



# NATIONAL ARCHIVES

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NATIONAL HISTORICAL  
PUBLICATIONS  
& RECORDS COMMISSION

The attached document contains the Grant Narrative of a previously funded grant application. It is not intended to serve as a model, but to give you a sense of how a successful application may be crafted. Be aware that minor changes may have been made to the plan of work and other portions of the proposed project in response to comments made during the review process. Every successful application is different, and each applicant is urged to prepare a proposal that reflects its unique project and aspirations.

Prospective applicants should consult the NHPRC's application guidelines at <https://www.archives.gov/nhprc/apply> for instructions. Applicants are also strongly encouraged to consult with the NHPRC staff member listed in the grant announcement well before a grant deadline. Prospective applicants are also strongly encouraged to submit a draft application by the deadline listed in the grant announcement.

The Commission welcomes collaborations that target institutional advancement for small and underserved local archives and repositories, **especially those with collections that focus on the voices and perspectives of Black, Indigenous, and People of Color.**

Project Title: Unpublished Journals of the Maine Legislature

Institution: Maine State Archives

Project Director: Tammy Marks

Grant Program: Archival Projects

PROJECT NARRATIVE:

MAINE STATE ARCHIVES

UNPUBLISHED JOURNALS OF THE MAINE LEGISLATURE

Overview:

This grant is submitted to digitally image the early unpublished Journals of the Maine House of Representatives and Maine Senate. Increased access to these journals will promote research into Maine's early legislative history during a time of great ferment in the history of this state and nation. In particular, funding from this grant will be used to establish sufficient server storage space to hold approximately 41,300 pages of high-resolution images, to create public access to those images through the Internet, and to electronically preserve those images through backup storage. Funding from this grant will also be used to support the imaging itself, including photography and image processing. Aspects of the project to be covered in part by the match to this grant include transcription of these manuscript journals through a crowdsourcing website and creation of a portal for public access to the images and resulting transcriptions. The outcome will be a permanently accessible collection of the currently unpublished House and Senate Journals.

Archives Program Description:

The purpose of the Maine State Archives is to make the operations of state and local government more efficient, more effective and more economical through records management by preserving and providing access to the public the permanent historical records of Maine in our custody.

Maine's historical records are among the most important historical and cultural resources belonging to the people of Maine. These records allow the people of Maine to benefit from knowledge of state affairs, and preserve its records of permanent value for study and research.

These unique, irreplaceable records are essential to ensuring the rights of citizens and organizations and understanding the responsibilities and limitations of a transparent government.

The creation of finding aids in the form of computerized indexes has continued with many now available online; further online access has become available in Digital Commons and ArchivesSpace.

A goal of the Archives is to acquire primary source materials that document regional life and the development of the State of Maine. These records are maintained to provide access to the historical research needs of the general public, students, and scholars. These records are also intended to contribute to and enhance the educational mission of the Maine State Archives.

#### Description of Collections:

Maine was admitted to the Union in 1820. In its early history, the Maine House and Senate met in annual regular sessions and occasional special sessions. Under the original Constitution of the State of Maine, "Each House shall keep a journal, and from time to time publish its proceedings..." (Me. Const., Art. IV, Pt. 3, Sect. 5, 1820). Despite this language, no journal was published until the session of 1854 in the Senate and the session of 1855 in the House. Published volumes were issued irregularly in later years; both chambers began regular

publication of their journals in the 1860s, the Senate in 1863 and the House in 1865. Publication has been continuous since the latter years.

A number of early journals remain unpublished: for the House of Representatives, 1820-1854, 1859, 1862-1864; for the Senate, 1820-1853, 1855, 1859, 1862. The only access to these journals is by examination of the original manuscripts, housed in the Maine State Archives, or through a microfilm copy produced in 1975-1977. The number of microfilm images of unpublished journals totals 41,299 pages, including the manuscript indexes. While useful in some respects, the black-and-white microfilm copy has areas that are illegible due to lack of color contrast, and does not take advantage of changes in camera technology and standards. Furthermore, the microfilm is only available to the public at the State Archives. One goal of this project, therefore, is to digitally image the original manuscripts to a sufficiently high resolution that they will be legible for research and transcription.

The House and Senate journals contain the proceedings of each chamber in the order in which they occurred. All bills and resolutions are referenced, as well as each chamber's action on each measure. Reports of committees are included, as are petitions from members of the public. Furthermore, the journals identify the members of the House and Senate associated with each action, although the journals do not include debate on the various measures. Along with the files on individual bills, also preserved in the Maine State Archives, and the limited collections of published documents of the House and the Senate, available in the Maine State Law and Legislative Reference Library, the Maine State Library, and other repositories, the journals are one of the linchpins to understanding Maine's early legislative history.

Maine was separated from Massachusetts in 1820 as part of the Missouri Compromise. The addition of a free state at the same time as Missouri, a slave state, enabled the balance of free and slave states to be preserved in the Union. Many of the proponents of Maine statehood became prominent in Maine's early state government, including members of the Maine State Legislature. Although located in a free state, Maine's legislature at first adhered to a non-interference approach to the question of slavery, only later hardening to a firm antislavery position in the years leading up to the Civil War. There are more than twenty documents printed by the Legislature between 1836 and 1861 on the question of slavery, including both proposed legislation in Maine and response to resolutions from both Northern and Southern states; research into the legislative history of these documents has been hampered by the relative unavailability of related journal entries on these deliberations.

Another lingering aftereffect of Maine's earlier history is reflected in the debate over the division of public lands in Maine between Maine and Massachusetts, which amounted to some 10 million acres in 1820. Massachusetts received approximately half of this land in settlement, and the gradual disposal of Massachusetts-owned lands continued for several decades. The Maine State Legislature's interest in these land sales, as well as the activities of the state's own Land Agent, is reflected in the 39 early published documents related to the sale of public lands before 1862, which would be better understood by ready access to journal proceedings for laws or resolves passed or proposed at this time. The history of land sales in early Maine remains of current interest because of the pattern of large landholdings in undeveloped areas of the state today.

Also of current interest is the State of Maine's relationship with its indigenous population. In its original constitution, Maine assumed the treaty obligations that Massachusetts had held with respect to its Native American population. In a unique arrangement within the United States, the Maine Legislature from 1823 invited the largest tribes to send representatives to the House of Representatives, a practice that still continues. Historians of Maine's system of tribal representation in the Legislature have lamented the sparse amount of information readily available covering the early years of this arrangement. In light of recent deliberations that resulted in the federal Maine Indian Land Claims Settlement Act of 1980, as well as ongoing negotiations as to the sovereignty rights of Maine's native peoples, access to the unpublished legislative journals will enable researchers to expand their knowledge about the interconnections between Native Americans and Maine's state government.

Maine's territory was also involved in the final settlement of the boundary between the United States and Canada in the Webster-Ashburton treaty of 1842. Prior to that time, disputes between settlers from Maine and settlers from Canada had led to tensions along Maine's poorly defined northern border. The Maine State Legislature was closely concerned in the so-called Aroostook War between the adherents of various national claims, as well as in the sorting out of individual claims after the firm settlement of the international boundary. No fewer than nine published documents deal with the aftermath of Webster-Ashburton, and enhanced access to the legislative journals would promote research into this important era of our nation's diplomatic and territorial history.

The significance of these unpublished journals also cannot be underestimated in the study of Maine's electoral history. For example, early Maine gubernatorial elections were settled in the House of Representatives if no candidate won an outright majority. Later the constitution was changed so that "majority" was switched to "plurality." In recent years there have been proposals to alter Maine's "plurality" system to a "ranked choice voting" system. In the court actions taken with respect to the proposed system, the Attorney General's office needed examples of early election contests involving three or more candidates that were settled in the House of Representatives. Although the references that were sought were eventually found through the existing microfilm, the exchange reinforced both the cumbersome nature of the current retrieval methods and the desirability of having these valuable journals more readily accessible.

In short, we project that many users will find these journals useful in their enhanced form: researchers in the history and precedents of early pieces of legislation; researchers in the history of legislative process; historians of Maine; historians of slavery and the diplomatic and territorial history of the United States; historians of Maine's Native American population; legal experts seeking precedents or information to support questions of current interest; local historians examining the connections between legislators and their localities; family historians looking for biographical information on early legislators; and many others.

#### Archival Methodologies:

Images will be captured on DTRCam reproduction camera and copy stand with book cradle. The camera system comprises an 80 megapixel Phase One medium format CCD digital back Schneider-Kruzenach 72mm APO-chromatic lens and electronic shutter. Illumination is

achieved with two (2) North Light HID 300 copy lights with a specific ICC profile in the imaging software.

Images are captured with Capture One CH8 software utilizing a 64 bit Mac Pro computer with a self-calibrating EIZO 27" monitor. All image files contain an ISA object level target which is verified through Delt.ae for color, resolution and SFR (MTF) to attain FADGI 3-4 star standards. All post processing is done with Photoshop CS5.5.

All images created will be of two-page spreads captured as 16 bit, 400ppi RGB RAW files cropped and converted to .tif format for archival storage on backed up servers. Basic technical metadata will be embedded in the RAW files at the time of processing. The RAW files will then be split into single pages and reprocessed as 400ppi .jpg surrogate files for access and conversion to .pdf files for various web functions.

The items once imaged and converted to use copies will be uploaded in the Maine State Archives existing digital repository, DigitalMaine Repository. Each of the volumes will be described using a version of Qualified Dublin Core, as outlined in the DigitalMaine Repository Master Metadata Guide which can be found online ([https://digitalmaine.com/msl\\_docs/118/](https://digitalmaine.com/msl_docs/118/)). The fields that will be captured include: title, description, date, author, contributor, language, keywords, and rights statement. These fields along with the transcription will all be indexed and searchable both within the system and via Google search. The Repository is based on the Bepress platform. Once items are uploaded to the system a copy of the file and metadata will be stored on the Bepress servers located in California.

The transcription process uses the same metadata as the Repository, but only limited fields are viewable. The records link to the Repository for the full description of the item. When



the transcriptions are completed they are added as a separate text document to the original item record in the Repository. The DigitalMaine Transcription Project was developed by the Maine State Library and Maine State Archives and is now also being used by the University of Maine. It uses the Omeka platform, with the Scripto plugin which was designed specifically for crowd-sourced transcription. The site is set up for anyone to be able to create a login and transcribe any of the documents on the site. The site was released in March 2017, and currently there are just under 300 active users (people who have logged on in the last 30 days). Staff then completes a review of the transcribed documents. The staff at the Law Library has also pledged a certain time dedicated to transcription, this will be beyond the current active users of the community.

The items are also to be added to ArchivesSpace, the Maine State Archives Catalog. Within ArchivesSpace they are described on a volume level using EAD (Encoded Archival Description). The fields that will be captured include: title, language, date of creation, source (creator), subject, custodial history, hierarchical information on where it is found in the Maine State Archives Collection, and information about the location where it is physically stored. The volumes will be searchable within this system, as well has linked to other items produced by the same Legislature, or with the same subjects. The digital object will also have a record within ArchivesSpace, the fields that will be captured will include: title, identifier, VRA Core level, digital object types, URI for files both local and online, use statement, file-format, and checksums.

The Maine State Archives is served by the Secretary of State Office of Information Services. They provide MSA with servers and storage within their data center and are charged

with the preservation of this information. They have in place plans for security, disaster recovery and migration of equipment as it reaches the end of its useful life. MSA is also currently in the process of developing the capacity to be able to monitor the files that are being stored long-term in a way that complies with the OAIS Reference Model and other field standards.

#### Project Products:

This project will result in the following products: (a) condition assessment and conservation of the unpublished journals of the Maine House and Senate; (b) setting in place the procedures and standards for re-imaging these volumes; (c) re-imaging the oldest portion (48 volumes) of this collection within the project timeline and laying the groundwork for completion of the re-imaging beyond the project timeline; (d) transcription of the re-imaged works through the DigitalMaine Transcription Project; (e) purchase and installation of a server environment and backup to make available the entire corpus of re-imaged and transcribed journals through ArchivesSpace to internet users.

#### Project Publicity:

Immediate publicity will include press releases about the awarding of the grant, as well as press releases about the transcription project and the completion and availability of the oldest volumes. Further press releases will mark other milestones in the project, such as the completion of more volumes. These press releases will be released through the Office of the Maine Secretary of State, the parent office of the Maine State Archives. Other press releases or Facebook posts may be issued by organizations associated with the project, such as the

Northeast Document Conservation Center and the Maine State Law and Legislative Reference Library.

Other publicity will include a program or seminar on the early journals, their content, and their significance for the study of early Maine legislative history. This program will also discuss the re-imaging/transcription project as an exercise in making early historical resources more widely available to the public.

Finally, the completion of the re-imaging/transcription House and Senate journals for 1820/21 will enable the Maine State Legislature to produce printed volumes in conjunction with the marking of Maine's bicentennial of statehood in 2020. Although the printing of these volumes lies outside this grant request, the grant proposal covers work that is necessary in order for these commemorative volumes to be produced. An exhibit in the State House concerning the journals and their history has also been discussed.

#### Plan of Work:

During the first month of the project one Archivist III will enter the descriptive metadata for all of the journals into ArchivesSpace. The information will be entered by uploading a spreadsheet generated from MSA's current Microsoft Access inventory control database.

In the first six months the Archives Imaging Specialist (AIS) will begin to image and process the journals. The AIS will be able to image approximately two journals per month amounting to twelve journals during the first six months. These journals will be imaged by year beginning with 1820 and alternating between the House of Representatives and the Senate. The resulting camera RAW image files will comprise two pages and include an object level target. At the completion of each volume the AIS will process the RAW files creating archival

.tif files which will then be cropped and will then be maintained on the backed-up server controlled by the Secretary of State's Information Services division. The next step will be to reprocess the camera RAW files creating split single page images which will be cropped and masked and saved as .jpg user copies.

From month two to six the contract position will convert the .jpg derivative files to PDF for additional user copies. These files will then be used to create compiled PDFs for each journal. After all files have been created, an Archivist III will create the Digital Objects in ArchivesSpace. The Digital Object will include file paths to all of the digital files created.

After the creation of Digital Objects, an Archivist III will upload the compiled images to DigitalMaine. This website was started by the Maine State Library, and ultimately these images will then be searchable through the Digital Public Library of America. At the same time, the contract position will upload the single page PDFs to the Digital Maine Transcription Project website. This will be done through a batch upload process. This page will be worked on by volunteers, and six librarians from the Law and Legislative Reference Library will each be committing thirty minutes per day to working on these transcriptions. The contract position will then go back to the DigitalMaine website and create a link to the Transcription Project website.

Beginning in month three the contract position will begin to review the transcriptions. After the pages have been reviewed they will either be accepted or released for corrections to be made. Once accepted, the text files will be downloaded from the Transcription Project website and compiled to one document per volume. This compiled transcription will then be

uploaded to DigitalMaine with the original images, making the document text searchable and machine readable. The pages in the Transcription Site will then be removed.

From months seven to twelve the AIS will image the next thirteen journals. One extra journal will be done during this phase because the journals from this time frame are shorter. The contract position will continue to convert the images as outlined above and the pages will continue to be transcribed. By this phase of the project all pieces of the workflow will be happening concurrently.

From months thirteen to eighteen the AIS will image the next twelve journals and the steps outlined above will be repeated by the contract staff.

From months nineteen to twenty-four the AIS will image the next twelve journals, totaling forty-nine journals in the project. The contract position will continue the steps outlined above.

Staff Qualifications:

Tammy Marks, Director of the Archives Services/Records Management Divisions of the Maine State Archives since 2012. Position: Supervises and coordinates all archives activities concerned with this grant proposal, including oversight of imaging services, research services, digital publication of archival resources, and conservation of archival materials. Credentials: Graduate of Husson University. Role in project: Will be overseeing the project to make sure that staff members have the resources they need to keep the project on task and completed within the allotted timeframe.

Peter Mallow, Archives Imaging Specialist in the Maine State Archives since 2000. Position: Working with a range of scanback and flatbed scanners, he is proficient in capturing

high-resolution images of rare archival materials without damage to the materials themselves; he is also proficient in processing images to provide maximum quality in online resolution or for purposes of reproduction. and he is also knowledgeable in file formats, compression, and digital storage methods. Credentials: Trained at the International Center of Photography (New York) and has received Phase One Cultural Heritage Specialist Training. Role in project: Will be performing or overseeing principal photography and conducting post-photography processing to create the end-user digital objects.

Samuel Howes, Archivist III, Maine State Archives since 2014, in his current role since 2016. Position: Responds to complex requests from the public and State agencies; provides catalog records and performs best preservation methods, and oversees the digital archives initiative, including choosing record sets to be scanned. Credentials: Bachelor's degree from Acadia University in Wolfville, Nova Scotia; master's degree from Aberystwyth University in Wales. Role in project: Will be working interchangeably as one of the Archivist III participants, loading the descriptive metadata for the journals into ArchivesSpace, and uploading the processed images into DigitalMaine.

Kate Herbert, Digital Archivist III, Maine State Archives. Position: Implements ArchivesSpace; develops a digital preservation plan for State records; the technical and metadata lead for DigitalMaine, a digital repository of Maine documents. Credentials: Graduate of the University of Maine at Farmington and holds a graduate certificate in digital curation; master's degree in American and New England studies from the University of Southern Maine; master's in library science from the University of Maryland, College Park. Role in project: Will

participate in the capture of metadata and also see the digitized pages through the transcription process on the project website.

John Barden Director of the Law and Legislative Reference Library, an office of the Maine State Legislature. Position: Supervises operations for a library providing legal and legislative information to Maine state legislators as well as all citizens of the State, including legislative history during the time period covered by the unpublished House and Senate journals. Credentials: J.D., University of Virginia; M.S.L.S., University of North Carolina at Chapel Hill; Ph.D. in early American history, Duke University. Role in project: Will participate in and coordinate the contributions of other law librarians in the transcription process.

Performance Objectives:

The following measurable performance objectives have been identified for this project:

- 1) Imaging of early journals and installation of hardware to contain, disseminate, and backup. Imaging will result in 17,520 digital files;
- 2) Compiling of metadata on all unpublished House and Senate journal volumes housed at the Maine State Archives and related descriptions;
- 3) Creation of 17,520 digital surrogate files to be transcribed and transcriptions of each page. With the committed hours of the Law Librarians it is expected that approximately two-thirds of the pages will be transcribed within the period of the grant, but with volunteer hours it could be completed;
- 4) Publication of 49 journals electronically and creation of a link or portal to the materials;
- 5) Publicity developed and released around project, including press releases, programs, and exhibits;

6) Analytics showing access and use of the published images.