

Fifteenth
ANNUAL REPORT
of the ARCHIVIST
OF THE
UNITED STATES

1948-1949

GENERAL SERVICES ADMINISTRATION
THE NATIONAL ARCHIVES

Fifteenth
ANNUAL REPORT
of the ARCHIVIST
OF THE
UNITED STATES
FOR THE YEAR ENDING JUNE 30, 1949



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LETTER OF TRANSMITTAL

GENERAL SERVICES ADMINISTRATION,
Washington, D. C., November 15, 1949.

To the Congress of the United States:

In compliance with section 9 of the National Archives Act, approved June 19, 1934 (44 U. S. C. 300-300k), 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 fifteenth annual report of the Archivist of the United States, which was prepared by Dr. Wayne C. Grover and which covers the fiscal year ending June 30, 1949, and the four supplements to the report listing the accessions of the same period.

Respectfully,

JESS LARSON,
Administrator.

Fifteenth

ANNUAL REPORT OF THE ARCHIVIST OF THE UNITED STATES



The fiscal year 1949 was characterized by two developments of outstanding significance to the National Archives. First, the National Archives, as a result of the recommendations of the Commission on Organization of the Executive Branch of the Government, was made a part of the General Services Administration, established on July 1, 1949, by Public Law 152. Second, the problems raised by the liquidation of the records of emergency war agencies were so nearly resolved that for the first time in half a dozen years long-range consideration could be given to the future operations of the agency.

The recommendations of the Commission for more vigorous and adequate records management in the Federal Government, which were based on the report of its task force on records management, were of first importance to the National Archives. The records management programs of today had their origins in problems associated with the disposition of the growing mass of Government records. After the National Archives was established, only a few years' experience in appraising the enormous volume and variety of records reported by Government agencies was required to show the desirability, indeed the necessity, of instituting a more systematic and expeditious procedure for obtaining the disposal of valueless papers. This experience, coupled with experience in dealing with records transferred to the National Archives, led to the conclusion that the problem of selecting, preserving, and making available the permanently valuable noncurrent records of the Government was well nigh insoluble without effective records management programs in the agencies.

Surveys in 1937 indicated the existence of more than 7,000,000 cubic feet of records. Increased governmental activities, first to cope with the depression and then to meet the requirements of national defense and World War II, sent the rate at which records accumulated skyrocketing to more than 1,000,000 cubic feet a year. To obtain in usable form from this growing mass of papers the important documentation to be retained in the Nation's archives required new concepts as well as specialization of effort.

As early as 1941 the National Archives began to advocate the establishment of records administration programs by the Federal agencies. About this time also the National Archives began to develop a procedure that in most instances has formed the basis for a systematic approach to the problem of records disposition. This was the records disposition schedule, the formulation of which requires a survey and appraisal of all records accumulated by an agency. In 1943 legislation authorizing the use of such schedules was passed by Congress, and by this time also the War and Navy Departments, impelled by the pressures of wartime expansion, had established programs to deal with their records problems.

The success of these programs was a stimulus to other agencies, so that each year an increased number of agencies fell into line. In 1946 the importance of the new field was recognized by Executive Order No. 9784 of September 25, which required the agencies of the executive branch to conduct active continuing programs for the management and disposition of their records. By 1948 a number of the large records-producing agencies were conducting effective records management programs; many others, however, as the Hoover Commission reported, "failed to comply with the order or undertook only token compliance."

Because initial emphasis was given to surveys, procedures, and organization to insure the prompt disposal of useless material and the orderly retirement of records of continuing value, it was natural that many of the agencies staffed their records management units with personnel trained in the National Archives. All agencies were given advice and assistance by the National Archives to the extent of its available resources.

Wartime curtailment of the staff of the National Archives, however, limited the work that could be done, and during the war years major attention was devoted to cooperation with the emergency war agencies because the termination of these agencies would create the most immediate postwar records problems. The orderly disposition of the files of the emergency agencies testifies to the success of this activity.

Attention to problems of disposition continues to be the major concern of most agency records management programs, but early in the development of these programs numerous other activities were added. As was to be expected in a new field, considerable variation appeared in the content of the programs. Generally the problems of documentation created by modern office technology ranked second to those of records retirement. Improvement of file-room operations and techniques nevertheless was found to be a feasible way to effect economies. Some programs stressed the streamlining of correspondence and initiated efforts in the direction of records "birth control," the use of

microfilming, and the elimination of duplicate filing. A few agencies emphasized the improvement of reference service, particularly service to top management, and explored the problem of obtaining more adequate documentation of policy and program activities.

Several of the larger agencies found that considerable savings could be made in the maintenance of records by the establishment of intermediate records depositories or records centers, as they are more generally called. These depositories, utilizing low-cost space and equipment, are set up to house records that are not used so frequently as to require their maintenance in operating offices. Such centers provide a means of expediting the elimination of records that need not be retained and the processing of others to reduce them to the minimum that must be permanently preserved. The centers are particularly valuable for housing records that for legal or other reasons must be kept for some years but that are of insufficient value to justify their transfer to the National Archives.

The variety of program content has naturally been paralleled by variation in the organizational structures evolved to meet the objectives. Records management is a complex of management specialization, file-room techniques and systems, and archival activity—a complex that has created both organizational difficulties and job-classification problems that are as yet unresolved.

The National Archives has of course benefited by the extent to which agency records management programs have developed. Except in the field of disposition, it has not in the past been able, however, to give adequate staff leadership to the programs. This has been true partly because of a lack of resources and partly because of a lack of clear authority to exercise supervisory staff leadership in the field of current records management. It was for this reason in part that the National Archives urged the Hoover Commission to include the Federal records problem in its field of investigation.

The establishment of the General Services Administration has resolved this question. By Public Law 152 the Administrator of General Services was given a mandate to supply full staff leadership in records management. The implicit objective of this mandate is that adequate agency programs combined with GSA facilities may obtain at a minimum cost the proper control and administration of the records of the Federal Government.

Emphasis on the role of the National Archives in records management should not, however, be permitted to obscure the fact that the institution has other functions to perform. The National Archives is also responsible for preserving and making available for the use of the Government and the people the noncurrent records of the three branches of the Government—executive, legislative, and ju-

dicial—that are worthy of preservation. The selection of these permanent records and the fact that all phases of the management of current records vitally affect the job of preserving and controlling noncurrent records are the considerations that compel the American archivist to assume responsibilities for records management. It is especially this characteristic that distinguishes him from his European colleagues. But like them he is also the custodian of a priceless heritage—the memory of the National Government as it exists in the records of the various Federal agencies.

For officials of the Government the National Archives performs a vital service. This is evidenced by the fact that reference services to the Government on records in the custody of the Archivist amounted to nearly 193,000 information, loan, and reproduction services during the past year. Some of these required the furnishing of specific documents that were necessary in the day-to-day transactions of the agencies and without which the business of the Government would be greatly handicapped. Calling for the special talents of the professional archivist to a greater extent, however, are those services that require a background of knowledge and expertness in a particular field of subject matter. The question may be one growing out of the adjudication of long-standing Indian claims. Supplying the correct and complete documentation necessary to the settlement of these claims requires the services of an archivist who knows and can evaluate the whole range of documentation of the Federal Government's relations with the Indians. Perhaps the necessity for subject-matter specialization is most clearly illustrated by the requirements of the National Security Resources Board. Covering the entire range of governmental, industrial, and human resources, the planning of the Board is based in part on the experiences of the Government during World War II. The selection of the sources of information most fruitful for evaluating this experience calls for the assistance of archivists who are also specialists in such fields as manpower, industrial relations, transportation, marketing, rationing, public opinion, price control, scientific developments, and public administration.

Service to Government agencies is equaled by service to the public—the scholar, the technician, and the layman. In those matters for which the Federal Government is the office of record the Government is clearly obligated to the people to preserve the recorded information and make it available for use. Furnishing an authentic document or information establishing citizenship or valid land title is highly important to the individual concerned. It requires comprehensive and accurate knowledge on the part of the archivist. Service to scholars in the interests of research also requires the expertness of the professional archivist, who knows what documentation exists and

can select the appropriate material in terms of the particular needs of the individual researcher. These needs may be those of a student of the economic relations between the United States and the Soviet Union or those of the ommittee on Public Administration Cases, for which a researcher is making a case study of conflicts between regional and national office personnel.

As stated in the opening paragraph of this report, the fiscal year 1949 permitted consideration of the various work programs of the National Archives. For the first several years of its existance the agency was faced with the problems posed by the backlog of 150 years' accumulation of records of the Federal Government. Poorly kept in some cases, disorganized in others, these records presented baffling problems of selection, arrangement, and preservation. Even before adequate consideration could be given these matters, the simultaneous problems of retiring the records of New Deal agencies and activities and of meeting the demands of prewar defense agencies arose. Then came World War II with its requirement of planning for postwar adjustment. The aftermath of the war and the termination of the emergency agencies increased rather than diminished demands on the National Archives since that agency is legally required to assume responsibility for the records of discontinued agencies.

It is an impressive achievement that between 1935 and 1949 the National Archives, beginning without precedent, has been able to select and transfer to the National Archives Building practically all the noncurrent valuable records of the Government from 1789 to about 1930, as well as others of later date, including the records of the emergency war agencies, and at the same time to give essential service on the records. The holdings of the National Archives, which on June 30, 1949, totaled 894,857 cubic feet, constitute one of the largest and most important centralized collections of modern archives in the world. The accelerated task of selecting, transferring, and providing service on the Nation's archives has been perfomed, however only at the sacrifice of other essential archival functions. Consideration has been given this year to the resources required to bring the work program into balance.

Records retirement.—Normal demands call for the appraisal and transfer of 50,000 to 60,000 cubic feet of records annually. Until additional facilities are made available this program will have to be sharply curtailed. As most of the World War II records of the permanent Government agencies are still held by those agencies, plans for such facilities and for the orderly transfer of the records are essential.

Records disposal must be accelerated, and this activity must be made an objective of a more aggressive records management program.

Records preservation.—This activity has always been limited because of a lack of resources. At times during the past 15 years it has been impossible to do even emergency repair and rehabilitation work. The present program calls for repair or rehabilitation only of documents in imminent danger of loss and of those in frequent reference use. With present resources an ideal archival preservation program would require literally centuries for completion. This activity must of course be carried forward realistically, but it should be expanded, with an increased use of microfilming as a measure for both preservation of documents and economy of space.

Reference service.—The objective of the National Archives has been to keep reference service current at all times. Furnishing information from the records and making the records available for use are the end products of all its other activities. This objective cannot be limited. Achieving it, however, has required an ever-increasing proportion of the staff. Excluding the Federal Register and the Franklin D. Roosevelt Library, 35 percent of the employees of the National Archives were engaged in this function during the past year.

Records analysis and description.—In one sense the National Archives has not been able to make the records in its custody fully available for use, since adequate fulfillment of this objective requires that the records be properly organized, analyzed, and described in various kinds of finding aids. This program, like the preservation program, should be accelerated. Although more was accomplished during the past 2 years than previously in bringing the records holdings of the agency under control, even elementary controls are still lacking in many cases. The professional archivist cannot perform his proper function unless he has time to analyze, inventory, and catalog the records in his charge. And the Government administrator, the scholar, and the layman alike are deprived of knowledge of the existence of records until this task is performed.

The lack of finding aids is basically uneconomical, since it leads to the expensive regathering of information already in existence or to the time-consuming repetition of experience already gained and documented in existing records. The National Archives has as its goal the completion of preliminary inventories on the records now in its custody within the next 5 years. To prepare even these basic and elementary controls will require a considerable increase in the staff.

RECORDS RETIREMENT

All records created by Federal agencies must be retired in some way, either by disposal if they lack sufficient value to be retained in the National Archives or by eventual transfer to that agency if they have such value. One of the chief aims of the National Archives has

been to develop, in cooperation with other Federal agencies, effective plans for the prompt and systematic retirement of their files. Obviously the major share of this work must be done by the records-producing agencies, and therefore the National Archives has long advocated the establishment of agency records management programs. It was gratifying that the State Department made plans during the year for a comprehensive records program. Other agencies that began or developed programs were the Securities and Exchange Commission, the Philippine Alien Property Administration, and the Civil Aeronautics Administration.

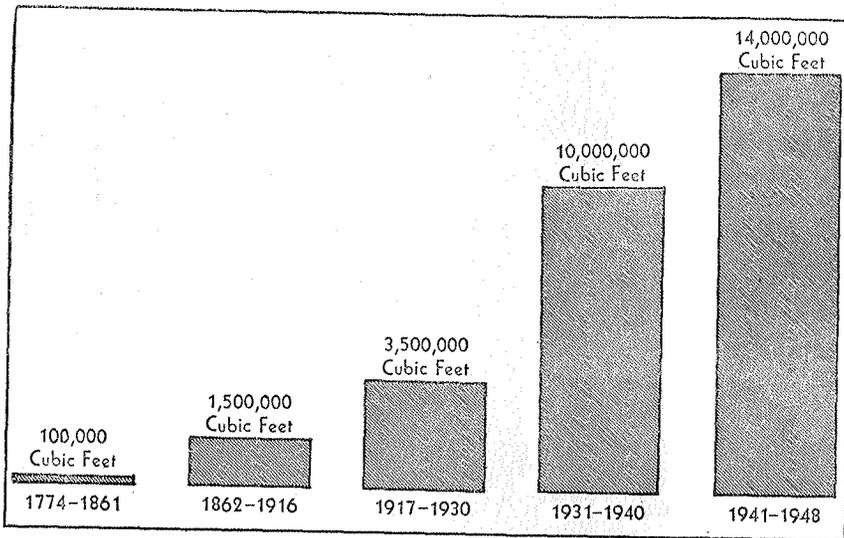
Interest in records management and records retirement was naturally stimulated by release of the Hoover Commission report. The Interagency Records Administration Conference also contributed to knowledge and action in the field by serving as a medium for the discussion of common problems. On June 30, 1949, the active roll of the Conference contained the names of 580 individuals, representing practically all agencies of the Government and all aspects of interest in Federal records. During the year, at its 10 monthly meetings with an average attendance of 150, the Conference discussed subjects ranging from the training of records personnel to the evaluation of official personnel folders. The greatest interest was shown in the meeting of March 1949, which considered the recommendations of the Hoover Commission Task Force on Records Management. Discussion of these recommendations continued in four round-table meetings, two of which considered the content of agency records management programs and two the subject of records centers.

In order that over-all plans for records retirement and disposition might be better coordinated, the Archivist in a circular letter of August 26, 1948, asked all agencies to report on the volume of records in their custody. The replies indicate that the job still remaining is tremendous and that continuing aggressive action must be taken both to reduce the costs of record keeping and to insure the preservation of important records. The following chart, showing the increase in the quantity of records produced by Federal agencies, illustrates the magnitude of the task.

As a result of the accelerated rate of records production, it is estimated, there are at present more than 20,000,000 cubic feet of records in the custody of Federal agencies. Their distribution between Washington and the field is shown by the following chart, which also indicates agency estimates of the proportion of records having long-time or continuing value to those that can be scheduled for periodic destruction.

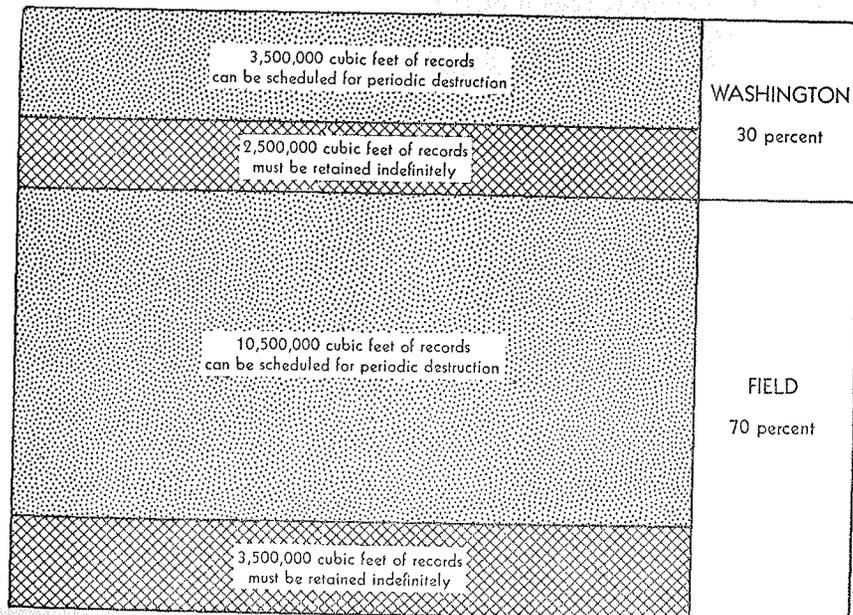
Agencies estimated that about 6,000,000 cubic feet, or 30 percent of the total, should be held for indefinite periods and 14,000,000, or 70

VOLUME OF FEDERAL RECORDS CREATED, 1774-1948



The annual rate of accumulation during the past 3 years has averaged almost 1,000,000 cubic feet.

DISTRIBUTION OF FEDERAL RECORDS, 1949



Federal records in existence amount to 20,000,000 cubic feet.

percent, could be scheduled for periodic destruction. The division of Federal records between Washington and the field is in about the same ratio. About 30 percent, or 6,000,000 cubic feet, are in the Washington area, while about 70 percent, or 14,000,000 cubic feet, are in field offices.

The program required to control this volume of records may be divided into three phases: (1) the disposal of valueless records; (2) the housing and administration of temporarily valuable records; and (3) the preservation and administration of permanent records.

Extensive progress has already been made in obtaining authorization for the disposal of records. Disposal lists propose the destruction of records already accumulated; disposal schedules seek continuing authority to destroy records of certain specified types and obviate the necessity of listing for disposal the same kinds of records year after year. Since the schedules also provide a means for comprehensive long-range planning for the disposal and retirement of records, their use has been promoted by the National Archives. During the past 6 years, since their introduction in 1943, records schedules have proved their value. The following table shows the number of items proposed for destruction, by disposal lists and disposal schedules, during the past 6 fiscal years. It should be noted that an "item" is a large series or group of records, not a single document.

Records reported to the National Archives for disposal

Fiscal year	List items	Schedule items
1944	7, 683	7, 275
1945	5, 286	6, 927
1946	2, 311	7, 305
1947	2, 720	8, 111
1948	3, 494	8, 004
1949	2, 574	3, 971

The fact that the number of items acted on each year has been decreasing is on the whole a source of satisfaction since it indicates the success of the system of scheduling records for disposal. There remain, however, a number of agencies that have not taken full advantage of the scheduling procedure.

Among the important schedules reviewed during the year was the revised schedule for the records of the Bureau of Supplies and Accounts of the Department of the Navy, a revision that broadened the coverage of items and thereby reduced their number from over 500 to 82. This schedule covers the accumulations of the largest records-producing unit of the Department. Action was also completed during

the year on schedules covering the records of the War Assets Administration. A comprehensive schedule was prepared by the National Archives in cooperation with the agencies concerned for the records of over 130 probation officers of the United States district courts, and a good beginning was made on a schedule for the records of the district courts themselves.

The National Archives has worked continuously to expedite its decisions on the recommendations of agencies for the disposal of records. During the past 5 years the average time required to clear disposal jobs for presentation to Congress has been 54 days, a not excessive period considering the care with which many items must be appraised. During the year under review, new procedures and forms were devised which it is believed will further expedite and simplify the process of obtaining disposal authorization, reducing the period to an average of 30 days or less.

More aggressive action must be taken by the National Archives to develop general schedules, particularly those affecting the housekeeping records of the Government. Such records alone, relating to property, supplies, equipment, personnel matters, and fiscal matters, comprise an estimated 5,000,000 cubic feet, almost a quarter of the total Federal records in existence. Though much can be done to simplify administrative processes in these areas and thereby reduce the volume of records created, it is essential that general schedules be formulated to provide comprehensive coverage for the disposition of all housekeeping records. Heretofore the National Archives has issued 6 general schedules dealing with personnel records, draft-deferment records, records of informational services and relations with the public, mail and postal records, fiscal and accounting records, and bankruptcy records. During the year under review a revision of the general schedule on personnel records was issued, but because of employee shortages, no new general schedules could be undertaken.

Provision of facilities for housing records that can be removed from office space some time before their destruction or transfer to the National Archives is the second essential element in the program for control of the volume of records. Such intermediate depositories have been established by the Defense agencies, Veterans' Administration, Maritime Commission, Selective Service System, War Assets Administration, and others, and the holdings of these agencies comprise some 60 percent of the field records of the entire Government. There exist, however, no facilities for the remaining 40 percent—more than 5,000,000 cubic feet—held by the other agencies of the Government. Many of these agencies do not have sufficiently large quantities of material to justify establishing their own intermediate depositories. Such facilities will have to be planned centrally and located strategi-

cally to meet the administrative needs of the agencies likely to use them.

The existence of an adequate and coordinated system of records centers would facilitate the task of the National Archives in accessioning the permanently valuable records of the Government. This core of records, a relatively small percentage of the total, could be more easily identified and evaluated in such centers, and considerable routine work could be done on them before their transfer to the National Archives if such a system of depositories were in operation. Under such a system the National Archives would also be able more efficiently and economically to take care of the records of discontinued agencies, many of which must be held for varying periods of time before destruction.

During the year under review 52,546 cubic feet of records were evaluated and transferred to the National Archives, making a total on June 30, 1949, of 894,857 cubic feet of records in the custody of the Archivist. Almost 40,000 cubic feet of these are housed in Federal Office Building No. 4 at Suitland, Md.; the rest are in the National Archives Building. At the end of the year space in the main building was virtually exhausted. This has made it necessary to curtail sharply the accessioning program to the point where inevitably a backlog of records will develop in the agencies.

The National Archives in the past few years has found it both necessary and possible to impose more rigid standards of selection for records proposed for transfer—necessary because of limitations of space and possible because agencies having records management programs can rightfully be expected to produce records of better quality with less intermingling of valueless and valuable materials. A statement of appraisal standards, based on the past 15 years' experience, was issued during the year. These standards are discussed in a new manual on the *Disposition of Federal Records*, publication of which is expected in the first part of the fiscal year 1950. From an ideal point of view the National Archives would like to insist that records at the time they are filed be organized in such a way that the wheat could be easily separated from the chaff. Progress has been made toward this objective—another example of the close interrelationship between the work of the archivist and of the records officer—and more will be achieved in the future.

Although 4 years have passed since the end of hostilities in World War II, the accessions of the National Archives during the fiscal year 1949 still reflected the liquidation of the records of temporary war activities. During the year such remaining records of the Office of Defense Transportation and of the Petroleum Administration for War as were considered to be worthy of retention were received. Other

World War II records accessioned include the so-called "mobilization planning file" of the War Production Board, consisting largely of statistical material; additional records of the Alien Property Custodian, the War Shipping Administration, and the Foreign Economic Administration; internment camp records; certain headquarters records of the Selective Service System and minute books of local boards and boards of appeals; and selected records of the Office of the Housing Expediter, the Office of Community War Services, the National Defense Research Committee, and the Board of War Communications.

The accessions of the past year again illustrate the varied and important subjects that are documented in the Nation's archives. The important records of the Commission on Organization of the Executive Branch of the Government, better known as the Hoover Commission, 1947-49, were turned over to the National Archives when the Commission completed its work. The records include correspondence, minutes of meetings, reports, and other records of the Executive Director as well as "task force" papers on the various projects developed by the Commission. Among the older records received were a small but important body of early Post Office records. These include a fair copy of a manuscript journal of Hugh Finlay, Colonial Surveyor of Post Roads on the Continent of North America, 1773-74, purchased by the Post Office Department in 1869, and a ledger containing the accounts of Benjamin Franklin as Postmaster General of the Colonies, 1775-76, and of Richard Bache as Postmaster General, 1776-78.

The records of several score consular and diplomatic posts throughout the world, many of them dating from the early years of the nineteenth century, were added to similar records of the State Department in the National Archives. The Department of the Army continued to forward selected records of various Army posts and commands; among these transfers were records of the Presidio of San Francisco, 1870-1919; Vancouver Barracks, 1853-1919; and Fort George Wright, 1878-1920. Similar field records of naval districts and shore establishments, including those of the Portsmouth (N. H.) Navy Yard, 1823-1911, were received from the Navy Department.

Other important materials accessioned were the records of the Senate Committee on the District of Columbia, 1907-46; the records, 1879-89, of the Panama Canal Co., a French company organized by Ferdinand de Lesseps, which had been transmitted to the second Isthmian Canal Commission in 1904; passenger lists, crew lists, and other papers of various collectors of the customs, some dating as early as 1801; selected files relating to the Agricultural Adjustment Administration's production-control program, 1933-38; the central records

of the National Park Service, 1925-32; and bankruptcy case records of the United States District Court for Massachusetts, 1800-1882.

All records transferred during the year are described briefly in *National Archives Accessions*. This publication is issued quarterly and is available upon request; the four issues for each fiscal year serve as a supplement to the Archivist's *Annual Report* for that year. The quantities of records accessioned and the record groups of which they are a part are shown in the following table:

Statistical summary of accessions, fiscal year 1949

Record group No.	Title	Cubic feet
7	Records of the Bureau of Entomology and Plant Quarantine	26
11	General Records of the United States Government	20
15	Records of the Veterans' Administration	12
16	General Records of the Department of Agriculture	102
18	Records of the Army Air Forces	774
19	Records of the Bureau of Ships	5, 229
21	Records of District Courts of the United States	257
23	Records of the Coast and Geodetic Survey	273
24	Records of the Bureau of Naval Personnel	112
25	Records of the National Labor Relations Boards	302
26	Records of the United States Coast Guard	153
28	Records of the Post Office Department	46
29	Records of the Bureau of the Census	3, 250
33	Records of the Extension Service	55
34	Records of the Federal Deposit Insurance Corporation	190
36	Records of the Bureau of Customs	1, 096
37	Records of the Hydrographic Office	69
38	Records of the Office of the Chief of Naval Operations	10
39	Records of the Bureau of Accounts (Treasury)	274
41	Records of the Bureau of Marine Inspection and Navigation	639
44	Records of the Office of Government Reports	194
46	Records of the United States Senate	420
48	General Records of the Department of the Interior	12
49	Records of the General Land Office	17
51	Records of the Bureau of the Budget	241
52	Records of the Bureau of Medicine and Surgery	53
56	General Records of the Department of the Treasury	1, 470
57	Records of the Geological Survey	32
58	Records of the Bureau of Internal Revenue	3, 890
59	General Records of the Department of State	431
60	General Records of the Department of Justice	1, 327
71	Records of the Bureau of Yards and Docks	4
76	Records of Boundary and Claims Commissions and Arbitrations	99
77	Records of the Office of the Chief of Engineers	337
79	Records of the National Park Service	200
80	General Records of the Department of the Navy	53

Statistical summary of accessions, fiscal year 1949—Continued

Record group No.	Title	Cubic feet
83	Records of the Bureau of Agricultural Economics	7
84	Records of the Foreign Service Posts of the Department of State	7, 828
85	Records of the Immigration and Naturalization Service	486
87	Records of the United States Secret Service	120
88	Records of the Food and Drug Administration	7
90	Records of the Public Health Service	32
92	Records of the Office of the Quartermaster General	1, 368
95	Records of the Forest Service	10
96	Records of the Farm Security Administration	100
97	Records of the Bureau of Agricultural and Industrial Chemistry	60
98	Records of the United States Army Commands	318
101	Records of the Bureau of the Comptroller of the Currency	193
102	Records of the Children's Bureau	289
103	Records of the Farm Credit Administration	259
107	Records of the Office of the Secretary of War	60
111	Records of the Office of the Chief Signal Officer	106
114	Records of the Soil Conservation Service	76
118	Records of United States Attorneys and Marshals	14
127	Records of the United States Marine Corps	63
129	Records of the Bureau of Prisons	48
131	Records of the Office of Alien Property Custodian	2, 072
134	Records of the Interstate Commerce Commission	196
136	Records of the Office of Marketing Services	120
145	Records of the Agricultural Adjustment Agency	45
147	Records of the Selective Service System, 1940-	2, 439
151	Records of the Bureau of Foreign and Domestic Commerce	566
156	Records of the Office of the Chief of Ordnance	10
163	Records of the Selective Service System, 1917-19	4, 900
165	Records of the War Department General Staff	122
166	Records of the Office of Foreign Agricultural Relations	30
169	Records of the Foreign Economic Administration	349
173	Records of the Federal Communications Commission	141
174	General Records of the Department of Labor	78
178	Records of the United States Maritime Commission	1, 252
179	Records of the War Production Board	325
181	Records of Naval Districts and Shore Establishments	659
183	Records of the United States Employment Service	56
185	Records of The Panama Canal	120
187	Records of the National Resources Planning Board	1
188	Records of the Office of Price Administration	220
189	Records of the National Academy of Sciences	30
190	Records of the Bureau of War Risk Litigation	7
196	Records of the Public Housing Administration	148
197	Records of the Civil Aeronautics Board	6
200	Gift Motion Pictures of the National Archives	102
201	Gift Sound Recordings of the National Archives	2

Statistical summary of accessions, fiscal year 1949—Continued

Record group No.	Title	Cubic feet
205	Records of the Court of Claims Section (Justice)	1
208	Records of the Office of War Information	264
211	Records of the War Manpower Commission	3
214	Records of the Office for Emergency Management	7
215	Records of the Office of Community War Services	6
216	Records of the Office of Censorship	3
217	Records of the General Accounting Office	6
219	Records of the Office of Defense Transportation	23
227	Records of the Office of Scientific Research and Development	8
229	Records of the Office of Inter-American Affairs	288
233	Records of the United States House of Representatives	1, 003
234	Records of the Reconstruction Finance Corporation	42
237	Records of the Civil Aeronautics Administration	456
238	Records of the United States Counsel for the Prosecution of Axis Criminality	154
242	World War II Collection of Seized Enemy Records	212
248	Records of the War Shipping Administration	172
250	Records of the Office of War Mobilization and Reconversion	27
252	Records of the Office of the Housing Expediter	364
253	Records of the Petroleum Administration for War	745
255	Records of the National Advisory Committee for Aeronautics	7
256	Records of the American Commission to Negotiate Peace	180
257	Records of the Bureau of Labor Statistics	85
258	Records of the Federal Crop Insurance Corporation	50
259	Records of the Board of War Communications	40
260	Records of the Office of Military Government for Germany (U. S.)	8
261	Records of Former Russian Agencies in North America	662
263	Records of the Central Intelligence Agency	86
264	Records of the Commission on Organization of the Executive Branch of the Government	85
265	Records of the Foreign Funds Control	450
	Total	52, 543

Maps and charts.—During the year the collection of maps and charts was increased by more than 50 percent; 263,000 maps and 4 atlases were received, bringing the total of such materials in the custody of the Archivist to 741,000 maps and 854 atlases. Of the maps, 505,000, or 68 percent, are manuscript or annotated. They constitute by far the largest body of maps of that character in the United States.

A quarter of a million maps showing daily weather conditions in the United States for practically the entire period of systematic and country-wide observations, 1870-1943, were added to the collection.

Other important additions include maps from the Bureau of Agricultural Economics and the Soil Conservation Service illustrating various aspects of rural land utilization in the United States as a whole and in California and the West in particular; maps from the Petroleum Administration for War, 1935-46; and additional maps from the historically important "Fortifications File," 1792-1900, of the Office of the Chief of Engineers.

Motion pictures.—Until adequate and expanded facilities are obtained for housing motion-picture film, accessioning of this kind of record, as of written records, must be curtailed. During the year the motion-picture collection was increased by only a few hundred reels. Exact measurement of film at the time of accessioning is, of course, not practical, but the estimated holdings of the National Archives now total well over 37,000,000 running feet. Among the films received were motion pictures showing the ceremonies and parade at the inauguration of Harry S. Truman as President on January 20, 1949, made by the Coast Guard, Signal Corps, Department of the Navy, and Department of the Air Force and a gift film on the same subjects from Movietone News, Inc. A small collection of film captured from the enemy in the European and Pacific areas during the recent war was received from the Department of the Army.

Sound recordings.—Several significant groups of sound recordings were received during the year. From the State Department the National Archives accessioned recordings of information and propaganda broadcasts made during World War II in English, Japanese, Chinese, Burmese, Italian, Spanish, Portuguese, and other languages, and scripts and memovox recordings of broadcasts made to foreign countries by the International Broadcasting Division of the Office of Information and Educational Exchange. Several hundred disks were received from the Department of the Interior, which record radio programs and speeches by officials of the Department, 1939-43, on such subjects as conservation, reclamation, and education. John Willoughby presented a recording of the speech broadcast by Winston Churchill at the Massachusetts Institute of Technology on March 31, 1949. The sound-recording collection in the National Archives now totals about 300,000 disks.

Still pictures.—Among the still-photographic items accessioned during the year were photographs, including photographic copies of drawings and paintings, collected by Dr. Leland O. Howard, former Chief of the Bureau of Entomology and Plant Quarantine, of American and foreign natural scientists of the period 1700-1936; World War I photographic records of the Army Air Forces; portraits of Air Force personnel, 1923-46; photographic prints, steel engravings, and lithographs acquired or made for exhibit purposes by the Department

of State, including portraits of signers of the Declaration of Independence, Presidents and Vice Presidents of the United States, and cabinet officers; and photographic prints and negatives made by Robert Brewster Stanton and others in the course of a survey for the Denver, Colorado Canyon, and Pacific Railway Co., 1889-90, showing views of the Colorado River, the Grand Canyon, and adjacent territory. These and other accessions increased the still-picture collection by several hundred thousand items and brought its total to approximately 2,000,000 pieces.

PRESERVATION OF RECORDS

For several years past the preservation program of the National Archives, insofar as it relates to the physical preservation of records, has been limited to emergency activities. The fiscal year 1949 saw no change in this situation. Some 175,000 sheets were repaired during the year, 85,000 of which were laminated and 90,000 flattened, as compared with 98,000 sheets laminated and 104,000 flattened in 1948.

Lamination is still the preferred method of rehabilitating paper records because of its adaptability, efficiency, and economy. Although many varieties of plastics have been examined and tested, cellulose acetate still remains the most satisfactory foil available. National Archives practices in lamination continue to be of interest to archivists and others both at home and abroad. Cuba and India now have the necessary equipment and trained personnel to laminate records in accordance with procedures developed by the National Archives.

After research and experimentation in the rebinding of volumes the pages of which have been laminated, the National Archives instituted the use of inexpensive post binders during the year. This method of binding, which uses buckram or canvas covered binders in which the pages are held by means of semipermanent steel posts, replaces the conventional binding process. Titles and other identifying data are typed on strips of buckram, which are then glued to the covers to form backstrips. The finished binder costs about 30 percent as much as conventional permanent binding. It has the added advantage of being usable for loose papers that should be bound for protection but that may need subsequent rearrangement or the removal and reinsertion of pages.

During the year, 2,596 bound volumes were repaired. Of these, 1,348 were sent to the Government Printing Office for rebinding; 991, less seriously damaged, were mended at the National Archives; and 257 were repaired by use of the new post binders. Records of the House of Representatives comprised 1,000 of the volumes sent to the Government Printing Office. By the close of the year more than 3,200 volumes of House records had been repaired.

Research continued during the year on cardboard document containers clad with aluminum foil. Fire and service tests indicate that the containers are as fire-resistant as steel boxes and that problems of labeling and handling can be met satisfactorily. Specifications for manufacture were prepared, and during the coming year bids will be invited for the procurement of enough of these foil-clad containers to permit trial use in the records divisions. Experimentation has also been continued on the use of aluminum foil as a substitute for the usual steel plates in the lamination process. Results have been good and further tests will be conducted to find the optimum weight and temper of this foil.

As in the past, the National Archives was called upon during the year for advice and assistance by both Federal agencies and others. Reimbursable lamination work was done for the Supreme Court on certain prize-court case records, the Patent Office on foreign patents, the Army Map Service, and the Department of the Interior. Cooperation with the American Heritage Foundation in insuring the preservation of the priceless documents displayed on the Freedom Train continued. Surveillance of the documents indicated that at times during the tour the humidity reached dangerous levels. At the suggestion of the National Archives portable dehumidifying units were placed in the exhibit cars. Their success in controlling the moisture content of the air indicates that they would be equally valuable in small records depositories where the installation of complete air-conditioning equipment is not feasible. When the tour of the Freedom Train ended in January 1949, the documents were placed in the National Archives Building until the extension of the tour or other exhibition of the documents could be decided upon. The Chief of the Preservation Services Branch was asked to serve as consultant to the New York State Freedom Train Commission, and from time to time he has been given leave for this purpose.

Perhaps the most pressing problem of preservation is that presented by the nitrate motion-picture film collection of the National Archives. This problem is not confined to the National Archives; few agencies of the Federal Government have adequate facilities for housing cellulose-nitrate film, which is highly inflammable and which deteriorates rapidly under adverse conditions. Soon after the National Archives began operations it was realized that the facilities provided for this film in the National Archives Building were quite inadequate to take care of such Government records. As early as 1938 plans for motion-picture vaults were included in the Government's 10-year building program. The advent of World War II, however, caused this program to be set aside.

As a temporary emergency measure in 1946, three cinder-block buildings were erected at Suitland, Md., to accommodate the film

collection of the National Archives and some of the holdings of the Library of Congress, the Signal Corps of the United States Army, and the Department of Agriculture. The buildings were constructed as cheaply as possible and without any attempt to conform to minimum standards of the National Board of Fire Underwriters or other building codes. The vaults in these buildings are not safe depositories for the preservation of the Government's motion-picture archives. The inadequacies of the vaults were pointed up sharply by a series of fires in motion-picture storage vaults and warehouses in the New York City area during the hot days of June and July 1949. When a good deal of evidence was found to indicate that these fires were caused by spontaneous combustion of deteriorating film, a special emergency force was set up to examine the many thousands of reels in the Suitland vaults. Those that had deteriorated to an apparently dangerous point were removed from the collection. Losses such as these are regrettable, but until proper facilities for housing motion-picture film and adequate resources for its inspection and reproduction are provided the possibility of such losses is always imminent.

ANALYSIS AND DESCRIPTION OF RECORDS

The publication during the year of a new *Guide to the Records in the National Archives*¹ was hailed as "an event of major importance for scholarship" by the Library of Congress *Information Bulletin* and other publications. The 1948 *Guide* supersedes the 1940 *Guide*. More than 800,000 cubic feet of records, including some 500,000 maps, 250,000 sound recordings, 1,000,000 photographs, and 30,000,000 running feet of motion-picture film, are described in it. These holdings are equivalent in size, as the *Information Bulletin* points out, to a library of 20,000,000 volumes.

The descriptions of the nearly 250 record groups, the units into which the holdings of the National Archives are divided for purposes of control and by which the entries in the *Guide* are arranged, are necessarily brief. To cover the whole range of the Government's documentation of its experience from 1789 to the present in anything but summary fashion would require volumes. Furthermore, a guide by its very nature is not a detailed inventory. This one is, as its name implies, simply a guide to the rich resources in the Nation's archives. Its publication, in spite of the complicating factors of war and readjustment, is a matter of pride to the National Archives.

What must next be done is the completion of preliminary inventories for all the record groups in the National Archives. A quarterly publication, *National Archives Accessions*, briefly lists acquisitions by

¹ Government Printing Office, Washington, 1948. 684 p. \$2.50.

record groups and serves as a supplement to the 1948 *Guide* as well as to the *Annual Reports* of the Archivist. But records description at the level of the series composing the record groups, which results in preliminary inventories of record groups, is basic. Until such inventories are prepared for all records in the National Archives, control over the holdings will be incomplete and reference service will be more costly than it needs to be.

Very little inventoring could be done during the war period, when the agency's major resources were devoted to records retirement in the emergency agencies and to reference service. As already pointed out, the last 2 years have seen substantial accomplishments, but the backlog of unanalyzed and undescribed materials is so large that relatively it has not been greatly reduced.

During the year under review, however, 16 preliminary inventories were published as compared with only 1 in the previous year. Among them were inventories of the records of the Adjutant General's Office, the Federal Trade Commission, the United States Secret Service, and the Forest Service, and of the land-entry papers of the General Land Office. Inventories of the records of such recent agencies as the War Production Board and the United States Counsel for the Prosecution of Axis Criminality were also published. Some of these inventories were compiled in the previous year, but 12 were completed in the year under review. Among those completed in the fiscal year 1949 and scheduled for early publication are preliminary inventories of the records of the Senate, 1789-1946, and the Bureau of Naval Personnel, 1842-1946, and of the War Department's collection of Confederate records now in the National Archives.

Of necessity, most of this inventoring was preceded by the arrangement of the records. Altogether nearly a million items—loose documents, maps, and volumes—were arranged during the year. About half of them were records of the House and Senate.

The publication of reference information circulars as well as of preliminary inventories was resumed during the year. These circulars represent the subject-matter approach to records and are especially welcomed by research workers. As long as records have not been widely inventoried, however, the circulars are rather expensive to produce. Five, dealing with materials in the National Archives relating to Haiti, India, transportation, and World War II and with civilian personnel records in the National Archives, were published. A reference information circular on Cuba, by Seymour Pomrenze, which was published last year, was reproduced in English and in Spanish translation in the *Boletín* of the National Archives of Cuba.

Other finding aids are prepared as need for them arises. Of special interest among those published during the year was a *List of Docu-*

ments Concerning the Negotiation of Ratified Indian Treaties, 1801-1869, which was published as *Special List No. 6*. The *List of Federal Agencies Terminated Since 1933 and Agencies Now Having Custody of Their Personnel Records*, published in 1945, was revised and reissued because of the continuing interest of Government and business in such records. Among other lists completed and scheduled for publication are a list of State Department documents relating to special agents of the Department and a select list of National Recovery Administration special reports and studies on industries and general economic subjects. A list of National Archives publications may be obtained upon request.

The special program to prepare inventories and guides to the records of the Government's participation in World War II, which was undertaken in the fiscal year 1947 and had to be practically abandoned last year because no funds were appropriated for it, was continued on a very limited scale in the immediate office of the Director of Records Control. Funds had been appropriated for the publication of a handbook of the records of Federal agencies of World War II, one of the objectives of the program, so all efforts were concentrated on preparing copy for it.

There was immediate need for information about the documentation of World War II, especially by such planning agencies as the National Security Resources Board, and it was obvious that with its limited resources the National Archives could not complete work on the handbook fast enough to satisfy this need. To make it possible for the work to be speeded up, the National Security Resources Board transferred funds to the Archives, about \$9,000 of which was expended during the fiscal year. Other planning groups interested in obtaining data about World War II records also cooperated. The Departmental Records Branch of the Adjutant General's Office, for instance, permitted Dr. Martin Claussen to continue work on the volume devoted to military agencies, which he had begun as a member of the staff of the National Archives.

By the end of the year, substantial progress on the two-volume handbook had been made. The volume on military agencies, undertaken first, was nearing completion. Copy for much of the even larger volume on civilian agencies had been prepared, and it was expected that both volumes would be printed before the end of the fiscal year 1950.

Meanwhile, the information gathered was frequently used by the Government. To make two of the sections more widely available, the National Security Resources Board processed the descriptions of the Maritime Commission and the War Shipping Administration and their records. The preparation of the handbook, however, was only

a beginning. To analyze these World War II records further, to inventory the most valuable parts of them, to evaluate and select the most significant documents in the many fields of the Government's activity during the war, and to index them—all this must be done if the Government, and the public too, is to have now, when it needs it, information vital to its planning and operation.²

File microcopies.—Since 1940 the National Archives has been making negative microcopies of some of its records that are most useful for research purposes, keeping these negatives on file, and printing from them positive microcopies for individuals or libraries or other institutions wishing to buy them. In this way the National Archives makes information in some of its records available to persons who cannot conveniently come to its search rooms.

As a means of increasing the availability of research materials, the Rockefeller Foundation made a grant of \$20,000 to the National Archives, through the National Archives Trust Fund Board, in support of this program. This fund became available early in the fiscal year 1949. Half was to be used for establishing a revolving fund to enable the National Archives to print positive microcopies and to do other reproduction work without cost to the agency's appropriation, and the other half was to be used over the next 18 months in making additional file negatives.

With a portion of the grant from the Rockefeller Foundation and with appropriated funds, the National Archives made 308 rolls of file microcopy negatives during the fiscal year 1949, a substantial increase over the 118 rolls made during the preceding year, and 441 rolls of positive microcopies were sold. A *List of File Microcopies* may be obtained upon request.

In continuation of plans to film on a comprehensive scale the National Archives' holdings of diplomatic and consular records of the State Department pertaining to the Far East in the period before 1906, file microcopies were made of 73 volumes of despatches received from United States ministers to Japan, 1855-1900 (73 rolls). In earlier years despatches and reports from diplomatic and consular representatives in China had been filmed. Plans were completed to film early in the coming fiscal year some of the materials from United States consuls in Japan and both consular and diplomatic despatches from Korea.

Additional State Department materials relating to Latin America, amounting to 81 rolls, were filmed for the file microcopy program during the year. These included, for varying periods of time before

² In recognition of the emergency need for such work, Congress in the Independent Offices Appropriation Act of August 24, 1949, appropriated \$100,000 for it. An extract from that act is in appendix I of this report.

1906, despatches and other materials received by the State Department from United States ministers to Argentina and from United States consuls in Buenos Aires, Montevideo, Panama, Acapulco, Valparaiso, and Lima-Callao. Further progress also was made in filming the population schedules of the census of 1830; those for Michigan, New Hampshire, New Jersey, and Ohio (28 rolls) were reproduced during 1949. Of special interest to students of the far West is the completion of file microcopies of a series of records of the Department of the Interior relating to the construction of wagon roads, 1857-81 (8 rolls), and project histories and reports of Reclamation Bureau projects in the Pacific Northwest, 1908-17 (15 rolls). Of interest for the maritime history of the United States are the file microcopies made of certificates of registry, enrollment, and license issued at the Port of Edgartown, Mass., 1850-1913 (9 rolls). Two important collections of papers of value for certain aspects of modern European history were also made available on film: the papers of Gen. Hans von Seeckt (28 rolls) and the papers of Gen. Wilhelm Groener (27 rolls).

In addition to the 308 rolls that were filmed during the year, microfilm copies of 310 volumes of records of special importance for the naval history of the United States were added to the file microcopies of the National Archives. This was done by splicing title pages and other editorial materials to negative microfilm that was made by the Navy Department some years ago for protective purposes. The records involved are letters received by the Secretary of the Navy from naval captains in all parts of the world, 1826-85.

Facsimiles.—To meet the demand from the public, particularly schools, for copies of historic documents, the National Archives reproduces selected documents in quantity by photographic and other methods. In this way it can supply facsimiles quickly and at a much lower cost than would be possible in filling individual orders. Thus far 15 documents have been included in the series. All these documents except the Bill of Rights were reproduced photographically and sell for 20 cents a copy. The Bill of Rights (32" x 34") is reproduced on fine quality paper and sells for 55 cents. A list of the facsimiles available may be obtained upon request. During the year more than 2,000 were sold at the National Archives Building and 1,600 at the Government Printing Office. A facsimile of the Emancipation Proclamation was in press at the end of the fiscal year.

REFERENCE SERVICE

Reference services rendered by the National Archives averaged more than 1,200 for every day the building was open for business during the past year. They consisted of making records or copies of records available and of furnishing information from them. Altogether there

were more than 365,000 such services to the Government and the public, 18,000 more than last year.

A little more than half of these services were to Government agencies. Their representatives borrowed or used in the search rooms of the National Archives more than 123,000 items. Reproductions of more than 14,000 documents were provided for them. More than 20,000 letters and reports were written to them, and, when speed was essential or the requests could be so handled, information was furnished to Federal officials in nearly 2,000 conferences and over the telephone in nearly 32,000 calls. Reference service to private individuals and institutions almost equaled that to the Government and followed about the same pattern, except that loans of records are made only to Federal agencies. More than 100 searchers a day, official and private, worked in the National Archives.

In no other country in the world are the archives of the central government used so much. But statistics, however impressive, are only a quantitative measurement. The scope and variety of the requests for information and pertinent materials, on the other hand, provide a qualitative measurement that indicates the many fields of specialization in which the professional archivist must be competent.

The significant studies of the National Security Resources Board and the complex of subject-matter specialization required in rendering assistance to the Board have been described in the introduction to this report. Other planning agencies also used records in the National Archives in making studies vital to the Nation's security on such varied subjects as organization for war production, gasoline consumption and the use of synthetic fuel, radar developments, stock piling, and penicillin patents.

Besides cases connected with the perennial problem of Indian claims, many other legal cases must be prepared by Government agencies. In a deportation case appeal, the Department of Justice utilized Japanese and Japanese-American evacué files of the War Relocation Authority now in the National Archives. In connection with claims against the United States arising out of the Texas City explosion of 1947, the State Department used material furnished from lend-lease records. Also prepared for the State Department's use in a claims case was a report on the heirs of the Sultan of Sulu. The Quartermaster Corps stated that its use of OPA records may save the Government \$3,000,000 in claims.

It is not at all unusual for claims to be based on events of a century ago. During the Civil War, Federal forces under General Sheridan seized Louisiana State bonds and notes having a face value of half a million dollars. They are now in the Treasury Department in Washington. Recently the city of New Orleans laid claim to them and

the Department of the Army sought to reconstruct the story of how the bonds came to the War Department and thence to the Treasury Department. Records of several Treasury agencies in the National Archives relating to captured and abandoned property supplied pertinent information.

The treason trials of "Axis Sally" and "Tokyo Rose" entailed the most dramatic legal use of archives. The conviction of both these women, as of Robert Best and Douglas Chandler before them, was due largely to evidence from the National Archives—wartime reports on the effect of enemy-broadcast propaganda, scripts, and transcribed recordings of the actual broadcasts, which were played in court.

More routine, but important to those concerned, was the use by the Federal Bureau of Investigation, the Civil Service Commission, and other agencies, of personnel records for investigative, employment, and retirement purposes. Federal agencies also continued to seek for precedent in the archives. On the occasion of the 1949 visit of the President of Brazil, inquiries were received about the welcome to Emperor Dom Pedro II of Brazil when he visited the United States in 1876. Other such queries included a request for information on the ways in which art objects and other valuable property displaced during wars have been restored to their rightful owners.

Ever-increasing use of the archives for scholarly research was the dominant characteristic of non-Government reference service. This is gratifying, for a scientific, impartial weighing of the Government's experience as embodied in its records is a healthy thing in a democracy. During one quarter of the fiscal year, in the search room of only one section of a records division, there were from 30 to 40 researchers who represented 20 different universities and colleges. Five were working on bachelor's theses, 11 on master's theses, and 13 on doctor's dissertations. By no means all the scholars who come to the National Archives are historians. Those working in political science, public administration, economics, sociology, and geography are almost as numerous.

Several public-administration case studies, already mentioned, were in progress during the year, and Leonard D. White of the University of Chicago continued his monumental study of Federal administration. A professor of marketing at the University of Illinois did research in OPA records on Government control programs as applied to the rubber industry. A Harvard University professor worked on a study of the corn wet-milling industry that the university is making for the industry. A University of Missouri political science professor studied the system of centralization in Federal prosecutions as compared with the decentralized system in State prosecutions. A fellow of the American Academy for Jewish Research studied German-

Jewish immigration to the United States. Other research subjects outside the field of history ranged all the way from the geography of the District of Columbia waterfront and the technique of intervention in revolutions to methyl floral acetate—rat poison—for which the National Research Council is seeking an antidote to be used when the poison is taken by human beings.

Historical projects for which records in the National Archives were used are too varied to characterize. Among the historians who did research in the building were Thomas A. Bailey, who is writing a book on United States-Russian relations, 1867-1917; Merle Curti, who is studying efforts of Americans abroad to counteract unfavorable foreign views of American institutions; Everett N. Dick, who is preparing a volume on the social effects of public-land management, 1789 to date; and Bell I. Wiley, author of *The Life of Johnny Reb*, who is now working on the life of the Union soldier. Captured German records in the Archives were used for studies of German militarism, the growth of German air power, 1919-39, and General von Seeckt and the Polish question.

Several books based to some extent on records in the Archives Building have been published recently. Samuel Flagg Bemis used State Department records for his *John Quincy Adams and the Foundation of American Policy*. Carl Coke Rister's comprehensive study of the role of oil and the oil industry, *Oil! Titan of the Southwest*, which was financed by the Standard Oil Co. of New Jersey, is an excellent example of the kind of business history that can be written with the use of Federal archives as well as other materials. Among other books for which Government records were utilized were the *End of an Era*, volume 4 of the *Album of American History*, by James Truslow Adams; *Land in California*, by W. W. Robinson; *Edward Livingston, Jeffersonian Republican and Jacksonian Democrat*, by William B. Hatcher; *American Diplomacy and the War of the Pacific*, by Herbert Millington; *And The Mountains Will Move: the Story of the Building of the Panama Canal*, by Miles P. DuVal; and *Warpath and Council Fire: the Plains Indians' Struggle for Survival in War and in Diplomacy, 1851-1891*, by Stanley Vestal.

A number of surveys of materials in the National Archives were made by representatives of colleges, universities, and other research institutions with the idea of directing graduate students to them or of obtaining microfilm copies for use in their own institutions. Howard University in the District of Columbia surveyed records relating to the Negro. Professors from Tulane and the University of Alabama examined customhouse records of New Orleans and Mobile in considering their possible use for research in the history of ports and rivers and of the region generally. The Wisconsin State Historical Society

sponsored a survey of records in the National Archives in the fields of its interests. Additional bodies of records were selected for microfilming for the northwest regional film collection at the University of Washington. Such surveys and microfilming will encourage wider use of the Government's permanent records. So too will the seminars in Federal archives as materials for research that were conducted during the year at several universities.

The search for materials in the National Archives on Thomas Jefferson and Abraham Lincoln continued, and many items were reproduced for use in the definitive editions of the papers of these two men being prepared for publication under the direction, respectively, of Julian P. Boyd of Princeton University and of Roy P. Basler of the Abraham Lincoln Association. Biographical materials, of course, abound in the archives. John Dunlap, printer to the Continental Congress, Eli Whitney, U. S. Grant, Eugene V. Debs, and Woodrow Wilson are only a few of those whose lives are being written with recourse to Federal records.

Literary historians and other writers also made frequent use of the archives. There continued to be an interest in Herman Melville, particularly in the comparison of his writings with his actual sailing and whaling experiences as recorded in documents in the National Archives. Nathaniel Hawthorne's letters in State Department files were studied. Many writers obtained in the archives historical-background material for novels and movie scenarios. James M. Cain, for instance, gathered material on the Bayou-Teche Expedition of 1863, a Federal raid directed by Gen. N. P. Banks to disperse the Confederate Government and to prevent the sending of reinforcements to Vicksburg, then besieged by Grant.

As 1949 is the centennial of Edgar Allan Poe's death, especial attention was paid him. One study, for instance, was made of his career at West Point. For another inquirer the National Archives contributed a little detective work on the date of Poe's burial. He died on October 7, but apparently there was some question as to whether his burial took place on the 8th or the 9th. The day he was buried was "gloomy, not raining but just raw and threatening." That was known. Weather Bureau records in the National Archives showed that October 9 in Baltimore was clear but that October 8 fitted the picture.

It may seem contradictory to look for local history in national archives, but the activities of the Federal Government even in the earlier years of the Republic touched the lives of individuals—at least every 10 years when the census was taken—and reached into many communities. The wide use of records in the National Archives by Richard Walden Hale for his recently published *The Story of*

Bar Harbor illustrates their utility for local history. The census schedules, which he used, do more than total the population; they contain useful information about occupations and sizes of families and show how the town grew and its population changed as Bar Harbor changed from a fishing and seafaring village to a fashionable summer resort. Vessels are important links in the chain of history of coastal towns, as Mr. Hale found. The Government-issued licenses and enrollments furnished him with information about the kinds of vessels used at different periods, whether they were locally built, and whether they were used for fishing and commerce or for pleasure. Geodetic surveys and maps of Mount Desert Island and the region gave him geographical and historical data. He was particularly pleased to find in the archives Benjamin Franklin's sectional sheet of the original Mitchell map of 1755, which was used in the earliest discussions of boundaries in this region. Postmasters' appointment books furnished him with the names of postmasters, and from other records he drew information for his "informal history recording 150 years in the life of a community."

County historians found postal records particularly helpful. The uses that can be made of them are unpredictable. A postal-route map was used to locate an abandoned cemetery in Alabama. The postmaster at Sacramento, Calif., fearing that a centennial planned for July 1949 would have to be postponed because evidence had been presented that the post office there had not been established until November 1849, appealed to the National Archives for help. Post Office records yielded the reassuring information that a post office at Sacramento had been at least temporarily established in July 1849, and the centennial was celebrated as scheduled.

There was also the usual lively interest in ships. Pierre Dupont, among many, used customhouse records in the National Archives to trace the histories of vessels owned by his family. From Maine to California and as far away as New Zealand came inquiries about ships. Even Lloyd's of London referred questions about vessels to the National Archives.

The large photographic collection in the National Archives is the source of illustrations for many articles and books each year. Because the 2,000,000 items in the collection are largely uncataloged, the archivists rendering service on them must know not only pictures but also the history of Federal agencies and of the country in order to seek intelligently for the photographs needed. Some of them are specialists in certain fields. Recently, when an important discovery of 44 Mathew Brady glass-plate negatives was made in a barn at Owego, N. Y., it was Josephine Cobb, archivist in charge of the Still Picture Section, who identified most of them.

Pictures, of course, have uses other than as published illustrations. Photographs of Sioux Indians were examined during the year by a sculptor seeking models. A writer on the humanist trend in photography studied several groups. A hundred photographs were selected by one professor to illustrate a lecture on military operations in the Civil War. Many requests received are for specific items, such as a picture of Tad Lincoln in a child's uniform of a colonel, a daguerreotype of John C. Calhoun, and a portrait of Confederate General Longstreet without a beard. The Army Medical Museum asked for a picture of Gen. Daniel Sickles, who lost a leg in the Civil War. The Museum has the leg on display and wanted a picture of the general to exhibit with it. A fine portrait was supplied of him in full uniform but appropriately minus the leg.

Modern science has added a third dimension to history. In these days, in addition to written accounts and pictures of great events, there are also recordings of spoken history. The National Archives' collection of some 300,000 recordings was often used during the year. Edward R. Murrow and Fred Friendly, for instance, for their album "I Can Hear It Now" made use of recordings in the National Archives of momentous events from 1932 to 1945. That was "an era for ear," they said. "The first and perhaps the last. Future great happenings will be televised and be remembered visually as well as in the mind's ear."

Many reference services are rendered to private individuals who seek information or copies of records to defend or to obtain some legal right. The acquisition during the year of World War I draft registration cards caused a sharp rise in such services. On one day 160 letters containing information from these records were dispatched. Thousands of letters were received from individuals or welfare agencies seeking to obtain from land-entry files proof of citizenship or proof of age for old-age pensions. The discovery of oil always gives rise to a flurry of interest in land titles. Inquiries from Alabama, Louisiana, and Mississippi were particularly numerous during the past year. Attorneys and abstract companies in ever-increasing numbers wrote for copies of final-proof declarations to clear land titles. One oil company retains a man in Washington to handle this work for them, and he was in touch with the National Archives almost daily. Local land records should satisfy most of these needs, but scarcely a week goes by without a letter referring to records that were lost in a courthouse fire or to personal papers sorely needed but nowhere to be found. By preserving and servicing the original records the National Archives serves as the Nation's strongbox. It is an important trust and at the same time cheap insurance for the American people.

On the other hand, the National Archives often has to disillusion people who feel they have claims on the Government or on other persons. Many whose grandfathers fought in the Civil War think they are entitled to bounty land as a consequence. Others have cherished a family tradition of once-great land holdings and do not understand or will not accept the adverse rulings of the courts in private land-grant cases affecting them. Still others, of course, are simply victims of obsessions that they own and have been swindled out of the District of Columbia or Fort Knox.

Unfortunately most of the people who turn to the National Archives as a missing-persons bureau are also doomed to disappointment. Unless there is some way of connecting the person missing with the Federal Government, there is no starting point for the archivist. Occasionally, however, there is a successful search. A man who disappeared in 1919 was known to have been in the merchant marine. His seaman's certificate was found in the National Archives and on it was a thumb print. From that the Federal Bureau of Investigation traced him to a war plant in California in 1942 and from there to the place of his death.

Exhibits.—The historic tour of the Freedom Train, managed by the American Heritage Foundation, came to an end in Washington, D. C., on January 22, 1949. More than 3,500,000 people throughout the country saw the exhibit of historical treasures during the 16-month, 37,000-mile tour. Even so, many in the towns visited by the train had not been able to get on it—only 1 in 12, the American Heritage Foundation estimated—and they as well as others in communities not visited by the train wanted its tour continued.

It was suggested that the Government take over the train. Because the National Archives had assembled the exhibit, had furnished a third of the documents, and had supervised the preservation of the materials on the train, the then Attorney General, Tom Clark, who had had the idea for such a train and had sponsored its tour, advocated that the National Archives take it over and run it. A joint resolution of Congress, signed on March 3, 1949, authorized the National Archives to do so, but no funds had been appropriated for it by the end of the fiscal year. Meanwhile, most of the famous documents, rare books, and flags from the train remained in the safekeeping of the Archives.

To afford the American people, at least those who live in or near Washington or visit the National Capital, an opportunity to see some of the Nation's historic treasures, the National Archives presents educational exhibits. These exhibits usually commemorate some national or international event. Five major displays were placed on view in the Exhibition Hall during the year. The "Washington

Monument Centennial Exhibit" illustrated the 100-year history of the Monument from the laying of the cornerstone on July 4, 1848. An exhibit of state papers honored the Jubilee of Queen Wilhelmina of the Netherlands and Princess Juliana's investiture as the new queen. In observance of the centennial meeting of the American Association for the Advancement of Science in Washington an exhibit was prepared on "Science and Scientists in the Government." "Elections and Inaugurals of the Past" was presented as part of the official program for Inaugural Week visitors. The one hundredth anniversary of the establishment of the Department of the Interior was observed with an exhibit on the Department's history. The only exhibit catalog published was of this last exhibit.

Several smaller exhibits were also presented during the year. Among them were displays of documents and photographs relating to National Freedom Day, the *Constellation*, the Wright Brothers, and the Olympic Games. More than 79,000 visitors viewed these and the other exhibits in the Archives Building.

The National Archives continued to cooperate with the Library of Congress by lending documents for the Library's exhibits commemorating State anniversaries. During the year exhibits on Wisconsin, Oregon, and Minnesota were on display at the Library.

Library.—To assist staff members in carrying on their work and searchers in using records in the building, a reference Library of carefully selected working collections in several fields is maintained in rooms adjacent to the central search rooms. The Library specializes in published Government documents, for which it has been made a legal depository in recognition of their importance to the work of the agency, and materials on United States history, American biography, political science, and archives administration. In the field of Federal administrative history, particular efforts were made to obtain copies of both published and unpublished official war histories prepared by Federal agencies to record the experience of the Government in World War II. In the field of archives administration, the output of the literature in foreign languages published by archival agencies and professional societies of archivists abroad continued to increase, having been held in abeyance during the war. During the year the Library acquired 3,748 books and pamphlets and disposed of others no longer needed. The holdings of the Library at the end of the year totaled 102,069 classified books and pamphlets.

OTHER SERVICES

The International Council on Archives, established in Paris in June 1948 to strengthen relations among archivists of all nations, to facilitate the use of records, and to cooperate with other organiza-

tions in the advancement of the documentation of human experience, made progress during the year. Under the able leadership of its president, Charles Samaran of France, the Council made plans for the First International Congress on Archives to be held in Paris in August 1950. The tentative program for this meeting, which will immediately precede the Ninth International Congress of Historical Sciences, includes sessions on current records management, archives and microphotography, economic archives, including archives of private business enterprise, and the publication of an international bibliography of guides to archival holdings, which has been proposed as the first project of the Council. Oliver W. Holmes, Director of the Natural Resources Records Division of the National Archives, is the Council's deputy secretary-general for the Western Hemisphere and the Archivist of the United States is a member of its Committee on Admissions.

For the first time in 4 years no foreign archivists were given training in the technical aspects of archival work and in archives administration under the sponsorship of the Interdepartmental Committee on Scientific and Cultural Cooperation. The Committee continued in existence and the Archives was represented on it, but no funds were available for allocation to its intern program. At their own expense, however, the Government of India and the State of Pennsylvania each sent an archivist to the National Archives for training, especially in the techniques and administration of microfilming work. The National Archives continued during the year to furnish information on archival practices, technical processes, and equipment to foreign, State, and business archivists, librarians, and others visiting the agency to study its operations. Much correspondence about archival problems was also carried on.

The National Archives cooperated with the American University in Washington in presenting for the tenth consecutive year a program for the training of archivists. This program consisted of a two-semester course in "The History and Administration of Archives," conducted by Dr. Ernst Posner, Director of the University's School of Social Sciences and Public Affairs, with the assistance of members of the Archives staff, and one-semester courses in "Organization and Procedure for the Handling of Government Records," and "The Treatment of Subject Matter in Record Administration," taught by Miss Helen Chatfield, Record Officer of the Bureau of the Budget and Adjunct Professor of Public Administration, and "The Management of Special Types of Government Records," taught by Miss Frances Bourne, Assistant Record Officer, Bureau of the Budget. These courses were given after office hours in the Archives Building, a location that is convenient for the employees of the National Ar-

chives, many of whom take advantage of this opportunity for broadening their professional background.

In July and August 1948, for the fourth consecutive year, an intensive 4 weeks' training program, chiefly for archivists, manuscript curators, and records administrators from outside the Washington area who cannot attend the regular courses, was presented by the American University. Plans for the fifth such program, to be held in July and August 1949, were also completed. These programs include laboratory work and provide an opportunity for both theoretical and practical training. The National Archives, the Library of Congress, and the Maryland Hall of Records cooperate in the presentation of the summer courses.

A new training center in records and archives management was opened during the spring semester at New York University's Graduate School of Business Administration under the joint sponsorship of the University and the National Records Management Council. This Council, a nonprofit educational and service agency financed by the Social Science Research Council, was established in 1948 and its first large undertaking was the study, under contract, of the Government's records problems for the Hoover Commission. The New York University course was under the direction of Adjunct Professor Emmett J. Leahy, Executive Director of the Council. At the end of the fiscal year plans were under way to expand the one-semester course into a full training program especially designed for those dealing with business records.

Although the National Archives has no full-time public-relations employees, information about the agency, its functions, and its holdings was furnished the press and the public. Technical and professional journals were kept informed of developments in the archival field through quarterly "Notes" on the National Archives and the Roosevelt Library. Twelve press releases were issued during the year, most of them relating to exhibits or programs of interest to the public. Numerous letters of inquiry and telephone calls were also answered. No publications designed for the general public were issued, except the exhibit catalog already referred to and the facsimiles, which are for sale.

Representatives of the National Archives participated in the work of a number of committees and organizations in addition to those already mentioned. Among them were the Advisory Committee on Antarctic Names of the Board on Geographic Names, the United States Advisory Committee on American Cartography of the Pan American Institute of Geography and History, the Division of Geology and Geography of the National Research Council, the American Documentation Institute, the National Council for Historic Sites and Build-

ings, the Security Advisory Board, the Federal Interdepartmental Safety Council, the Paper and Paper Products Committee of the Federal Specifications Board, and the Council of Personnel Administration. At the request of the Inaugural Committee, Seymour Pomrenze of the Records Control Division was lent to the Committee to serve as its archivist. Staff members also took an active part in various professional organizations. It was an honor to have Karl Trever of the Natural Resources Records Division selected as editor of the *American Archivist*, the journal of the Society of American Archivists.

As in previous years the Archivist served as chairman of the National Historical Publications Commission and of the National Archives Council; the Director of Records Control served as secretary of the former body and the Director of Legislative Service as secretary of the latter. The secretaries' reports on the activities of these agencies comprise appendixes III and IV of this report. The Archivist is also responsible for the administration of the Franklin D. Roosevelt Library; his annual report on the Library is presented separately.

THE FEDERAL REGISTER

The daily issues of the *Federal Register*, authorized by Congress in 1935 to inform the public of rules and regulations with which it must comply, and the *Code of Federal Regulations* are authentic and comprehensive sources of administrative law. The publication of the various regulations of Executive agencies in the *Federal Register* makes them binding on all concerned.

The activities of the Division of the Federal Register during the fiscal year 1949 were dominated by work on the 1949 edition of the *Code of Federal Regulations*. The 1937 amendment to the Federal Register Act provided for the codification of all documents having general applicability and legal effect on June 1, 1938, and every 5 years thereafter. Because so many of the regulations in effect on June 1, 1943, were of a temporary nature Congress authorized the publication of a cumulative supplement instead of a complete new *Code*. Therefore, in working on the 1949 edition, a 10-year period had to be covered instead of a normal 5-year period. Nevertheless the work has progressed rapidly.

During December 1948 the Division published more special 2-part issues of the *Federal Register* than in the preceding 3 years and maintained an average of 99.4 pages per issue. These unusual issues represented the peak of many months of activity leading toward the new edition of the *Code*. Pursuant to revised regulations of the Administrative Committee of the Federal Register, approved by the

President on October 12, 1948, all changes in the substance of agency regulations were to be published in the *Federal Register* by December 31, 1948, in order to be included in the 1949 edition of the *Code of Federal Regulations*. Efforts to meet this deadline reached a climax during the last 4 days of the year, when 4 special issues of the *Federal Register* were published totaling 1,264 pages, roughly twice the number printed in an average month.

The new edition of the *Code* was designed to accomplish much more than merely to record substantive changes in the regulations. Changes were also necessary in the scope and content of the *Code* and in its format. The problem of scope and content may be seen from the following figures. The original 1938 edition, containing a codification of all regulations then in effect, required some 16,000 pages. By the end of 1947, 39,000 pages were filled in cumulating the changes that had occurred between 1938 and 1943 and in printing the annual changes from 1943 to 1947. Much of this growth was unavoidable, the result of new legislation involving delegation of rule-making powers to the Executive agencies, but a truly sizable proportion was the result of poor drafting of documents and of imperfect understanding of the codification process on the part of the agencies, many of which permitted overlapping and conflicting regulations to remain on the books and included among their codified documents much purely informational material.

The editorial and legal activities incident to the production of the new *Code* constituted an effective means of meeting these problems. All material was reorganized as necessary, and conflicts and overlapping were eliminated. Documents of an informational nature, submitted under section 3 (a) (1) of the Administrative Procedure Act, were dropped from the *Code* and published, in digest form, in the *United States Government Organization Manual*.

This review has already resulted in substantial savings to the Government. All early estimates of the size of the new edition, based on the continuation of the *Code* system as it had grown through gradual accretion, indicated that the new edition would require between two and three times the 16,000 pages needed in 1938. But later estimates, based on the new procedures, are much lower. Titles 4-25 of the new edition, for instance, trimmed of overlapping or unnecessary material, require only 7,802 pages as compared with 6,006 in the 1938 edition.

Although the problem of scope and content has been chiefly one of limiting the agencies' submissions as outlined above, in one noteworthy instance the concept of the *Code* has been broadened to include material not in the 1938 edition. Of the numerous statutes incorporated in the *United States Code* many specifically provide for the is-

suance of regulations, while others are interpreted or applied by such regulations. No finding aid has ever been published that directs the user quickly and surely from statutory law to related administrative regulation. The new edition will contain, under Title 2—The Congress, a compact table performing this unique service.

In style and format the new edition is believed to constitute a decided improvement over the old. Much has been done to make the *Code* more usable. Several titles and many chapters have been completely reorganized in order to present the text in the most logical sequence. Long, cumbersome sections, which formerly required many awkward typographical devices to indicate their more fragmentary subdivisions, have been rewritten. Changes in typography and binding have led to a more modern-looking, and, it is hoped, an even more salable set of books. The books themselves are smaller, about the size used in the *United States Code Annotated*, and, like that *Code*, will be kept up to date by cumulative pocket supplements.

One of the most frequently criticized features of the original edition was the method of publishing separately bound, noncumulative supplements. Since many titles were printed in the same supplement, the purchaser of individual books had to buy titles for which he had no need. Owners of the entire set were forced to find room by the end of 1947 for 17 books of the 1938 *Code* and for 29 supplementary volumes. Users found it necessary to open 7 separate books and mentally fit the amendments together before they could discover the latest text of any given section. In the 1949 edition the cumulative pocket supplements will result in a situation more satisfactory to all types of users, one in which no reader will have to look in more than two places to find the text as of the end of any year.

Much more rapid publication of these supplements will further increase the usefulness of the new edition. The present rate of production of the *Code* itself justifies this expectation. By the end of the fiscal year 1949, 6 months after the *Code* cut-off date, 25,000 manuscript folios, out of an expected total of 40,000, had been sent to the printer, and the volumes covering Titles 4-16 had been published. The corresponding titles of the 1938 edition were not available until 19 months after the date of the edition, and the final volume appeared more than 2½ years after that date.

In addition to work on the *Code*, the Division carried on its normal operating activities. The *Federal Register* was slightly larger than in the preceding year. One edition of the *United States Government Organization Manual* was published and the manuscript of another was completed. Services to Government agencies ranged from furnishing assistance in bringing their regulations up to date to the editing of manuscript for more than 4,000,000 separate prints of documents that had appeared in the *Federal Register*. Presidential docu-

ments were edited before they were sent to the White House for signature, and Executive Order 10020, which filled more than 100 *Federal Register* pages, was set in type from rough manuscript in order to prepare a copy for signature. Numerous requests were filled for research assistance in matters arising out of litigation involving *Federal Register* documents.

Paid *Federal Register* subscriptions at the end of the year totaled 4,861 as compared to 5,300 at the end of the previous year. Income from regular subscribers, covered into the Treasury by the Superintendent of Documents, amounted to \$73,306. Sales of books of the *Code* and supplements yielded an income of \$28,452, which was also covered into the Treasury. Of this sum \$16,630 represented sales of the new edition. Nearly 18,000 copies of the *United States Government Organization Manual* were sold, producing the sum of \$17,249 to be covered into the Treasury.

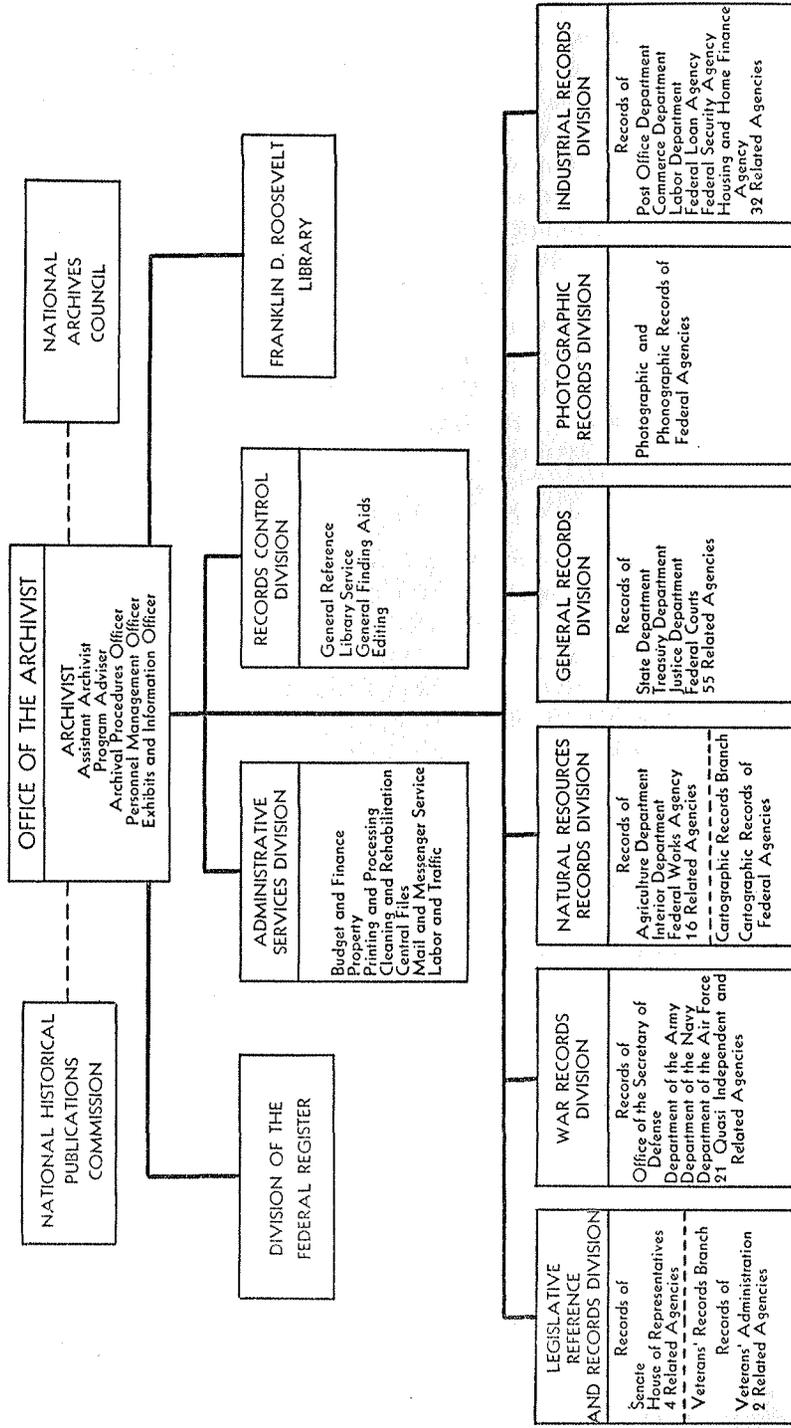
ADMINISTRATIVE ACTIVITIES

Organization and procedures.—The organization of the National Archives on June 30, 1949, is shown by the chart on the following page. No major changes in organization were made during the year. The Budget and Finance Branch of the Administrative Services Division was created by consolidating fiscal, budget, and statistical-reporting activities. Plans were made during the year for a revision of the reporting system and for the establishment of a 5-year work program for the records divisions.

Personnel.—At the beginning of the fiscal year there were 341 persons on the staff. In the course of the year 94 persons were added to the staff and 73 were separated. By June 30, 1949, there were 362 persons on the staff, including 17 at the Franklin D. Roosevelt Library at Hyde Park, N. Y. The turnover was at the rate of 19.6 percent, the lowest rate since 1940.

At the end of the fiscal year, 38 percent of the staff had veterans' preference and 81 percent held permanent appointments. In the course of the year 26 employees qualified in examinations and were given competitive or probational status. Most of those now in nonstatus categories are archives assistants or archives repairmen and have not yet had an opportunity to qualify in an appropriate examination. It is anticipated that during the coming year the Civil Service Commission will announce an examination for archives assistants that will give this group at least an opportunity to compete for their positions.

Of the 67 persons promoted to higher grades, over 41 percent were veterans. The Archivist adopted a promotion policy during 1949 that gave special preference in promotions to those who, during the reduction-in-force program of 1948, had been demoted to lower grades.



Thus a number of the 67 grade promotions were given to those employees who had once held positions at a higher level. Periodic salary advances were received by 246 employees and 2 advances were made in recognition of superior accomplishments. In addition, 4 cash awards amounting to \$55 were given to employees for suggestions that improved work performance and increased efficiency or produced recognized savings in operating costs.

The Federal Bureau of Investigation made full investigations of the loyalty of five employees of the National Archives pursuant to the Government's loyalty program as announced in Executive Order No. 9835. The National Archives Loyalty Board determined that there was no basis for doubting the loyalty of four of the persons and they were retained on the staff. One employee was suspended from duty and pay on loyalty grounds and at the end of the fiscal year was awaiting the outcome of an appeal to the Civil Service Loyalty Review Board.

The civil-service register of eligibles for archivist positions, grades P-2 through P-6, which was established in June 1948, was maintained in the National Archives during the fiscal year 1949. On July 7, 1948, the Civil Service Commission ordered the displacement of all non-status employees who failed to compete in the examination or failed to attain an eligible rating in it. On March 7, 1949, the Commission ordered the displacement of all nonstatus employees serving in Archivist P-2 through P-6 positions whose ratings in the examination were not high enough for them to receive probational or permanent appointment at the grade in which they were serving. A total of 53 certificates to fill vacancies at all grade levels were issued to 9 agencies.

Robert H. Bahmer, Assistant Archivist of the United States, was named Fair Employment Officer of the National Archives, pursuant to Executive Order No. 9980, to receive complaints or appeals concerning alleged discrimination in personnel actions because of race, color, religion, or national origin. No complaints or appeals on these grounds were received during the year.

Several changes occurred in key positions in the agency. Herman Kahn, Director of the Natural Resources Records Division, was named Director of the Franklin D. Roosevelt Library at Hyde Park, N. Y., on August 16, 1948, and Oliver W. Holmes, Program Adviser, replaced him. Theodore R. Schellenberg was appointed Program Adviser on October 4, 1948. Thomas M. Owen, who had been a member of the original staff of the National Archives and who had been retired for disability in August 1948, died on December 5, 1948.

Buildings and equipment.—Space continues to be one of the most critical problems of the National Archives. During the year under review the space allocated to the National Archives in Federal Office

Building No. 4 at Suitland, Md., was practically filled. The total holdings in that space on June 30, 1949, amounted to 38,260 cubic feet of records, leaving space for only 700 cubic feet more. It has been possible to house so many records in the building—30 percent more than it was originally estimated could be stored there—only by the application of extreme measures in space economy. Furthermore, it should be pointed out that use of space in such an office building for the housing of records is not economical.

In an effort to achieve the best utilization of space in the National Archives Building, further study was made of the problem of equipping certain areas in the building with cantilever shelving. This study indicated that space for an additional 38,000 cubic feet of records could be made available by the use of this equipment. Requests to the Public Buildings Administration for installation of the shelving and for other building projects were denied because of lack of funds.

Discussions during the year with the Public Buildings Administration as to the need for a new building to house materials transferred to the National Archives led to an understanding that the proposed building to house Census Bureau employees engaged in working on the 1950 census would be allocated to the National Archives upon completion of the census activity. Preliminary plans for the building were drawn to provide records storage at a minimum cost, and authorizing legislation was introduced in both houses of Congress. No further action was taken.

About the same fate met the proposal for the construction of film vaults for the housing of nitrate film. Authorizing legislation was introduced both in the Senate and the House of Representatives but no hearings were held and the proposal is still pending.

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

Funds available for the fiscal year ending June 30, 1949

The Independent Offices Appropriation Act, 1949, approved April 20, 1948 (62 Stat. 176), provided for the National Archives \$1,334,555 for salaries and expenses and \$23,500 for printing and binding for the fiscal year ending June 30, 1949. The funds for salaries and expenses were augmented by funds in the amount of \$17,885 transferred from other Government agencies as reimbursement for the costs of special services performed for them. The Second Deficiency Appropriation Act, 1949, approved June 23, 1949 (63 Stat. 231), provided \$105,800 to cover the cost of the Federal employees' pay increase authorized by Public Law 900. There was thus available for obligation by the National Archives \$1,458,240 for salaries and expenses and \$23,500 for printing and binding.

Obligations for the fiscal year ending June 30, 1949

Salaries and expenses:	
Personal services	\$1,351,952
Travel	1,881
Transportation of things	555
Communication services	10,643
Rents and utility services	62
Other contractual services	9,856
Supplies and materials	23,736
Equipment	57,716
	1,456,401
Total obligations	1,456,401
Unobligated balance	1,839
	\$1,458,240
Printing and binding:	
Total obligations	23,089
Unobligated balance	411
	23,500
	1,481,740

The total obligations, including \$17,885 of reimbursable services performed for other agencies, amounted to \$1,479,490, leaving unobligated balances totaling \$2,250.

Several Government agencies requested the National Archives to perform services for them, for which they advanced to the National Archives funds to cover the costs of such services. The amounts available, the total obligations against each, and the unobligated balances were as follows:

Funds advanced to the National Archives during the fiscal year ending June 30, 1949

Source	Amount advanced	Total obligations	Unobligated balance
Department of the Army	\$5,000	\$1,435	\$3,565
Department of Commerce	13,000	10,125	2,875
National Security Resources Board	15,100	9,277	5,823
Supreme Court	1,264	1,264
Total	34,364	20,837	13,527

The sum of \$1,087 was received during the year for reproductions of documents and for authentications made before June 26, 1948, and was covered into the Treasury as miscellaneous receipts.

The National Archives Trust Fund Board, which was established by an act approved July 9, 1941, received \$19,954 from the Rockefeller Foundation during the year. The total receipts for reproduction services during the year were \$12,054 and the total expenditures

were \$11,759. On June 30, 1949, therefore, the total unobligated balance was \$20,249. The annual report of the board comprises appendix II of this report.

The Independent Offices Appropriation Act, 1950, carrying appropriations for the National Archives, had not been enacted at the end of the fiscal year 1949.³

³ It was approved August 24, 1949. It provides for the National Archives \$1,450,000 for salaries and expenses and \$23,000 for printing and binding for the fiscal year ending June 30, 1950.

APPENDIXES

APPENDIX I

RECENT LEGISLATION CONCERNING THE NATIONAL ARCHIVES¹

EXTRACT FROM THE FEDERAL PROPERTY AND ADMINISTRATIVE SERVICES ACT OF 1949

APPROVED JUNE 30, 1949

[63 Stat. 381]

RECORDS MANAGEMENT: TRANSFER OF THE NATIONAL ARCHIVES

SEC. 104. (a) The National Archives Establishment and its functions, records, property, personnel, obligations, and commitments are hereby transferred to the General Services Administration. There are transferred to the Administrator (1) the functions of the Archivist of the United States, except that the Archivist shall continue to be a member or chairman, as the case may be, of the bodies referred to in subsection (b) of this section, and (2) the functions of the Director of the Division of the Federal Register of the National Archives Establishment. The Archivist of the United States shall hereafter be appointed by the Administrator.

(b) There are also transferred to the General Services Administration the following bodies, together with their respective functions and such funds as are derived from Federal sources: (1) The National Archives Council and the National Historical Publications Commission, established by the Act of June 19, 1934 (48 Stat. 1122), (2) the National Archives Trust Fund Board, established by the Act of July 9, 1941 (55 Stat. 581), (3) the Board of Trustees of the Franklin D. Roosevelt Library, established by the Joint Resolution of July 18, 1939 (53 Stat. 1062), and (4) the Administrative Committee established by section 6 of the Act of July 26, 1935 (49 Stat. 501), which shall hereafter be known as the Administrative Committee of the Federal Register. The authority of the Administrator under section 106 hereof shall not extend to the bodies or functions affected by this subsection.

(c) The Administrator is authorized (1) to make surveys of Government records and records management and disposal practices and obtain reports thereon from Federal agencies; (2) to promote, in cooperation with the executive agencies, improved records management practices and controls in such agencies,

¹ Except as modified by the provisions of section 104 of the Federal Property and Administrative Services Act of 1949, the following legislation concerning the National Archives is still in force and effect: The act providing for the distribution of Government publications to the National Archives (44 U. S. C. 215a), printed in the *First Annual Report* of the Archivist of the United States, 46; the Federal Register Act (44 U. S. C. 301-314) and the resolution establishing the Franklin D. Roosevelt Library (53 Stat. 1062), printed in the *Fifth Annual Report*; the act establishing the National Archives Trust Fund Board (44 U. S. C. 300aa-300jj), printed in the *Eighth Annual Report*, 51; the act providing for the disposal of certain records of the United States Government, as amended (44 U. S. C. 366-380), and extracts from the Administrative Procedure Act (5 U. S. C. 1001-1011) and from the Legislative Reorganization Act of 1946 (60 Stat. 812), printed in the *Twelfth Annual Report*, 53-57; and the National Archives Act, as amended (44 U. S. C. 300-300k and Sup. 2), printed in the *Fourteenth Annual Report*, 49-52.

including the central storage or disposition of records not needed by such agencies for their current use; and (3) to report to the Congress and the Director of the Bureau of the Budget from time to time the results of such activities.

EXTRACT FROM THE SECOND DEFICIENCY APPROPRIATION ACT, 1949

APPROVED JUNE 23, 1949

[63 Stat. 252, 254]

For additional amounts for appropriations for the fiscal year 1949, to meet increased pay costs authorized by the Act of July 3, 1948 (Public Law 900), and comparable increases granted by administrative action pursuant to law, as follows:

* * * * *
National Archives: "Salaries and expenses", \$105,800.

EXTRACT FROM THE INDEPENDENT OFFICES APPROPRIATION ACT, 1950

APPROVED AUGUST 24, 1949

[63 Stat. 647]

NATIONAL ARCHIVES

Salaries and expenses: For necessary expenses of the Archivist and the National Archives; including personal services in the District of Columbia; scientific, technical, first-aid, protective, and other apparatus and materials for the arrangement, titling, scoring, repair, processing, editing, duplication, reproduction, and authentication of photographic and other records (including motion-picture and other films and sound recordings) in the custody of the Archivist; printing and binding; contract stenographic reporting services; travel expenses; payment of claims pursuant to section 403 of the Federal Tort Claims Act (28 U. S. C. 2672); and a health-service program as authorized by law (5 U. S. C. 150); \$1,350,000.

Salaries and expenses, war records: For expenses necessary for the preparation of guides and other finding aids to records of the Second World War, including personal services in the District of Columbia; arranging, titling, scoring, processing, editing, duplication, reproduction, and authentication of photographic and other records (including motion-picture and other films and sound recordings); printing and binding; a health service program as authorized by law (5 U. S. C. 150); and payment of tort claims pursuant to law (28 U. S. C. 2672); \$100,000: *Provided*, That this appropriation shall be consolidated with the appropriation "Salaries and expenses, National Archives", and accounted for as one fund.

APPENDIX II

REPORT OF THE NATIONAL ARCHIVES TRUST FUND BOARD FOR THE FISCAL YEAR ENDING JUNE 30, 1949

The National Archives Trust Fund Board was created by an act of July 9, 1941 (U. S. C. 300aa-300jj), which authorizes the Board "to accept, receive, hold, and administer such gifts or bequests of money, securities, or other personal property, for the benefit of or in connection with the National Archives, its collections, or its services, as may be approved by the Board." The same act requires it to "submit to the Congress an annual report of the moneys, securities, and other personal property received and held by it and of its operations."

At the beginning of the fiscal year the Board was composed of Wayne C. Grover, Archivist of the United States, as chairman, Representative Edward H. Rees, chairman of the House Committee on Post Office and Civil Service, and Senator William Langer, chairman of the Senate Committee on Post Office and Civil Service. During the fiscal year Senator Langer was succeeded by Senator Olin D. Johnston and Representative Rees was succeeded by Representative Tom Murray.

The National Archives Trust Fund contained no funds at the beginning of the fiscal year. During the year fees collected for reproduction services by the National Archives and paid into the fund, pursuant to the act approved June 25, 1948 (62 Stat. 1026), totaled \$9,214. A gift of \$10,000 from the Rockefeller Foundation was accepted by the Board for financing the furnishing of positive copies of file microcopies prepared by the National Archives. Fees collected covering the cost of such copies, including part of the cost of making the file microcopy negatives, amounted to \$2,840. A grant of \$9,954 from the Rockefeller Foundation was also accepted by the Board to be expended for the purpose of producing basic microfilm stocks of research materials and for copying materials in the National Archives in the service of scholars. The total amount paid into the fund during the year was \$32,008.

Expenditures during the year totaled \$11,759, of which sum \$6,162 covered the cost of reproduction services rendered by the National Archives pursuant to the act approved June 25, 1948 (62 Stat. 1026), \$2,647 was expended for financing the cost of positive copies of file microcopies prepared by the National Archives under the terms of the Rockefeller Foundation donation, and \$2,950 covered the cost of producing basic microfilm stocks of research material and for copying materials in the National Archives in the service of scholars.

At the close of the fiscal year there was a balance of \$20,249 in the National Archives Trust Fund.

WAYNE C. GROVER, *Chairman*.

APPENDIX III

REPORT OF THE SECRETARY OF THE NATIONAL HISTORICAL PUBLICATIONS COMMISSION FOR THE FISCAL YEAR ENDING JUNE 30, 1949

The National Historical Publications Commission was established by the National Archives Act, approved June 19, 1934, to "make plans, estimates and recommendations for such historical works and collections of sources as seem appropriate for publication and/or otherwise recording at the public expense." No meetings of the Commission were held during the year.

Two changes in the membership of the Commission took place during the fiscal year. E. Wilder Spaulding ceased to be a member when he transferred to the Foreign Service of the Department of State. The vacancy on the Commission was filled on January 17, 1949, when Reed Harris, Chief of the Division of Publications, was appointed Historical Adviser of the Department of State and thus became a member of the Commission. On April 1, 1949, Major General Harry J. Malony was succeeded by Major General Orlando Ward as Chief of the Historical Division, United States Army Special Staff, and as a member of the Commission. The other members at the end of the year were Wayne C. Grover, Archivist of the United States, chairman; Solon J. Buck, Chief of the Manuscripts Division, Library of Congress; Captain John B. Heffernan, Director of Naval History, Office of Public Relations, Department of the Navy; Dumas Malone, professor of American history, Columbia University; and Guy Stanton Ford, Executive Secretary of the American Historical Association and Managing Editor of the *American Historical Review*.

PHILIP M. HAMER.

APPENDIX IV

REPORT OF THE SECRETARY OF THE NATIONAL ARCHIVES COUNCIL FOR THE FISCAL YEAR ENDING JUNE 30, 1949

The National Archives Council was created by an act approved June 19, 1934 (48 Stat. 1122). Under the provisions of that act and of an act approved August 2, 1946 (60 Stat. 812), the Council is composed of the Secretaries of each of the executive departments of the Government (or an alternate from each department to be named by the Secretary thereof), the chairman of the Senate Committee on Post Office and Civil Service, the chairman of the House Committee on Post Office and Civil Service, the Librarian of Congress, the Secretary of the Smithsonian Institution, and the Archivist of the United States.

No meetings of the Council were held during the year.

The following changes in membership occurred: Olin D. Johnston, chairman of the Senate Committee on Post Office and Civil Service, succeeded William Langer; Tom Murray, chairman of the House Committee on Post Office and Civil Service, succeeded Edward H. Rees; Ollon D. McCool, Chief of the Records Management Section, Adjutant General's Office, was designated by the Secretary of the Army as his alternate to succeed Robert H. Bahmer; and the Secretary of the Air Force designated William Muller, Records Administrator, Headquarters United States Air Force, as his alternate on the Council.

At the close of the fiscal year the Council consisted of G. Bernard Noble, Chief of the Division of Historical Policy Research, alternate for the Secretary of State; Margaret B. Choppin, Records Administration Officer, alternate for the Secretary of the Treasury; Ollon D. McCool, Chief of the Records Management Section, Adjutant General's Office, alternate for the Secretary of the Army; Herbert E. Angel, Director of Office Methods, alternate for the Secretary of the Navy; William Muller, Records Administrator, Headquarters United States Air Force, alternate for the Secretary of the Air Force; W. O. Burtner, Office of the Assistant Solicitor General, alternate for the Attorney General; Roscoe E. Mague, General Superintendent, Bureau of the Chief Inspector, alternate for the Postmaster General; Floyd E. Dotson, Chief Clerk, alternate for the Secretary of the Interior; Linwood E. Donaldson, Associate Chief, Records Administration Division, Office of Plant and Operations, alternate for the Secretary of Agriculture; Gerald Ryan, Administrative Officer, alternate for the Secretary of Commerce; James E. Dodson, Chief Clerk and Budget Officer, alternate for the Secretary of Labor; Olin D. Johnston, chairman of the Senate Committee on Post Office and Civil Service; Tom Murray, chairman of the House Committee on Post Office and Civil Service; Luther H. Evans, Librarian of Congress; Alexander Wetmore, Secretary of the Smithsonian Institution; and Wayne C. Grover, Archivist of the United States.

THAD PAGE.

APPENDIX V

REGULATIONS OF THE NATIONAL ARCHIVES COUNCIL
ADOPTED JULY 29, 1949

Whereas section 2 of "An act to provide for the disposal of certain records of the United States Government" approved July 7, 1943, as amended by the act approved July 6, 1945 (57 Stat. 380-383, 59 Stat. 434; 44 U. S. C. 366-380), requires that the National Archives Council promulgate regulations not inconsistent with the provisions of the said act, "establishing procedures for the compiling and submitting of lists and schedules of records proposed for disposal, procedures for the disposal of records authorized for disposal, and standards for the reproduction of records by photographic or microphotographic processes with a view to the disposal of the original records," which regulations, "when approved by the President, shall be binding on all agencies of the United States Government"; *Therefore be it resolved*, that the following regulations be promulgated:

I. Whenever lists or schedules of records are submitted to the Archivist of the United States in compliance with provisions of section 3 of the above-mentioned act, they shall be submitted on Standard Forms, to be promulgated by the National Archives, and in accordance with instructions on the use of such forms issued by the Archivist. The said lists or schedules shall be accompanied by samples of the several items proposed therein for disposal unless samples of such items have been submitted with lists and schedules previously submitted to the Archivist or unless the Archivist shall have waived this requirement. Whenever said lists or schedules include requests for authority to dispose of permanently valuable records for the reason that when photographed or microphotographed the photographic or microphotographic copies will be adequate substitutes therefor, they shall be accompanied by a statement of procedures to be followed in preserving the integrity of the original records as specified in II (a) hereof.

II. Whenever authority is requested to destroy records that as a consequence of photographic or microphotographic reproduction do not have sufficient value to warrant their further preservation, the following standards shall be maintained:

(a) The integrity of the original records shall be preserved on the photographic or microphotographic copies. The preservation of the integrity of the records implies that the photographic or microphotographic copies will be adequate substitutes for the original records in that they will serve the purposes for which such records were created or maintained. Specifically, the term "integrity of the records" is defined to mean

- (1) that the photographic or microphotographic copies will be so arranged, identified, and indexed that an individual document or component of a records series can be located with reasonable facility, and
- (2) that the photographic or microphotographic copies will contain all significant record detail needed for probable future reference.

(b) The film stock used, and the processing thereof, shall comply with the specifications of the National Bureau of Standards for permanent records.

(c) The provisions for preserving, examining, and using the photographic or microphotographic copies of the original records shall be adequate.

(d) Whenever the agency deems that the original photographic or microphotographic negative of permanently valuable records is deteriorating or will deteriorate as a result of use or other causes, the agency shall deposit the original photographic or microphotographic negative with the National Archives, retaining for its own use a service print if desired.

III. Whenever any records shall have been authorized for disposal in accordance with the provisions of sections 6, 7, or 8 of the above-mentioned act and whenever any records of types that have been proposed for disposal in schedules approved in accordance with the provisions of section 6 of the said act have been in existence for the periods specified in such schedules, the agency or agencies having the custody of such records shall, subject to the proviso of section 6 and the provisions of section 9 of the said act, (a) cause the said records to be sold as waste paper: *Provided*, That, unless the said records shall have been treated in such a manner as to destroy their record content, any contract for sale of them shall prohibit their resale as records or documents; (b) cause them to be destroyed, if they cannot advantageously be sold or if, in the opinion of the head of the agency having custody of said records, destruction is necessary to avoid the disclosure of information that might be prejudicial to the interests of the Government or of individuals; or (c) cause them to be transferred, with the approval of the Archivist of the United States and without cost to the United States Government, to any government, organization, institution, corporation, or person that has made application for them.

The above regulations supersede those promulgated by the National Archives Council on August 15, 1945.

I hereby certify that the above regulations were unanimously adopted by the National Archives Council on July 29, 1949.

WAYNE C. GROVER, *Chairman*.

Approved:

HARRY S. TRUMAN, *President of the United States*.

AUGUST 22, 1949

By direction of the National Archives Council the promulgation of the above regulations is accomplished on August 30, 1949, by transmittal of copies thereof to the heads of all agencies of the United States Government.

THAD PAGE, *Secretary of the Council*.

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