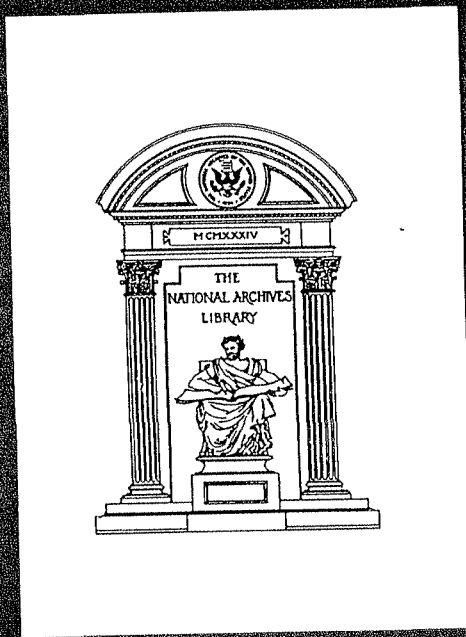
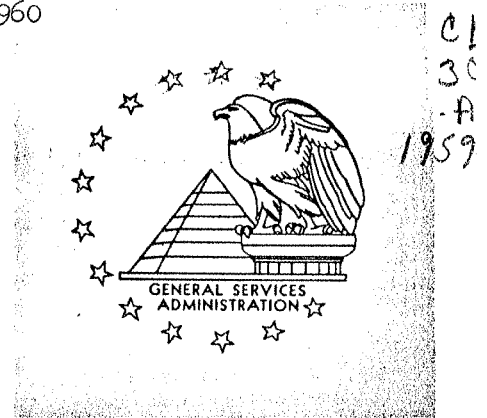


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Part 2. Federal Records

The General Services Administration is continuing its programs for improving current records management and paperwork practices in Federal agencies and for selecting, preserving, and making available to the Government and the public the permanently valuable noncurrent records of the Federal Government. Significant steps are also being taken in connection with other Federal records activities, which include administration of historical materials in Presidential libraries and the publication of laws, constitutional amendments, Presidential documents, and administrative regulations having general applicability and legal effect.

1960

Records Management Assistance

The Federal Records Act of 1950 (44 U.S.C. 392-401) directs the Administrator of General Services to make provisions for the economical and efficient management of records of Federal agencies. This is done in part by providing the agencies with standards, techniques, and promotional materials to enable them to develop their own programs for controlling the creation, maintenance and use, and disposition of their records.

The principal promotional devices are "handbooks" and "workshops" developed by GSA for agency use. The handbooks are publications giving the background for the various standards prescribed. The workshops are group presentations that make use of both simulated problems and actual projects that have computable benefits. Four principal series of workshops have been presented. The cumulative benefits from these, in terms of man-hours released as reported by the participating agencies, are given in the table.

Records Disposition.—This series of workshops was started during fiscal year 1960 to improve a situation wherein too many records were still considered "permanent," had over-long retention periods, or were not being retired soon enough to records centers. The handbook "Applying Records Schedules" was used as a text. The benefits have been greater coverage of records scheduled, clearer schedules, and shorter retention periods for records.

Forms.—Focused on the handbook "Forms Analysis," these workshops, started in fiscal year 1959, have been instrumental in improving many forms. Some have been eliminated

because the information they were designed to collect was found to be unnecessary, some have been combined, and others have been simplified.

Mail Management.—To help agencies maintain and use their current records most economically and effectively, GSA developed this workshop in fiscal year 1958. Participants, following the principles set forth in the "Agency Mail Operations" handbook, have eliminated many unnecessary and overlapping operations in mail management and thus have released many man-hours.

Correspondence.—These workshops, which were started in 1957, are built around three handbooks, "Plain Letters," "Form Letters," and "Guide Letters." Participants have learned to shorten, clarify, and generally improve the quality of Government letters; to replace dictated letters with form or guide letters; to use window envelopes; and to eliminate extra copies and unnecessary reviewing of letters. A Government correspondence manual, which has been prepared through the co-operation of 21 agencies, is now in press and will be available for the use of all Government agencies.

Table 4.—NUMBER OF PARTICIPANTS AT WORKSHOPS AND RESULTING BENEFITS, THROUGH JUNE 30, 1960

Workshop	Number of participants	Man-hours released
Records Disposition.	3,900	108,000
Forms Improvement.	8,200	1,173,000
Mail Management.	3,600	119,000
Correspondence Management.	124,000	3,670,000

Surveys and Technical Assistance.—In addition to the workshops, GSA has helped agencies with their immediate records problems through surveys and technical assistance. These surveys apply to all paperwork improvement areas covered by records management. The technical assistance projects, too, cover a wide range of improvements. Both types of help are worked out in collaboration with the agencies concerned, at both the departmental and field levels. During the fiscal year 1960, 29 surveys were conducted by GSA's central office and 54 surveys by the 10 regional offices.

One survey has received worldwide notice in shipping circles. The Department of State established a Shipping Documentation Subcommittee of the Interdepartmental Shipping Coordinating Committee to prepare a United States position on a program to reduce paperwork and related formalities in connection with international shipping. The Maritime Administration furnished the chairman and the shipping technicians. GSA furnished the vice chairman and the paperwork survey specialists. The United States position, contained in the Subcommittee's report "Reducing Shipping Paperwork," was adopted as its program by the Intergovernmental Maritime Cooperation Organization at its London Meeting in March 1960. The two principal United States shipping associations joined together to commend the work of the Subcommittee in a letter to the President's Council of Economic Advisers.

Paperwork procedures of many Government agencies were improved during this fiscal year as a result of recommendations growing out of requested surveys. New methods and forms were devised for the Office of Education to simplify the granting of aid to State and local schools. Easier methods of operating public reference rooms and replying to public inquiries were devised and put into operation for the Federal Power

Commission. Simplified docketing practices and methods of handling case papers were developed for the Supreme Court. A departmentwide control system for mobilization regulations was developed for the Department of Labor. New filing systems were prepared for the Bureau of Old-Age and Survivors Insurance and a number of Veterans' Administration hospitals.

A survey was made of procedures used by the Administrative Office of the U.S. Courts and the 166 Federal probation offices. Revised forms, simplified reports, better filing, improved statistical compilation, and other streamlined procedures should speed the work of the courts and reduce operational costs.

New forms and procedures for registering vessels were developed for the Bureau of Customs. They will permit a vessel owner to document a vessel by mail, eliminate the processing and filing of about 30 forms, result in the setting up of a single folder instead of many folders for each vessel, and decrease the time required to register a vessel from 2 weeks to a single day. In another survey GSA worked with the Bureau of Customs, the Bureau of the Census, and the Tariff Commission in standardizing the terms used to identify imports.

Many committees are established in the executive branch of the Government to perform a specific task, and such committees usually have small staffs, relatively heavy workloads, and a pressing need to lighten paperwork. One of them, the President's Committee on Government Contracts, was aided during the year. Processing methods, forms and form letters, controls over directives and reports, and filing systems were developed and put into operation for the Committee.

GSA prepared and Congress approved two general records schedules containing disposal standards, one for records of security and protective services and the other for research and development records.

Records Centers

The Federal Records Act of 1950 authorizes the Administrator of General Services to set up records centers for the storage, processing, and servicing of noncurrent records. Agencies have increasingly availed themselves of these centers during the last 10 years to get records out of costly office space and office equipment. During fiscal year 1960 the holdings of the 14 regional records centers operated by GSA, exclusive of the civilian personnel records center at St. Louis, were increased by 623,944 cubic feet. At the end of the year the holdings were more than 100 times those at the end of the fiscal year 1950.

Impressive as the increase in holdings at the centers is, the most important measure of workload is the number of inquiries directed to the centers concerning their holdings. The increasing workload is illustrated by the fact that the number of inquiries at the regional centers (exclusive of the St. Louis center) in fiscal year 1960 was 13.5 times the number in fiscal year 1952. In 1952 there was 1 inquiry for every 4.7 cubic feet of records in the centers; in 1960 there was 1 inquiry for every 1.8 cubic feet of records.

Most of the inquiries directed to the regional centers were for documents affecting the individual citizen, such as tax returns, retirement claims, and veterans' claims for benefits. There were many requests, however, for information from records, especially from the more than 150,000 cubic feet of U.S. district and circuit court records in the centers. They were extensively used to obtain material for a seven-volume history of the U.S. Supreme Court

that is being sponsored by the Oliver Wendell Holmes Devise.

Naturalization records among court records provided the name of the first alien naturalized by a U.S. district court in Massachusetts; case papers in *Owen v. Presidio Mining Co.*, 61 Fed. 6, provided much information about a large tract in Texas that was acquired from Mexico by the Treaty of Guadalupe Hidalgo; and a series of letters exchanged between the Governors of West Virginia and Kentucky, also in court records, contained information about the Hatfield-McCoy feud.

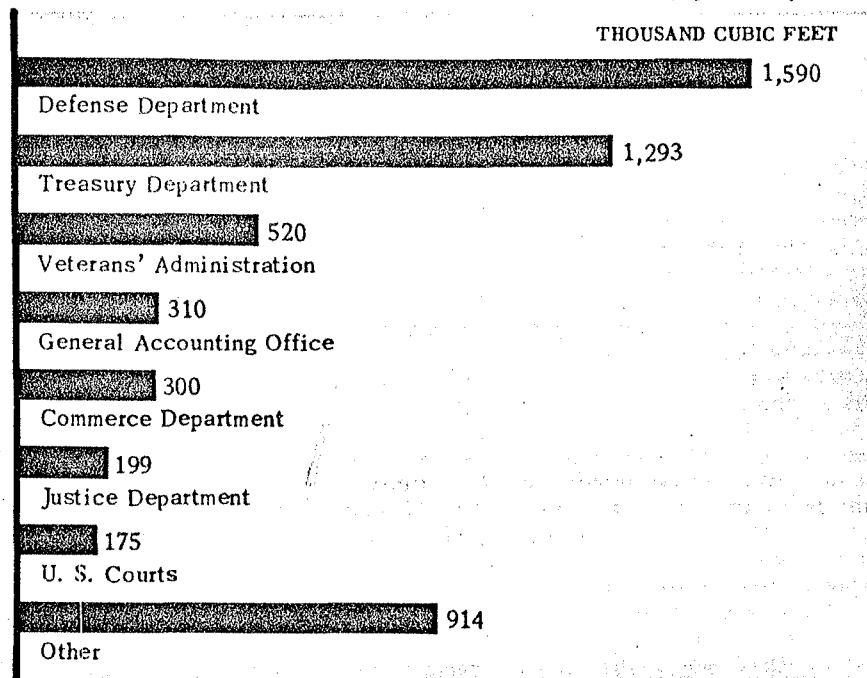
The table shows that as the volume of records in the centers has increased, the cost of maintaining 1 cubic foot of records has generally decreased.

The benefits resulting from the existence of the centers can be computed in a number of ways. Since their establishment in 1950 the centers (including the St. Louis center) have

Table 5.—REFERENCE SERVICES, HOLDINGS, AND COSTS OF ADMINISTERING RECORDS, IN THE REGIONAL RECORDS CENTERS, FISCAL YEARS 1951-60

Fiscal year	Number of reference services	Total holdings (cu. ft.)	Cost of administering 1 cu. ft. of records
1960	2,945,891	5,301,331	\$0.56
1959	2,621,195	4,677,387	.60
1958	1,943,670	3,390,708	.67
1957	1,662,748	3,186,186	.64
1956	1,225,862	2,908,498	.65
1955	899,514	2,472,495	.67
1954	697,755	2,083,459	.87
1953	384,306	1,563,803	.92
1952	218,214	1,025,333	1.13
1951	71,467	603,221	1.35

SOURCES OF RECORDS IN REGIONAL RECORDS CENTERS, JUNE 30, 1960



allowed agencies to clear 2.4 million square feet of office space and 2.7 million square feet of storage space, and to empty nearly half a million filing cabinets and a million linear feet of shelving. Of these amounts, 319,783 square feet of office space and 133,009 square feet of storage space were cleared in fiscal year 1960, while 60,885 cabinets were emptied and 399,451 linear feet of shelving were released.

The year was especially notable for the transfer of the Army records center in Kansas City into the GSA system. Also noteworthy were the negotiations to transfer the large Department of Defense records center in St. Louis in fiscal year 1961. During the year the rented space occupied by the San Francisco center was purchased by the Government. Centers at Chicago, Fort Worth, and Boston and part of the Washington, D.C., center, however, still remain in rented space.

The largest center from the point

of the number of employees (approximately 200) is the specialized personnel records center in St. Louis, to which all agencies transfer audited payrolls and the official files for separated employees. To handle inquiries on these files, the center must interfile in their alphabetical position all personnel files received. In fiscal year 1960, 1,921,784 items were thus interfiled, while 482,508 inquiries were answered.

Records are destroyed by the centers at the earliest possible date. This requires constant review of their holdings and approval from the transferring agencies. In fiscal year 1960 it was possible to destroy 411,088 cubic feet at the regional centers and 5,018 at the St. Louis center. This is the largest volume of records ever disposed of in one fiscal year by the centers.

The holdings of the agencies making most use of the centers are shown in the chart.

The National Archives

The total holdings of records by the National Archives reached an alltime high of 911,946 cubic feet during fiscal year 1960.

The greater part of these permanently valuable records, 795,410 cubic feet, are adequately housed in the National Archives Building, which provides security against fire and theft, humidity and temperature controls, and satisfactory search rooms for Government officials and the public. The good physical surroundings have helped to preserve the documents and to make them more accessible.

The rest of the permanently valuable records held by the National Archives are now housed in unsatisfactory facilities in Alexandria, Va. They amount to 116,536 cubic feet of records and comprise the majority of the permanently valuable military and Defense Department records of World War II and the Korean war. These records, but a small percentage of the millions of cubic feet created during this period, reflect the policies, programs, and decisions of the high command in Washington and the field and include the basic documentation of combat and logistical operations. Like the records of earlier wars in the National Archives they are indispensable source materials and must be preserved. Yet they are now subject to damage from fire, floods, and vermin and to deterioration from lack of humidity and temperature controls. Additional space for the housing of these and other records is urgently needed.

Among the more significant records received by the National Archives during the fiscal year were

several groups relating to labor relations. These include records of the Bureau of Labor Statistics and its predecessors, 1884-1939; the general subject files, case files, and technical reports of the Federal Mediation and Conciliation Service and its predecessor, the U.S. Conciliation Service, 1913-49; and all the records of the Presidential Board of Inquiry appointed in October 1959 to study the labor dispute and strike in the steel industry.

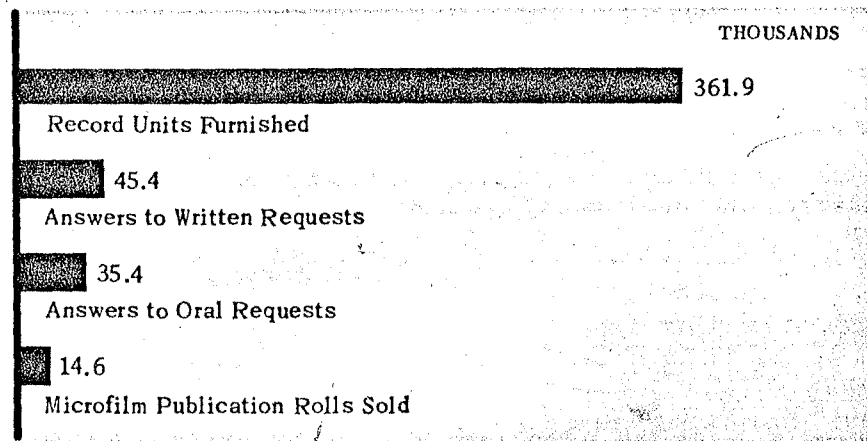
Among other accessions are records of the Joint Army and Navy Board, 1903-38; and records of the Supreme Court of the United States, consisting of records of the Clerk, 1790-1909, and the Marshal, 1867-1909. Also received from the Supreme Court are records of prize cases heard on appeal by committees of the Continental Congress, 1776-80, and by the Court of Appeals in Cases of Capture, 1780-86.

Newly accessioned still pictures include 45,000 photographs made by the Air Transport Command of the Army Air Forces, 1943-45, showing

Table 6.—REFERENCE AND MICROFILM PUBLICATION SERVICES, FISCAL YEARS 1951-60

Fiscal year	Reference services	Microfilm publication rolls sold
1960	442,700	14,565
1959	507,700	10,237
1958	430,200	7,311
1957	412,100	5,767
1956	413,800	5,662
1955	416,400	4,372
1954	444,200	4,700
1953	473,700	3,780
1952	411,600	3,849
1951	441,000	2,982

REFERENCE AND MICROFILM PUBLICATION SERVICES, FISCAL YEAR 1960



primarily the transport of troops and supplies from South America to Africa and Asia; and 41,500 photographs of the International Press Service of the U.S. Information Agency documenting U.S. information activities abroad, 1948-58.

Among the more than 3,100 reels of motion picture film accessioned were scenes showing the funeral of Secretary of State Dulles, the visit of Vice President Nixon to Poland and the Soviet Union, President Eisenhower's trips to South America and to Europe and Asia, the Paris Summit Conference, and Russian Premier Khrushchev's visit to the United States.

Substantial progress was made in

the long-range program for the preservation of permanently valuable textual records that are deteriorating because of increased use or poor physical composition. When feasible such records are preserved through microfilming; the more costly laminating process is reserved chiefly for records whose original physical form must be maintained.

Preservation production figures reached a new high, exceeding 2,400,000 sheets. The most notable preservation microfilming achievement was the completion of the filming of the Continental Congress Papers, 1774-89, probably the most important single collection of records relating to the early history of the Nation. Other noteworthy projects completed include the letters received by the Office of Indian Affairs, 1824-81; the passenger lists of vessels arriving at Boston, 1820-91; State Department records relating to U.S. political relations with Mexico, 1910-29; and State Department records relating to the internal affairs of Mexico, 1910-29, and of Russia and the Soviet Union, 1910-29.

In accordance with the law requiring the Archivist to review all lists and schedules of records recommended for disposal by Federal agencies, lists and schedules describing

Table 7.—PRESERVATION OF PERMANENT RECORDS, FISCAL YEARS 1951-60

[In thousands of sheets]

Fiscal year	Laminated	Flattened	Microfilmed
1960	86	691	1,626
1959	63	564	1,630
1958	58	374	1,154
1957	32	384	1,054
1956	65	301	144
1955	125	492
1954	131	706
1953	141	407
1952	139	635
1951	138	324

1,509 record series were appraised and reported to Congress for final action.

Among the 11 detailed inventories issued during the year are those describing the records of the Foreign Broadcast Intelligence Service, the Farmers Home Administration, the Bureau of Naval Personnel, and the U.S. District Courts for the Southern District of New York and for the Eastern District of Pennsylvania. A special list of 40,000 photographs of irrigation projects of the Bureau of Reclamation was also issued.

Records accessioned by the National Archives for the years July 1, 1957-June 30, 1959, were described in *National Archives Accessions* for May 1960. Volume XXIV of the *Territorial Papers of the United States*, the third volume for Florida Territory, was issued.

Records of high research value are made available to scholars and research institutions away from Washington through the microfilm publication program. During fiscal year 1960 the 42-percent increase in sales of microfilm copies of these records was larger than in any year since the beginning of the program in 1941. During the past 10 years over 63,000 rolls have been distributed to all 50 States in the Union and to 45 foreign nations. By using these film copies, searchers can obtain basic documentation for research in the fields of American, European, Far Eastern, and Latin-American history as well as in local history and genealogy without traveling to Washington.

During fiscal year 1960 the total number of reference services furnished by the National Archives was 13 percent less than the peak reached in fiscal year 1959.

In fiscal year 1960 an alltime high of 625,000 visitors, a 50-percent increase since 1956, viewed the Declaration of Independence, the Constitution of the United States, the Bill of Rights, and other historic documents in the Hall of Archives.

Public interest in the three charters of American democracy is also shown by the sales of reproductions. They are available as reduced facsimiles in *Charters of Freedom*, a 25-cent souvenir publication, and as larger size facsimiles suitable for display in schools, offices, and public buildings. GSA, as a public service, has placed 50 *Charters of Freedom* displays in the lobbies of new public buildings throughout the United States.

Presidential Libraries

President Eisenhower's papers and other documentary materials and the library building that will house them after he leaves office next January have been offered to the Government as gifts to the Nation, and Congress has authorized their acceptance by the General Services Administration. The Eisenhower Library, now under construction at Abilene, Kans., is expected to become a part of the National Archives system administered by GSA under the provisions of the Federal Property and Administrative Services Act of 1949, as amended.

The nucleus of the holdings of the new depository will be the Eisenhower papers, but it is anticipated that these will be extensively supplemented by gifts of personal papers deposited by many of the leading associates and contemporaries of the President. The personal papers of John Foster Dulles covering his service as Secretary of State already have been given to GSA for deposit in the Library, and other high officials of the Eisenhower administration have indicated that they also intend to place their papers at Abilene.

The Franklin D. Roosevelt Library received gifts during the year of papers of several men associated with Mr. Roosevelt, among them Charles Fahy, R. Walton Moore, James Roosevelt, Samuel I. Rosenman, Louis B. Wehle, and Aubrey Williams. These additions brought the total manuscript holdings of the Library to almost 20 million pages.

Research use of all the Library's collections continued at a high level. Over 166,000 persons visited the museum of the Library during the year.

The Harry S. Truman Library has received commitments for the eventual deposit of the papers of many of the former associates of Mr. Truman. Parts of the papers of Oscar L. Chapman, Charles S. Ross, Jesse M. Donaldson, Samuel I. Rosenman, and John D. Clark were received during the year. About 2 million documents in the Library have been

opened for research, and during the year 65 scholars used them for a variety of projects. The Harry S. Truman Library Institute for National and International Affairs sponsored its first conference of scholars, at which important suggestions were made for stimulating research and building up the Library's holdings. More than 141,000 persons visited the museum of the Library during the year. A highlight for visitors was the mural "Independence and the Opening of the West," being painted by Thomas Hart Benton.

Federal Register and Other Publication Activity

During fiscal year 1960 an effort was made, under the program adopted by the Office of the Federal Register in 1959, to obtain Government-wide improvements in drafting and publishing documents having the effect of law. Over 2,000 copies of the new Federal Register Handbook were distributed to key officials. This handbook, supplemented by technical instruction courses, is designed to stimulate full compliance with the publication statutes, assist executive agencies in drafting better public documents, and promote efficiency and economy in publishing them.

The overall publication program, which includes the Federal Register, the Code of Federal Regulations, the U.S. Statutes at Large and the slip laws, the Government Organization Manual, and the Public Papers of the Presidents, comprised more than 40,000 printed pages. Materials attributable to the executive agencies increased by 8 percent and amounted to 94 percent of the total pages printed. The increase resulted chiefly from expanded regulatory activity in the aeronautics field and from greater participation by the public in rule making. The latter involves the publication of notices of opportunities to participate and of rules proposed for consideration.

In connection with publishing the Statutes at Large, plans were completed and work begun on the first cumulation of the tables of laws affected by new legislation. The cumulation will cover volumes 70, the first in which the tables appeared, through 74, the volume for 1960. To avoid the errors and added expense inherent in setting type a second time, the practice has been adopted in volume 74 of publishing Presidential proclamations by photographic offset from the text published in the Federal Register.

The 1954, 1955, and 1959 volumes

of the Public Papers of the Presidents were published during the year. The two remaining Eisenhower volumes are scheduled for delivery, the 1953 volume in October 1960 and the 1960 volume early in 1961.

National Historical Publications Commission

One of the functions of the Commission is to encourage and assist the collecting and publishing of historical documents. During the fiscal year 1960 the first volumes of papers of several American leaders were published under private auspices. Among them were the papers of Benjamin Franklin (2 volumes), Henry Clay (1 volume), John C. Calhoun (1 volume), Rutherford B. Hayes (2 volumes), and James Fenimore Cooper (2 volumes). The Massachusetts Historical Society completed the microfilm edition of its Adams Family Papers, 608 rolls covering the years 1639-1839.

At its meeting on March 14, 1960, the Commission recommended that the Civil War Centennial Commission and the affiliated State commissions encourage and carry out an extensive program of publishing historical documents. The papers of Ulysses S. Grant and Robert E. Lee were singled out as meriting special attention.

For its documentary history of the ratification of the Constitution and the Bill of Rights, the Commission virtually completed the locating and editing of records of official action on ratification by North Carolina, Georgia, South Carolina, and Maryland.

The Commission participated in a Conference on Science Manuscripts, at which the need to educate scientists on the importance of preserving their records and the need to convince institutions that they should care for the papers of their scientists were repeatedly stressed.