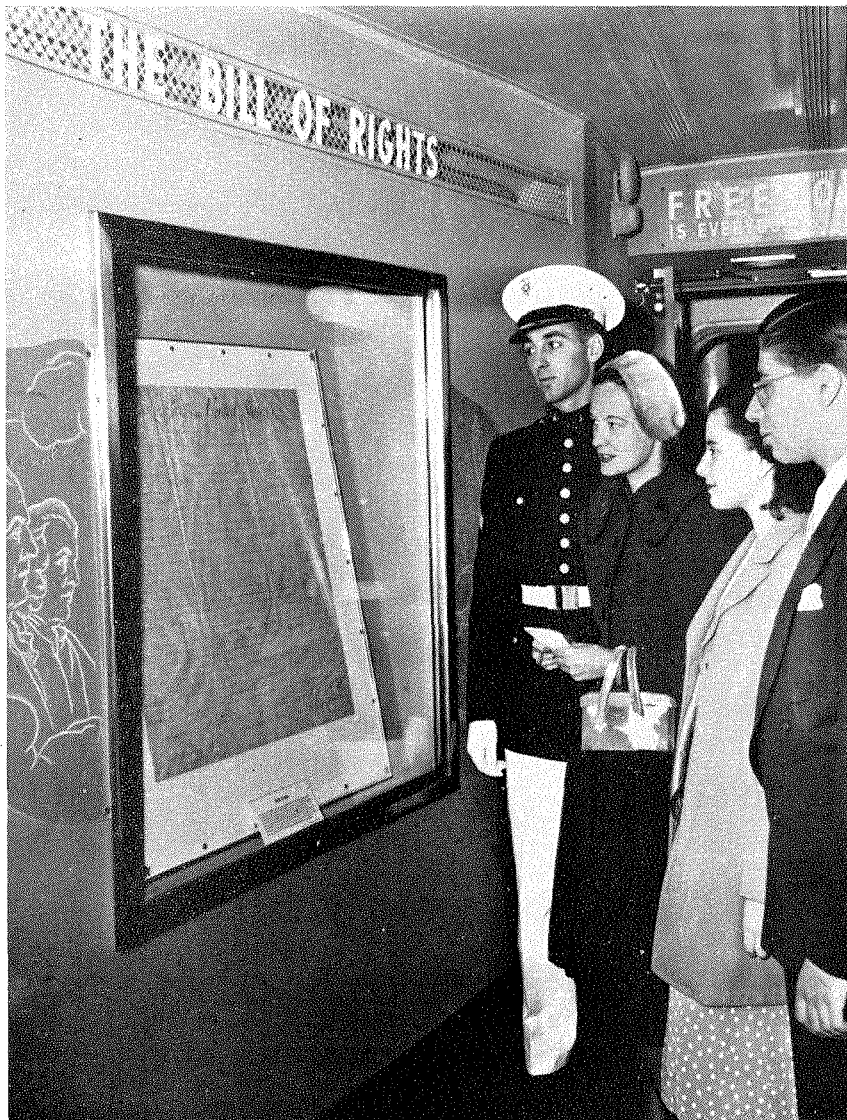


Fourteenth
ANNUAL REPORT
of the ARCHIVIST
OF THE
UNITED STATES

1947-1948



THE BILL OF RIGHTS ON THE FREEDOM TRAIN

The enrolled original of the Joint Resolution of Congress proposing the first 12 amendments to the Constitution, only 10 of which were ratified by the States, is the document known as the Bill of Rights. Inscribed on parchment, the Bill of Rights is one of more than 30 outstanding historic documents lent by the National Archives for display on the Freedom Train, which toured the country during the year reviewed in this report. Some of the 2,000,000 people who viewed the exhibits on the Train, including a member of the Marine guard of honor, are shown inspecting the Bill of Rights. Facsimiles of this document and of others in the custody of the Archivist have been produced by the National Archives for sale to the public.

THE NATIONAL ARCHIVES

Fourteenth
ANNUAL REPORT
of the ARCHIVIST
OF THE
UNITED STATES
FOR THE YEAR ENDING JUNE 30, 1948



UNITED STATES GOVERNMENT PRINTING OFFICE

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OFFICIALS OF THE NATIONAL ARCHIVES
ESTABLISHMENT

(As of November 1, 1948)

OFFICE OF THE ARCHIVIST

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Assistant Archivist of the United States—Robert H. Bahmer
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Photographic Records Division—Dallas D. Irvine, Director
War Records Division—Edward G. Campbell, Director

LETTER OF TRANSMITTAL

THE NATIONAL ARCHIVES,
Washington, D. C., November 15, 1948.

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 fourteenth annual report of the Archivist of the United States, which covers the fiscal year ending June 30, 1948, and the four supplements to the report listing the accessions of the same period. It should be noted that for most of the year under review Dr. Solon J. Buck was Archivist of the United States. His many contributions as head of the agency are described in the body of the report.

Respectfully,

WAYNE C. GROVER,
Archivist of the United States.

Fourteenth

ANNUAL REPORT OF THE ARCHIVIST OF THE UNITED STATES



More reference services on records in the National Archives were rendered during the fiscal year 1948 than in any other year in the history of the agency. Each day the National Archives was open more than 1,000 services were performed by making records or copies of them available for use or by furnishing information from them. Altogether there were more than 346,000 of these services, about 60 percent of which were for Government agencies. Although this heavy demand was gratifying recognition of the useful role a central archival agency can play in private research, Federal administration, and public service, it necessitated the expenditure on this function alone of about 35 percent of the manpower available to the National Archives proper for the year.

In view of the emphasis that had to be given to reference service, it was fortunate that the retirement of the records of the emergency war agencies moved along smoothly on the basis of previously made plans. By the end of the year few permanently valuable files of terminated war agencies remained outside the National Archives. Progress was made by a number of agencies in strengthening their records management programs, but it was not a year of unusual activity in this field. Efforts to facilitate the disposal of records of no continuing value and the transfer to the National Archives of valuable files were, of course, continued. One general schedule was issued and further attention was given to the development of appraisal standards, for the most significant contribution of the National Archives in records retirement is the application of broad professional knowledge of the values of Federal records for research and the weighing of such values against the cost of maintaining records after they have served their current administrative purposes. Sound and economical recommendations to Congress on what records should be retained must be based especially on these two factors.

Accessioning of records settled down to the prewar level. The 58,500 cubic feet of records received in the fiscal year 1948 were only

4,500 cubic feet more than the amount received in the fiscal year 1940. Even so it was not possible to wipe out the large backlog of unpacked and unshelved records that piled up during the war period, when accessions were very heavy. This backlog was reduced somewhat, but nothing substantial could be done to reduce the more alarming backlog of records that need repair.

The inability of the National Archives to prepare adequate finding aids for records in the custody of the Archivist, which has resulted primarily from the tremendous influx of records during the war and the great upsurge in reference work that followed it, is, however, the most serious problem faced by the agency. To provide a haven for valuable records, many of which might otherwise have been lost, the National Archives has in the past taken them in faster than it could assimilate them, and, even with the rate of accessioning reduced as it was in the year under review, it has been impossible to find time for the proper analysis and description of these records. At the same time, reference inquiries, particularly on records of the discontinued war agencies, have been numerous and to answer them on the basis of recourse to files that are often disarranged and largely undescribed has been so time-consuming that manpower that would have been used in describing them has had to be diverted to reference service. The necessity of abandoning the special program to prepare guides to the records of the Government's participation in World War II because of lack of funds and the severe reduction-in-force, which left only 341 on the pay roll at the end of the year as compared with 384 on June 30, 1947, and resulted in the loss of highly trained, experienced personnel, were further blows to the finding-aid program of the agency.

Somehow a balance must be achieved between the amount of reference service, however useful to the Government and the public, and the amount of analysis and description work performed. To play its proper administrative, social, and cultural role, an archival establishment must not only preserve records but must make them available for use. This the National Archives, with limited resources, has been trying to do. It cannot, however, continue indefinitely to render reference service at the expense of other functions. Efficient, economical reference service is possible only after records have been properly arranged and basic finding aids have been prepared. If resources for such work cannot be obtained any other way, reference service will have to be curtailed even more than it has been and manpower now devoted to it diverted to the compilation of finding aids.

The creation late in the year by Congress of a revolving fund for the National Archives into which fees for reproductions of material in the custody of the Archivist shall be paid will tend to make such

reproduction work self-supporting. A grant of \$20,000 from the Rockefeller Foundation for use in the agency's file-microcopy program and other reproduction work will also facilitate such services.

In spite of the difficulties under which they have labored during the year, members of the staff of the National Archives have been hard-working and loyal. According to the many letters received from Federal administrators, scholars, and others, high standards of professional excellence and of service have been maintained. The administration of the National Archives is grateful for these efforts.

For nearly all the year under review, Solon J. Buck was Archivist of the United States and administrative head of the National Archives Establishment, including the Franklin D. Roosevelt Library at Hyde Park, N. Y. He resigned effective May 31, 1948, to accept the position of Chief of the Division of Manuscripts and incumbent of the Chair of American History in the Library of Congress. Wayne C. Grover, Assistant Archivist of the United States, was named to succeed Dr. Buck, was confirmed by the Senate on June 2, and took the oath of office on June 4.

Dr. Buck had already had a distinguished career as historian and administrator of historical societies when he came to the National Archives in 1935 to serve as Director of Publications. He later became Director of Research and Publications and on September 18, 1941, was confirmed as successor to R. D. W. Connor, the first Archivist of the United States.

Taking office only a few months before Pearl Harbor, Dr. Buck assumed responsibility for an agency that was still in its infancy, still in an experimental stage in regard to organization and procedure. It was an agency that had to deal not only with the problems arising from nearly a century and a half of neglect of Federal records but also with the masses of records created by the emergency agencies of the depression period. Although the United States was not then involved in hostilities, the effects of World War II were already being felt by the agency. Only 7 years old, the National Archives was staffed to a large extent with young men and women just out of graduate school. So many of them were drawn into the war effort that during the first year of Dr. Buck's administration more than 200 of a staff of nearly 500 left the agency. The National Archives was proud that it had a larger percent of its staff in the armed services than any other Government agency, but the loss of experienced employees made effective functioning difficult. Cuts in appropriations and the lengthening of the workweek soon forced a reduction of the staff to less than 350. At the same time that the staff was being cut about a third, records were flowing into the National Archives Building at such a rate that before armed conflict ended the holdings of the

agency were more than twice what they had been at the beginning of the war. Under such circumstances it would have been a real accomplishment to hold the agency together and simply to mark time until more settled days arrived. Dr. Buck, however, had the vision and the courage to lead the National Archives into a more active administrative role than it had ever before played.

Abjuring the traditionally conservative attitude of archival agencies, the National Archives during Dr. Buck's administration entered the current records administration field. The Government's records problems, numerous enough before World War II, became acute with the outbreak of war. It was obvious that leadership was needed to induce Federal agencies, especially the temporary ones, to apply modern money-saving and time-saving management methods to their record-making and record-keeping, to dispose of useless materials promptly, and to plan for the ultimate disposition of all their files. As the central agency with major responsibility for the welfare of Government records and as the eventual victim or beneficiary of the records management practices of Federal agencies, the National Archives took the initiative in encouraging and assisting other agencies to establish records administration programs. So effective were many of them that in 1947 the President ordered all Federal agencies to conduct records retirement programs.

To simplify and at the same time to broaden control over records retirement, some essential changes in records legislation were sought and obtained by Dr. Buck with the full support of a number of Government agencies. The Federal Records Disposal Act of 1943, which authorized scheduling, and a 1945 amendment to it, which permitted the National Archives to prepare general schedules, made it possible, for instance, to schedule for retention or disposal large quantities of the records of World War II. Without the scheduling device, in fact, and the active promotion of sound records management, the orderly retirement of the records of the emergency agencies, which has been a notable factor in their liquidation, would not have been possible.

The National Archives' program to concentrate in the agency the valuable older records of the Government was virtually completed during Dr. Buck's regime. The tremendous potential value of the information in these and other records in the National Archives not only for historians but for scholars in other fields, for Federal administrators and members of their research staffs, and for the people of the country, whose many rights and privileges are often documented in Government records, was recognized by Dr. Buck. He also recognized that important as is a trained staff, with intimate knowledge of the records, such knowledge must be recorded if it is not

eventually to be lost and if the holdings of the National Archives are to be made effectively useful to the Government and the public.

Even before he became Archivist, Dr. Buck, as chairman of a special committee on finding aids, presented a comprehensive plan for the analysis and description of records in the National Archives in checklists, inventories, and special finding aids. Basic to this plan was the new concept of the "record group." The record group, which in the National Archives constitutes the major archival unit somewhat comparable to the European *fonds*, was defined as a unified body of records set up with regard to the principle of provenance and to the desirability of making the group of convenient size and character for the work of arrangement and description and for the publication of inventories. Such a flexible unit proved very useful.

Because of the war, loss of personnel, and other more demanding functions, the full development of the finding-aid program was not possible. Nevertheless, while Dr. Buck was Archivist there were some notable achievements in records description. A *Handbook of Federal World War Agencies and Their Records, 1917-1921*, which the World War II agencies made use of, was published. Many preliminary checklists and inventories, several special lists, and 34 reference information circulars, cross-sectional studies of materials in the National Archives relating to various subjects, were issued. A brief guide entitled *Your Government's Records in the National Archives* was published and copy for a comprehensive *Guide* to replace the 1940 *Guide* was in press when Dr. Buck resigned. Some progress had also been made on a *Handbook of Federal World War II Agencies and Their Records*. In addition more than 2,000 rolls of file microcopies of significant bodies of records in the National Archives had been produced and positive prints of them were for sale.

The value of having the noncurrent records of hundreds of Federal agencies concentrated in one service agency became widely recognized while Dr. Buck was in office. During World War II, for instance, the recourse of both Government and business to the recorded experience of the Nation during World War I, especially, was greatly facilitated by this concentration. Since the war, the use of records for official and private purposes has increased by leaps and bounds, as has already been pointed out.

In order that the National Archives might be able to perform three times as many reference services as before the war, to take in more than twice as many records, and to become a dynamic force in the management of records throughout the Government, Dr. Buck had to revise its organization and procedures drastically. Some of the changes were frankly experimental. No other archival agency had ever had to cope with problems of the variety and magnitude that

the National Archives faced. Thus there was no experience except that of the agency itself to draw upon. In spite of the opposition there always is to changes in the status quo, Dr. Buck reorganized the agency to streamline operations and to devolve upon the divisions having custody of records the major responsibility for the substantive functions of the National Archives. This reorganization has proved effective.

Dr. Buck's influence has been broad. The first college course in archives administration given in this country was presented by him, and he gave his personal support and that of the National Archives to the development of a series of courses in archives and records administration presented by the American University at Washington. He also facilitated the training at the National Archives of archivists from other countries. During World War II he helped to initiate and he fostered the program to protect records in war areas. In recognition of his many contributions in the archival field, Dr. Buck was elected president of the Society of American Archivists in 1945 and again in 1946. Under sponsorship of the Interdepartmental Committee on Scientific and Cultural Cooperation, he spent nearly 3 months early this year in the Caribbean, where he lectured and conferred with archivists and historians. Just before his resignation he was named United States representative to the UNESCO-sponsored Paris meeting that resulted in the formation of an International Council on Archives, which Dr. Buck had been most active in promoting. It is gratifying to realize that as the Council's vice-president for the Western Hemisphere and in other capacities he will continue to place his wide experience at the command of others.

RECORDS ADMINISTRATION PROGRAM

Careful planning has been the essence of the records administration program of the National Archives, particularly with relation to the emergency war agencies. It was recognized at the beginning of World War II that if the tragic losses of valuable records and the wholesale dumping of unsorted files on unprepared recipients that followed World War I were to be avoided, more than wishful thinking would be required. A comprehensive and determined effort was therefore made to induce the war agencies to institute records programs and all possible aid was given to them. As early as 1942, for instance, the National Archives assisted in establishing the records system of the Petroleum Administration for War and it collaborated with that agency throughout the war in planning and executing a records program. In the year under review it had the satisfaction of accessioning most of the valuable core of thoughtfully selected PAW records.

The response to the program of the National Archives varied in effectiveness, of course, from agency to agency. But those that did respond effectively proved beyond doubt the values and economies to be derived from planned management of records. The Office of Price Administration, for instance, succeeded in reducing about 1,250,000 cubic feet of files to a well-organized body of valuable records amounting to only 10,000 cubic feet, practically all of which have now been received by the National Archives. The disposition of the files of other emergency agencies, for the most part decided upon during the fiscal year 1947, progressed in orderly fashion during the fiscal year 1948. The National Archives received the main files of the War Production Board and its predecessor and successor agencies, the War Manpower Commission, the War Mobilization and Reconversion Office, the Solid Fuels Administration for War, the Office of Defense Transportation, the Office of Scientific Research and Development, and the Foreign Economic Administration and an initial transfer of records came from the Office of the Housing Expediter.

The tasks of assimilating and rendering services on these and other records received left little time for aggressive records management activities by National Archives staff members. Executive Order No. 9784 of September 25, 1946, however, has made the conduct of active records administration programs by Federal agencies a matter of established Government policy, and the National Archives has not felt impelled to preach with its earlier missionary zeal the gospel of applying modern office methods to records problems. That Executive order, while giving recognition and increased authority to the activities of the National Archives in this field, places primary responsibility for records administration on the individual Federal agencies. The National Archives, as the Government's central staff agency in this field, continues to maintain liaison with about 150 Federal agencies and to furnish advice and assistance on the development of coordinated records retirement programs, insofar as its resources permit.

No major changes with respect to records administration programs have so far resulted from the creation of the National Military Establishment to include the separate Departments of the Army, the Navy, and the Air Force. The Department of the Air Force assumed more extensive staff supervision over its own records, but it continued to use the intermediate records depositories established during the war by the War Department. The well-established records programs of the War and Navy Departments have been little affected by this change. All three services continued to schedule their records, systematically disposing of masses of the noncurrent ones of no further value and preparing those of World War II that have lasting value for eventual transfer to the National Archives.

Such agencies as the Office of Alien Property in the Justice Department, the Veterans' Administration, and the War Assets Administration, which have very bulky war-engendered files, made real progress, with assistance from the National Archives, in the retirement of their records. The Office of Alien Property prepared comprehensive schedules covering substantial portions of its 100,000 cubic feet of administrative records and submitted disposal lists and transfer requests covering the seized records of 43 enemy concerns. The Records Management Service of the Veterans' Administration now has a records analyst in each VA branch office and other employees of the Service are making an agency-wide inventory of the records, a necessary step in planning their retirement. Furthermore an intermediate agency depository has been established in Philadelphia, where the records will be concentrated for processing. Comprehensive schedules covering 100,000 cubic feet of field records of the War Assets Administration have been completed and plans for the retirement of headquarters records are well under way.

It was possible to give more time, proportionately, to the nonwar agencies as the retirement of the records of the emergency agencies became a routine matter of applying schedules and the records programs of other war-related agencies made steady progress. Probably as a result of Executive Order No. 9784, of some stabilization of the personnel situation, and of a desire to get their houses in order after the hectic war period, a number of agencies gave increased attention to the management of their records. Among those that prepared disposal or comprehensive schedules were the Fish and Wildlife Service, the Reconstruction Finance Corporation, the Post Office Department, the Federal Security Agency, the Public Roads Administration, the Soil Conservation Service, and the Immigration and Naturalization Service. The Atomic Energy Commission, which has special records problems arising out of security considerations and the fact that much of its work is done on contract, had a number of disposal schedules, chiefly of housekeeping records, under consideration at the end of the year. The Secretary of the Senate issued a circular letter to the clerks of all standing and special committees of the Senate urging the transfer of noncurrent committee records to the National Archives, especially the records of those committees that were abolished by the Legislative Reorganization Act of 1946. Largely as a result of this letter 400 cubic feet of committee records were transferred to the National Archives during the year.

With assistance from the National Archives, such agencies as the Civil Aeronautics Authority, the Bonneville Power Administration, and the Office of International Trade began to plan records programs, and several members of the staff of the National Archives were lured

away by the National Security Resources Board to do records and research work. Aid was also given to the State and Labor Departments, the Reclamation Bureau, and the National Park Service in the preparation of circulars or manuals on records retirement. While in Europe on a joint mission for the National Archives and the Library of Congress, Seymour J. Pomrenze of the staff of the National Archives surveyed the records of United States Government agencies in London and Cairo and assembled information about enemy records in American possession.

The issuance of General Schedule No. 6 covering bankruptcy records in United States district courts, prepared by the National Archives in the previous fiscal year, made it possible for these courts to dispose of about 60,000 cubic feet of some 125,000 cubic feet of such records. Another major accomplishment in the planned retirement of the 500,000 cubic feet of district-court records scattered throughout the country was the approval late in the fiscal year of a draft of a general schedule covering about 20,000 cubic feet of probation officers' records. It was prepared as a part of a study of records of probation officers made by Purnendu Basu, Assistant Director of the National Archives of India at New Delhi, who was an intern in the National Archives.

In addition to the help it gave during the year on specific records retirement projects, the National Archives rendered a number of staff services. It issued a letter to all Government agencies defining the record character of maps and the accessioning policy of the National Archives with reference to them, which was very helpful, according to reports, especially to the bureaus that produce large quantities of cartographic materials. On 18 occasions, in accordance with Executive Order No. 9784, the National Archives advised the Bureau of the Budget regarding proposals for interagency transfers of records. The Archivist's advice was sought and accepted by the Comptroller General in ruling adversely on a proposal that would have resulted in the expenditure of unwarranted funds for a records survey on a private-contract basis, most of the work of which had already been done by Government personnel. A consultative service on the technical aspects of microfilming as applied to Government records problems was also maintained.

The active and increasingly influential Interagency Records Administration Conference continued to meet regularly throughout the year under the informal sponsorship of the National Archives. Membership is purely voluntary, it should be remembered, yet there was wider participation in the sessions of this body than ever before, and its processed proceedings were in great demand. Democratically managed and devoted to raising records administration standards throughout the Government, the IRAC's meetings consisted of discussions of

general interest and of practical utility. Topics presented during the year included "Planning and Installing a Program to Control Reports," "Records Management in Private Industry," "Punch Cards—Their Use and Limitations as Records," "The Development and Application of General Schedules," "The Operating Problems of a Records Center," and "A National Program for Records Management."

In spite of a growing profession of records administrators, the orderly retirement of World War II records, and well-established records management programs in a number of agencies, there are still many unresolved records problems facing the Federal Government. High-level consideration of these problems and the best means of dealing with them were assured when late in April 1948 Herbert Hoover, Chairman of the Commission on Organization of the Executive Branch of the Government, announced that such a study would be made for the Commission. Under the direction of Emmett J. Leahy, Executive Director of the National Records Management Council, a nonprofit organization primarily concerned with the management and preservation of business records, the study was still in progress at the end of the fiscal year. The Assistant Archivist of the United States along with other major Federal records officials was named by Mr. Hoover to serve as consultant in connection with the study.

DISPOSAL OF RECORDS

Often members of the public are surprised when they learn that one of the main activities of the National Archives is to dispose of records. They think of an archival organization as an agency of conservation, and so it is, but it is selective. It preserves only those records that, for one reason or another, have enduring value. To reach these essential records, masses of materials of lesser value must be sheared away, and it is the business of the National Archives to assist in this process by appraising records and facilitating the prompt destruction of those that do not warrant keeping. The disposal of records, in short, is a money-saving by-product of the more important effort to insure the recognition and preservation of significant records.

Since Congress in 1943 approved the device of scheduling, which makes it possible for agencies, on the one hand, to forego the listing of the same kinds of records year after year and, on the other, to provide a long-range plan for the retention or disposal of records in their custody, the majority of the items proposed by Federal agencies for disposal have been on schedules instead of on lists. During the year under review, for instance, about 70 percent of the 11,509 items appraised by the National Archives for disposal were on schedules. Furthermore, there was ample evidence, although regrettably there were no exact figures, that the five general disposal schedules previously in

effect and the one promulgated by the Archivist during the year, which cover records common to all or several agencies, are being widely applied throughout the Government. To take into account decisions affecting the content of the official personnel folder of Federal employees another revision of the already once-revised general schedule on personnel records was prepared by the National Archives, but it had not been submitted to Congress by the end of the year.

A review of the progress made by Federal agencies in scheduling their records has already been given. A number of lists proposing records for disposal were also received, of course, because unique, nonrecurring records are not appropriate for scheduling. Among them were lists of Public Roads Administration records relating to the construction of the Alaska Highway, of several large correspondence series of the former Treasury Central Accounts Office of the Bureau of Accounts, and of United States Public Health Service clinical records in Marine hospitals. Although most of the items proposed by agencies for disposal, whether on lists or schedules, are approved by the National Archives, we must occasionally refuse to permit the destruction of certain files. During the year under review, for example, records relating to the entry of Communists into the United States were disapproved for disposal. Not infrequently justification for such caution is quickly apparent. Last year an agency proposed the destruction of some records relating to its program for the prevention of sabotage in power plants, but the National Archives felt that the records ought to be kept and accessioned them. This year the very same agency had urgent need of these records and was glad to be able to borrow them.

Need for space in the National Archives Building dictated special attention to the reappraisal of accessioned records, a process that goes on continuously as the agency learns more about its holdings and standards of appraisal change. A report made by Dr. Basu, intern from the National Archives of India, on General Accounting Office contract records in the National Archives provided the basis for an informed approach to the large-scale screening of these files that must be undertaken. Large quantities of surplus maps and other records, such as raw statistical materials, which under the most favorable circumstances would have been weeded out before the files were transferred to the National Archives, were disposed of—nearly 14,000 cubic feet in all.

No reports are made to the National Archives on the amounts of records actually disposed of by other agencies (usually by sale as waste paper) after authorization for that action has been obtained, but it is known that records of the Office of Price Administration, the War Production Board, the Selective Service System, and the Departments

of the Army, the Navy, and the Air Force amounting to nearly 2,000,000 cubic feet were destroyed. This alone may have been a greater quantity of records than was created during the year, and scores of other agencies also disposed of records. Thus we may safely assert not only that the concerted attack on accumulated useless records is meeting with success but that the seemingly endless pyramiding of Government records has been stopped.

ACCESSIONING OF RECORDS

The orderly retirement of the records of the emergency agencies of World War II continued in the year under review, as already noted, but the peak in the transfer of such records to the National Archives was reached last year. This accounted in part for the fact that fewer records were received during the fiscal year 1948 than in the previous year, only 58,507 cubic feet of them as compared with 82,967 cubic feet. To some extent shortages of personnel in the agencies liquidating the temporary war agencies delayed the transfer of such records that were still outstanding.

The National Archives itself was responsible for some decrease in the volume of accessions. It discouraged the transfer of fragments of files because to fit such bits and pieces into their proper record groups often requires extensive repacking, reshelving, and redescribing. Personnel is not available for such work. The National Archives also refused to accept files that had not been sufficiently screened. During the early years of the agency, when operations were just beginning and both staff and space were plentiful, the accessioning of large quantities of valueless records that had been interfiled with the valuable was not an uncommon practice. It was assumed that these could be reevaluated and screened by staff members—as large blocks of them have been. During the war years, the National Archives sometimes had to accept unweeded files in order to free urgently needed office space and to insure that the valuable materials among such files would not be lost. Now that the emergency is over and neither space nor staff is plentiful, the National Archives must insist upon careful screening before accessioning is considered. Consequently, in several cases during the year such weeding resulted in the reduction of files by as much as 80 percent. An interesting by-product of this screening was the segregation of valuable nonrecord materials, which in one case were given to Harvard University for research use.

Most of the main bodies of records of World War II received during the year have already been mentioned; in addition the files of the Price Decontrol Board, August 1946–June 1947, and the remaining records of the United States Strategic Bombing Survey, which went out of existence at the end of the calendar year, were also received. A large

collection of enemy records seized during World War II was transferred by the Central Intelligence Agency. They consist for the most part of organized bodies of records maintained by the army and navy ministries of Japan prior to World War II, but there are many documents of the war period among them. Although these records are in the legal custody of the Archivist, the National Archives is acting in the role of caretaker pending a possible future decision to restore at least parts of the files to governments succeeding those that created them.

Most notable among older records received were the files relating to the granting of patents, 1836–1900, which came from the Patent Office. A fire in 1836 destroyed the early patent records, but during the period 1837–42 many of the drawings of patents granted before the fire were reconstructed and they are among the records. From nine customhouses in the United States and the Virgin Islands came correspondence, passenger lists, and other records, 1789–1899. Other important Treasury Department records received include additional parts of the Secretary's files, 1789–1915, and case files of the Customs Division of the Secretary's Office, 1908–26. Other bodies of records received include files of the District Court for the District of Columbia, 1833–1939; records of the Post Office Department, including orders, 1876–1905, and journals, 1884–1905, of the Postmaster General; records relating to the rehabilitation of disabled World War I veterans, 1918–28; and selected unfair-labor-practice cases from 16 regional offices of the second National Labor Relations Board, 1935–39.

The records received during the year, which brought the total in the National Archives on June 30, 1948, to 855,925 cubic feet of records, are described briefly in the *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 1948

Record group No.	Title	Cubic feet
11	General Records of the United States Government	40
12	Records of the Office of Education	2
13	Records of Railroad Labor Boards	153
15	Records of the Veterans' Administration	3, 759
16	General Records of the Department of Agriculture	103
17	Records of the Bureau of Animal Industry	30
18	Records of the Army Air Forces	6
19	Records of the Bureau of Ships	140
21	Records of District Courts of the United States	721
22	Records of the Fish and Wildlife Service	14
23	Records of the Coast and Geodetic Survey	31
24	Records of the Bureau of Naval Personnel	2, 562
25	Records of the National Labor Relations Boards	487
26	Records of the United States Coast Guard	260
27	Records of the Weather Bureau	97
28	Records of the Post Office Department	622
29	Records of the Bureau of the Census	730
32	Records of the United States Shipping Board	555
33	Records of the Extension Service	100
34	Records of the Federal Deposit Insurance Corporation	95
36	Records of the Bureau of Customs	1, 675
37	Records of the Hydrographic Office	56
38	Records of the Office of the Chief of Naval Operations	113
39	Records of the Bureau of Accounts (Treasury)	60
40	General Records of the Department of Commerce	306
41	Records of the Bureau of Marine Inspection and Navigation	705
43	Records of United States Participation in International Conferences, Commissions, and Expositions	2
46	Records of the United States Senate	426
48	General Records of the Department of the Interior	30
50	Records of the Treasurer of the United States	475
51	Records of the Bureau of the Budget	125
52	Records of the Bureau of Medicine and Surgery	1, 004
54	Records of the Bureau of Plant Industry, Soils, and Agricultural Engineering	2
55	Records of the Danish Government of the Virgin Islands	60
56	General Records of the Department of the Treasury	95
57	Records of the Geological Survey	45
58	Records of the Bureau of Internal Revenue	100
59	General Records of the Department of State	99
60	General Records of the Department of Justice	1, 937
64	Records of the National Archives	7
66	Records of the Commission of Fine Arts	25
69	Records of the Work Projects Administration	48
71	Records of the Bureau of Yards and Docks	56
72	Records of the Bureau of Aeronautics	520
74	Records of the Bureau of Ordnance	5

Statistical summary of accessions, fiscal year 1948—Continued

Record group No.	Title	Cubic feet
77	Records of the Office of the Chief of Engineers	38
79	Records of the National Park Service	65
80	General Records of the Department of the Navy	101
81	Records of the United States Tariff Commission	6
83	Records of the Bureau of Agricultural Economics	540
84	Records of the Foreign Service Posts of the Department of State	1, 808
85	Records of the Immigration and Naturalization Service	515
86	Records of the Women's Bureau	3
88	Records of the Food and Drug Administration	27
90	Records of the Public Health Service	355
92	Records of the Office of the Quartermaster General	349
94	Records of the Adjutant General's Office	20
95	Records of the Forest Service	70
96	Records of the Farm Security Administration	800
98	Records of United States Army Commands	68
101	Records of the Bureau of the Comptroller of the Currency	1, 116
103	Records of the Farm Credit Administration	100
104	Records of the Bureau of the Mint	66
111	Records of the Office of the Chief Signal Officer	1
114	Records of the Soil Conservation Service	168
120	Records of the American Expeditionary Forces, 1917-21	370
121	Records of the Public Buildings Administration	16
126	Records of the Division of Territories and Island Possessions	325
128	Records of Joint Committees of Congress	2
129	Records of the Bureau of Prisons	67
131	Records of the Office of Alien Property Custodian	1, 246
134	Records of the Interstate Commerce Commission	396
136	Records of the Office of Marketing Services	44
138	Records of the Federal Power Commission	41
143	Records of the Bureau of Supplies and Accounts (Navy)	14
148	Records of Exposition, Anniversary, and Memorial Commissions of Congress	3
151	Records of the Bureau of Foreign and Domestic Commerce	69
156	Records of the Office of the Chief of Ordnance	455
161	Records of the Commodity Credit Corporation	1
162	General Records of the Federal Works Agency	2
165	Records of the War Department General Staff	84
167	Records of the National Bureau of Standards	69
169	Records of the Foreign Economic Administration	1, 402
170	Records of the Bureau of Narcotics	4
173	Records of the Federal Communications Commission	304
174	General Records of the Department of Labor	110
175	Records of the Chemical Warfare Service	3
178	Records of the United States Maritime Commission	621
179	Records of the War Production Board	938
183	Records of the United States Employment Service	90
186	Records of the Spanish Governors of Puerto Rico	1

Statistical summary of accessions, fiscal year 1948—Continued

Record group No.	Title	Cubic feet
188	Records of the Office of Price Administration	9, 158
190	Records of the Bureau of War Risk Litigation	30
196	Records of the Public Housing Administration	50
200	Gift Motion Pictures of the National Archives	23
201	Gift Sound Recordings of the National Archives	1
203	Records of the Office of the Chief of Finance (Army)	1
204	Records of the Office of the Pardon Attorney	400
208	Records of the Office of War Information	273
210	Records of the War Relocation Authority	211
211	Records of the War Manpower Commission	1, 230
214	Records of the Office for Emergency Management	30
215	Records of the Office of Community War Services	150
217	Records of the General Accounting Office	40
219	Records of the Office of Defense Transportation	425
220	Records of Presidential Committees, Commissions, and Boards	22
221	Records of the Rural Electrification Administration	22
222	Records of the Bituminous Coal Division	21
226	Records of the Office of Strategic Services	33
227	Records of the Office of Scientific Research and Development	1, 299
233	Records of the United States House of Representatives	201
236	Records of the Wage Adjustment Board	165
237	Records of the Civil Aeronautics Administration	130
239	Records of the American Commission for the Protection and Salvage of Artistic and Historic Monuments in War Areas	1
240	Records of the Smaller War Plants Corporation	25
241	Records of the Patent Office	6, 248
242	World War II Collection of Seized Enemy Records	3, 489
243	Records of the United States Strategic Bombing Survey	90
244	Records of the Retraining and Reemployment Administration	70
245	Records of the Solid Fuels Administration for War	1, 123
248	Records of the War Shipping Administration	39
250	Records of the Office of War Mobilization and Reconversion	200
251	Records of the Price Decontrol Board	9
252	Records of the Office of the Housing Expediter	100
253	Records of the Petroleum Administration for War	1, 762
254	Records of the Shipbuilding Stabilization Committee	60
	Total	58, 507

Maps and charts.—Only one-seventh as many maps were received as during the previous fiscal year, 25,000 as compared with 175,000, but the accessions were of high quality. The quantity of maps in the custody of the Archivist was reduced by about 87,000 as the result of disposing of maps found to be surplus. Thus at the end of the year there were some 478,000 maps and 850 atlases in the National Archives. There are other collections of maps in the country that are larger, but about two-thirds of the maps in the custody of the Archivist are manuscript or annotated and they constitute the outstanding collection of maps of this character in the United States.

Most of the maps received were from the Departments of the Army and the Navy. From the Hydrographic Office came recently printed hydrographic charts, which, with previous accessions, complete a record set of such charts from 1869 to 1941, and captured Japanese topographic maps and hydrographic charts of islands, harbors, and coastal areas in the Pacific. From the Historical Division of the Special Staff, Department of the Army, came maps relating to campaigns in wars observed by United States military attachés or wars in which the United States fought, 1895–1919. The most outstanding accession consisted of the first third of the so-called fortification files of the Office of the Chief of Engineers. They contain plans of forts and fortifications, particularly those on the sea coast, and of military posts and camps in the United States, 1792–1900. Both plans of the buildings and maps of the sites occupied by these fortifications are included. Since such posts marked the advancing frontier in the United States and often grew into cities, these materials are of exceptional historical importance.

Motion pictures.—The motion-picture collection was not greatly enlarged during the year. Only 379,200 running feet of motion-picture film were accessioned, but a careful measurement of motion pictures previously received from the Signal Corps, a measurement that had not been possible at the time the films were accessioned, revealed that this collection contained 5,287,200 more running feet of film than had been estimated. Thus the total quantity of such material in the custody of the Archivist at the end of the fiscal year amounted to about 35,366,400 feet. The films received during the year were of miscellaneous character. Among them were motion pictures on women in industry, the drug traffic and the enforcement of the narcotic laws, OPA's price and rationing program, and social security. The gift motion pictures consisted of additional issues in the "March of Time" series and of Paramount news reels.

Sound recordings.—To the 246,000 disks in the sound-recording collection of the National Archives, 12,817 disks were added during the year. Among the most interesting of them were recordings of

speeches by such Axis leaders as Hitler, Goebbels, Mussolini, and Ciano and by such dignitaries as Pope Pius XI, 1939-45, which were seized by American forces in the European Theater of Operations. Additional speeches by Axis leaders, Stalin, King George VI, and Presidents Roosevelt and Truman, recorded by the Foreign Broadcast Intelligence Service, were also received, and the State Department transferred memovox recordings of the Department's broadcasts to foreign countries, 1946-47. Among the gifts received from private sources were recordings of proceedings of the Inter-Asian Relations Conference held in New Delhi in March and April 1947, including a recording of a speech in English by Mahatma Gandhi. These recordings were made by Alfred Wagg, in cooperation with the Government of India Radio Station AIR, and were presented by him. The National Broadcasting Co., Inc., continued to present recordings of speeches made by President Harry S. Truman.

Still pictures.—The still-picture collection was increased by 154,921 items during the year, bringing the total number of items in that collection to 1,424,642. Of particular importance among the year's accessions because they document World War II so broadly, are the photographic records of the News and Features Bureau of the Overseas Operations Branch of the Office of War Information. They consist of prints and negatives, 1941-45, made by OWI photographers or assembled from official and commercial sources, showing World War II military and naval activities in all parts of the world, civilian war activities in the United States, international meetings such as the United Nations Conference on International Organization held in San Francisco, and prominent individuals of many nations. For research in the economic and social history of the United States, a collection of photographs, 1900-1946, received from the Bureau of Agricultural Economics, should be especially useful. Many of the pictures were made in connection with the Bureau's studies of certain cultural areas and they pertain to agricultural planning and marketing, transportation of agricultural commodities, and general agricultural practices.

Microfilmed records.—Although twice as many rolls of microfilm were received as in the previous fiscal year, the collection of microfilmed records in the National Archives grows slowly. All the new accessions were from the Navy Department and consisted of additional microfilm copies of plans of naval vessels decommissioned since 1910 and of letters suggesting submarine safety devices received from private individuals by the Office of Inventions, Executive Office of the Secretary of the Navy, 1927-36.

PRESERVATION OF RECORDS

Special features of the National Archives Building—its windowless storage areas, the air-conditioning and humidity-control equipment, and the burglar- and fire-alarm systems—serve to protect records once they are in the building, but protection by gadgetry, however elaborate and scientific, is not enough to insure the well-being of records. They must be fumigated as they are received, cleaned when necessary, properly packed, shelved, and labeled and, when damaged, repaired. That requires manpower, and for several years there have not been enough staff members available to do a fraction of this work that needs to be done.

Records brought into the building during the year under review were fumigated, of course, because to omit that step might result in the contamination by molds or insects of entire storage areas, and those that needed it, fortunately only a little more than a third of the records received, were cleaned. In addition, however, nearly 20,000 cubic feet of previously received records had to be cleaned because the faulty functioning of the air-conditioning system in certain areas results in the deposit of soot. Efforts of the Public Buildings Administration to correct this condition have so far been unavailing.

More than 172,000 cubic feet of records were packed and shelved during the year in the best manner to insure their preservation, expedite their use, and save space. This included packing and labeling new accessions, shifting, consolidating, and repacking those already on the shelves to make room for the new records, and often double-shelving in order to utilize for storage every possible bit of space in the building. Maps, because of their large size, require special steel cases. The receipt of a supply of these cases made possible the needed shifting and consolidation of quantities of cartographic materials. For the most part, however, records are now packed in light-weight, inexpensive cardboard boxes, which are stored on steel shelves. More than 141,000 of these boxes were filled during the year, bringing the number in use to over 1,068,000. As the result of all this work, the backlog of 80,000 cubic feet of unpacked records at the beginning of the fiscal year was cut to 64,000 by June 30, 1948. Further reduction of this backlog would have been possible except for the fact that labor had to be diverted from such work to move some of the less active records in the custody of the Archivist to the space allocated to the National Archives in Federal Office Building No. 4 at Suitland, Md., which was organized during the year as the Suitland Depository.

Rehabilitation of damaged records still had to be done on the basis of first needed, first repaired. Resources were not available for undertaking any large-scale, systematic rehabilitation project, although

a survey of the holdings of one section was made to determine the percentage of records that need repair—about 20 percent, it was found—and this survey should be extended to the entire holdings of the agency. In spite of the fact that the records that were repaired were in very poor state of preservation and required extensive preparation before they could be laminated, more than 98,000 sheets were so repaired, as compared with only 65,000 in the fiscal year 1947, and 104,000 sheets were flattened, chiefly to facilitate lamination, as compared with only 72,000 sheets last year. Fewer passenger lists were laminated, assembled, and covered, all in one press operation, than in the previous year, however, 1,400 as compared with 2,700. Nearly 1,600 volumes of records were sent to the Government Printing Office for rebinding; 1,200 of them were records of the House of Representatives, which paid for their rebinding. In addition about 1,160 less seriously damaged volumes were repaired at the National Archives.

Research in methods and equipment for preserving records better and cheaper is constantly being conducted. Experiments made during the year demonstrated that inexpensive post binders could be substituted for the costly conventional rebinding of volumes after their pages have been laminated. The use of these binders requires no expensive equipment, they can be applied quickly, and the records do not have to leave the National Archives Building. Tests of the fire-resistant qualities of the cardboard boxes now used for storage led to the development of a new type of container, a cardboard box lined inside and outside with a light aluminum foil. Preliminary tests showed that records in such boxes survive intense fire and dousing with water better than those in steel containers. Since the foil-lined boxes are much cheaper and easier to handle than steel boxes, their development and manufacture have important implications for all records keepers.

Because the National Archives is the major center of records repair in the country and is active in research in this field, many, both here and abroad, turn to it for help. An outstanding public service of the year in the field of records preservation was the advice and assistance given to the American Heritage Foundation, the organization managing the Freedom Train. About a third of the priceless documents on the Freedom Train were lent by the National Archives and more than another third by other Government agencies, so the National Archives has a vital interest in the project. Early in the year, plastics and other materials for use in the exhibit cars of the train were tested and recommendations were made as to the proper lighting, fire-prevention, and air-conditioning and humidity-control systems for the preservation of the documents. After the tour began,

several inspections of the documents were made by the Chief of the Cleaning and Rehabilitation Branch, and a member of that Branch was given leave without pay to serve as a preservation expert on the staff of the American Heritage Foundation aboard the train. By keeping in constant touch with him and by conducting periodic inspections the National Archives and the Library of Congress, with the full cooperation of the Foundation, were able to deal with a number of small problems before they could assume serious proportions.

Photographic records and sound recordings, because of their physical form, require special methods of storage and techniques of repair. All such materials received during the year were packed and shelved, but lack of personnel made it impossible to do anything more than plan the vast amount of rehabilitation work, especially on motion-picture film, that ought to be done. Most of the motion-picture film in the custody of the Archivist is on the highly unstable and inflammable cellulose nitrate base, and it needs cleaning and inspection to prevent rapid deterioration and to earmark some of it for reproduction. A beginning was made in the selection of about 50,000 running feet of film in an advanced state of deterioration, to be reproduced for preservation in the fiscal year 1949. Inspection, reproduction when necessary, and repacking of some 69,000 negatives of still photographs also ought to be undertaken very soon.

The nitrate motion-picture film is housed in temporary film-storage buildings at Suitland, Md., but the vaults there do not give adequate protection to the valuable film they contain or to nearby installations. Under the chairmanship of the Assistant Director of Photography of the National Archives, an informal interagency committee began a series of tests of an experimental film-storage vault constructed at Beltsville, Md., that were still in progress at the end of the year. When the tests have been completed the committee will issue a report on its findings.

ANALYSIS AND DESCRIPTION OF RECORDS

The program of the National Archives systematically to prepare finding aids for its holdings suffered a great deal during the year. Many professional members of the staff with the knowledge and the skill to do records analysis and description work were dislocated or lost entirely because of the reduction-in-force necessitated by the closing of the World War II Records Project and the displacement of war-service employees. Even in years of a normal turnover in staff the shifting of employees from one division to another, usually because of promotions, or their transfer to other agencies, results in a regrettable loss of experience with and knowledge of particular bodies of records. In the fiscal year 1948 this loss was acute. The

situation was further aggravated by the necessity of siphoning off personnel meant for work on records description to perform reference services, the demand for which zoomed up during the year.

In two aspects of the long-term plan to bring records in the custody of the Archivist under control there was progress. The identification and description in one- or two-page registration sheets of the record groups was kept up to date. Eight new record groups were established, bringing the total in the National Archives at the end of the year to 255. Furthermore, all the registration sheets were reviewed during the year and 175 new or revised sheets were issued. These registrations are chiefly for the use of staff members. To provide over-all information about the holdings of the Archivist for Government officials, scholars, and the public, guides and handbooks are compiled. Just before the fiscal year 1948 began, copy for the main portion of a comprehensive *Guide to the Records in the National Archives* as of December 31, 1945, was sent to the printer. During the year under review appendixes briefly listing records received during the period January 1, 1946–June 30, 1947, and identifying records the use of which is restricted were compiled and an extensive index to the 700-page *Guide* was prepared. This volume, describing more than 800,000 cubic feet of records in nearly 250 record groups, is expected to be off the press before the end of the calendar year 1948. The quarterly publication *National Archives Accessions*, which now serves as a supplement to the *Annual Reports* of the Archivist and will serve as a supplement to the *Guide*, was reorganized on a record-group basis during the year and was made available for general distribution.

Records description at the series level, essential in providing prompt and economical reference service, suffered most from personnel shortages and diversions. Fewer records were inventoried than were accessioned during the year. Measurement in terms of cubic feet of records described is not an accurate index of the amount of work involved in describing records, for a 5,000-foot series of income-tax returns may be described in one entry while a collection of seized enemy records may require an entry for almost every document; however, as an indication of the progress made in reducing the backlog of records to be inventoried in the National Archives, about 31,500 cubic feet of records were so described as compared with nearly 136,000 of them last year.

Among the 14 preliminary inventories¹ completed during the year

¹ The attempt to distinguish between preliminary checklists and preliminary inventories, both of which consist of series-by-series descriptions, has been abandoned along with the former term. The inventories must still be "preliminary," however, so long as the records described are subject to rearrangement

were those of the records of the War Production Board, the Maritime Labor Board, the Extension Service, the Civilian Conservation Corps, and the United States Counsel for the Prosecution of Axis Criminality and of German records in the World War II collection of seized enemy records. Substantial progress was made on the extensive preliminary inventories of the records of the United States Senate and of the War Department's collection of Confederate records in the National Archives. Only one preliminary inventory was published during the year, that of the Bureau of Medicine and Surgery, compiled by Kenneth F. Bartlett, but it is planned to publish the others produced.

Most inventorying must be preceded by the arrangement of records unless by chance they are received in the proper order. The description of the Senate records, for instance, is requiring the arrangement of some 6,000 cubic feet of them. Progress was also made on arranging the nearly 8,000 cubic feet of records of the House of Representatives. Of outstanding importance, however, was the nearly definitive arrangement given during the year to the entire map collection of the National Archives.

It was by no means a barren year in the production of other finding aids. After a lapse of more than 2 years the publication of reference information circulars was resumed. Two were issued, both of them by Seymour J. Pomrenze. They described records in the National Archives relating to Cuba and to the Dominican Republic and were widely used by Dr. Buck on his Caribbean trip. Their publication aroused interest throughout Latin America and brought many requests for further studies of materials in the National Archives relating to the southern portion of the Western Hemisphere. A third circular, on records in the National Archives relating to India, by Purnendu Basu, the trainee from the National Archives of India, was completed but had not been published by June 30, 1948. Most notable of the special lists compiled during the year was one of documents among Interior Department records in the National Archives relating to the negotiation of treaties with the American Indians.

Early in the fiscal year, the World War II Records Project, which had been established some 9 months earlier to prepare guides, indexes, and other finding aids for significant World War II records, was terminated because no funds were appropriated to continue it. Congress did, however, appropriate funds that had been requested to print the first volume of a two-volume *Handbook of Federal World War II Agencies and Their Records*, the compilation of which had been the first step in the program of the World War II Records Project. Responsibility for completing the *Handbook* was taken over by the im-

mediate office of the Director of Records Control. Before the end of the year a small amount of copy for volume I, which covers the military agencies, was sent to the Government Printing Office, but it is not expected that the remaining copy can be completed and the volume published before the end of the next fiscal year. Little attention could be given to the second volume, which will cover the civilian agencies. Many inquiries about World War II records were answered by resort to information collected by the project, however, and such agencies as the National Security Resources Board found this information very valuable in planning, on the basis of past experience, for the defense of the country.

File microcopies.—Recognizing that it is expensive and inconvenient for out-of-towners to do extended research in Washington and that the security of significant records in the custody of the Archivist is increased by having copies of them dispersed throughout the country, the National Archives several years ago began to reproduce on microfilm bodies of records of outstanding research value. Usually records are included in the file-microcopy program only after requests for microcopies of them have been received and it seems likely that additional requests for copies will be made. Such records are then analyzed and arranged, title pages and short introductions are prepared, and a master negative microcopy is made. When other orders are received, positive prints are made and sold at cost. Editorial copy for more than 600 rolls was prepared during the year, but only 118 rolls of negative film were produced as compared with 530 rolls last year because of shortages of personnel in the photographic laboratory. A *List of File Microcopies* produced up to June 30, 1947, has been published and is available upon request.

Among the most important file-microcopy projects completed during the year was the filming of some 320 rolls of State Department records pertaining to diplomatic and consular relations between the United States and China during the period ending in 1906, upon which work had been in progress for almost 2 years. Others completed include correspondence concerning Isaac Stevens' survey of a northern route for the Pacific Railway, 1853-61 (1 roll); records of the Office of the Secretary of the Interior relating to the construction of various wagon roads in the West, 1857-81 (6 rolls); despatches from United States ministers to Brazil, 1887-1906 (26 rolls); despatches from United States ministers to Uruguay and Paraguay, 1858-89 (7 rolls); an exhibit of German military documents, 1679-1913 (2 rolls); and schedules of the population census of 1830 for Massachusetts (10 rolls).

Distribution of positive copies of file microcopies during the fiscal year 1948 amounted to 1,823 rolls, far in excess of the 352 rolls distributed during the preceding year. An amendment of June 25, 1948,

of the National Archives Act provided that fees received for reproductions of material in the custody of the Archivist shall be paid into, administered, and expended as part of the National Archives Trust Fund.² The revolving fund thus created will greatly facilitate the distribution of positives of file microcopies as well as of other reproductions.

Late in the year notice was received by the National Archives of a \$20,000 grant from the Rockefeller Foundation for use in furthering the agency's file-microcopy program and other reproduction work in the service of scholars. Half the grant will be paid outright for use as a revolving fund and the other half will be available for expenditure up to January 1, 1950. This will make it possible not only to reproduce greater quantities of research materials but also to fill orders for positive prints of file microcopies more promptly than has been possible in the past.

Facsimiles.—To meet the demand from educational institutions, patriotic organizations, and the general public for copies of historic documents, the National Archives began during the year to reproduce in facsimile selected documents in the custody of the Archivist. Not much time could be given to this program until late in the fiscal year, but by June 30 facsimiles of 11 documents, 3 of them photographs, had been produced. All these facsimiles were reproduced photographically, and such facsimiles are sold for 20 cents each. Among them are General George Washington's oath of allegiance at Valley Forge, a deposition signed by Deborah Gannett, the woman who fought for 3 years as a soldier in the Revolutionary War, a broadside containing the history of the movement for a Washington Monument to 1849, a letter signed by Dolly Madison, and photographs of Abraham Lincoln and Robert E. Lee by the famous Civil War photographer, Mathew Brady. A full-sized facsimile of the Bill of Rights (32 x 34 inches), reproduced on fine quality paper, was at the Government Printing Office at the close of the year. It was expected off the press momentarily and it will sell for 55 cents.

REFERENCE SERVICE

The most significant factor in the administration of the National Archives is the ever-increasing demand for reference services on the records in the Archivist's custody. To make those records or the information in them available for use in the business of Government and in the service of the people is a primary function of the agency. There would be little justification for the expense of maintaining our Federal archives if they were kept merely as museum pieces, valuable but untouchable evidences of our national being. A comparative

²The text of the National Archives Act as amended is included in appendix I.

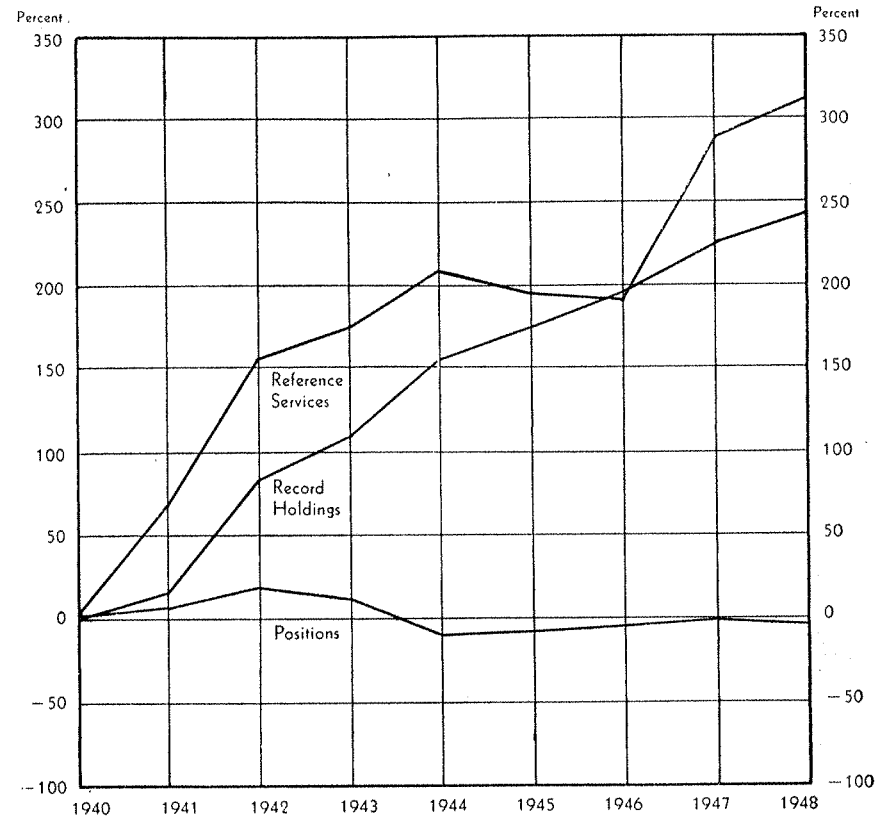
handful of easily recognized charters might be kept on that basis, but the quantities of valuable records in the National Archives are preserved for utilitarian purposes. Wider knowledge of these holdings and of the almost endless uses they can serve has resulted in such a great upswing in requests for reference services that the agency has been able to render them only at the expense of neglecting other functions.

There has been a general rise in the number of reference requests complied with ever since the first sizable accessions were available for use in the fiscal year 1938. There was a sharp rise from the beginning of the war period through the fiscal year 1944, when official use of the records in organizing emergency agencies and in planning operations began to level off and postwar civilian use, of course, had not yet begun. During the last 2 fiscal years there was another precipitant rise. An increase in reference service commensurate with the increase in holdings was to be expected, but the relative increase in reference service has been far greater than the relative increase in holdings. Since 1940, for instance, there has been a 243-percent increase in holdings and a 327-percent increase in reference services rendered. The serious administrative problem, however, arises from the fact that there has been no corresponding increase in personnel. In fact, as the chart opposite shows, there has been a 5-percent loss in the number of positions available in the fiscal year 1948 as compared with the number available in the fiscal year 1940.

To furnish the more than 260,000 items for use and to supply information by letter and by telephone and in personal conference on more than 86,000 occasions during the fiscal year 1948 was possible only by limiting the amount of information that was furnished in reply, for instance, to genealogical requests, by doing the work not in ideal fashion but in the best way possible with the resources available, and by postponing such other vital work as records description, which would, if there were only time for it, make reference service easier and cheaper. The decision to give priority to reference service, of course, was the only possible one for a service agency of the Government such as the National Archives is. Yet the meeting of these demands engenders more, so that the difficulty of performing other functions is compounded.

The Government continued to be the chief user of records in the National Archives and the uses it made of them were as diversified as were its activities. Loyalty and other investigations occasioned an unprecedented amount of recourse to personnel files by investigative agencies of the executive branch of the Government. Such planning agencies as the National Security Resources Board and the Munitions Board made wide use of World War II records in regard to industrial

Relative increases of positions, record holdings, and reference services in terms of percent, fiscal years 1940-48



Fiscal year—	Net positions paid from appropriation		Volume of records in custody		Reference services rendered		
	No.	Percent	Cu. ft.	Percent	Information services	Items furnished	Percent
					No.	No.	
1940	356.	Base	249, 226	Base	16, 750	64, 510	Base
1941	384.	8	302, 184	21	25, 500	107, 272	63
1942	427.	20	459, 925	85	27, 750	178, 735	154
1943	400. 5	13	537, 410	116	28, 973	189, 497	169
1944	308. 3	-13	632, 572	154	25, 555	229, 157	213
1945	318.	-11	689, 195	177	29, 472	208, 285	193
1946	331. 3	-7	732, 473	194	41, 346	187, 580	182
1947	351.	-1	813, 280	226	62, 011	251, 640	286
1948	338. 5	-5	855, 925	243	86, 431	260, 308	327

mobilization, administration of emergency programs, decentralization of Government activities, and other subjects vital to the security of the country. The Office of International Trade studied the records of the I. G. Farben Co. and of other enemy concerns, which were seized by the Alien Property Custodian at the beginning of World War II. The Hoover Commission on Organization of the Executive Branch of the Government consulted records of the Bureau of Efficiency and the President's Commission on Economy and Efficiency (the Taft Commission) for background material for its studies. When Princess Elizabeth married, the State Department sought precedents in regard to the giving of gifts by the Government on the occasions of royal marriages. Information on President Lincoln's trip to Fortress Monroe in 1863, incidents in the Seminole War, and the San Francisco fire was made available to the Coast Guard for use in its series of radio programs, "This Is Adventure," to promote recruiting.

As usual information and often the records themselves were furnished Government agencies for legal purposes. Evidence for use at the Nuremberg and the Tokyo war-crimes trials was obtained from records of the United States Strategic Bombing Survey, captured German records, and the deck logs of naval vessels at Pearl Harbor. For its antitrust suits the Justice Department obtained data from OPA, WPB, NRA, and other records relating to industry. The Indian Claims Commission and tribal attorneys made extensive use of Indian Office and other records.

The most dramatic legal use of records in the custody of the Archivist, however, was by the Justice Department in the trials, or in the preparation for the trials, of American citizens charged with treason by radio, such as "Tokyo Rose," "Axis Sally," and Robert Best, an expatriate newspaperman since 1922 who in 1942 took a position as news editor and political commentator with the German Radio Broadcasting Co. More than 400 disks of broadcasts made during the war by Best and transcribed by the Foreign Broadcast Intelligence Service were located in the National Archives and studied for evidence. Seventy of them, illustrating his violent attacks on the Allies and his praise for Adolph Hitler and his Nazi regime, were duplicated for possible use in the trial. Three were actually played in the courtroom. These recordings, the press declared, clinched the case for the Government. Thus Best was convicted of overt acts of treason (as Douglas Chandler, the "Paul Revere" of Goebbels' propaganda radio, had been in the previous year) largely out of his own mouth—by use of sound records in the National Archives.

Utilization of the recorded experience of the Government by Congress was facilitated during the year by the organization in the Legislative Reference and Records Division of a Legislative Reference

Service to handle congressional requests. Information and material were supplied to many congressional committees; for instance, data on the Free German movement and other subjects were obtained from Office of Censorship records for the House Un-American Activities Committee and records relating to Government airplane contracts were furnished the Special Committee of the Senate to Investigate the National Defense Program. Individual Members of Congress were supplied with information from the records on such topics as employment-stabilization plans, Negro employment in the Government during the war, and price and wage controls. Some Congressmen themselves worked long hours among records in the National Archives in connection with bills they planned to introduce. Others pursued their private research projects, chiefly in the history of their regions.

There was a steady increase in the use of records by scholars and other non-Government researchers. Interest in the Gold Rush, occasioned no doubt by the hundredth anniversary of the discovery of gold in California, ran a close second to the perennially favorite subject, the Civil War, but the variety of topics on which information was sought and found in the National Archives was almost endless. Studies were made of the administration of the Treasury Department, American trade with the Orient, the Navy as an instrument of foreign policy, the history of whaling vessels, the construction of the United States frigates *Constitution* and *Constellation*, international monetary relations, the iron and steel industry in the Mahoning Valley, and the great seal of the United States. Local historians writing histories of towns or counties obtained enlightening information from Post Office, veterans', and military-post records, maps, and accounts of Indian depredations. Organized scholarship in the form of representatives of The Papers of Thomas Jefferson and the Abraham Lincoln Association, which are to publish definitive editions of the papers of these two men, found quantities of pertinent materials in the National Archives. Already, for instance, more than 5,000 documents relating to Jefferson have been located and microfilmed.

A number of books based to some extent on records in the custody of the Archivist were published during the year. Among them were *The Federalists; a Study in Administrative History*, by Leonard D. White; *Lewis and Clark: Partners in Discovery*, by John Bakeless; *Woman With a Sword*, the story of Anne Carroll, by Hollister Noble; *Lake Okeechobee*, a volume in the "Lake Series," by A. J. and Kathryn A. Hanna; *The War Lords of Washington*, by Bruce Catton; and *The Disruption of American Democracy*, by Roy F. Nichols. The entire journal of Dr. James Morrow, the scientist who was a member of the expedition to open up Japan and whose record of it is among State Department files in the National Archives, was edited by Allan

B. Cole and published as *A Scientist With Perry in Japan*. Materials for biographies abound in the National Archives, of course, and writers of fiction are also making use of the records to a greater extent than ever before.

Old mysteries often yield to research in the National Archives. The long-standing argument over which of two Yankee clipper ships, the *Flying Cloud* or the *Andrew Jackson*, holds the sailing record from New York around Cape Horn to San Francisco was resolved recently when an enterprising searcher found the log of the *Flying Cloud* in the National Archives. In 1854 the *Flying Cloud* made the trip in 89 days and 8 hours to set a record. In 1860, however, the *Andrew Jackson* arrived off San Francisco 89 days and 4 hours after dropping her New York pilot off Sandy Hook. Then the controversy began. Had the record of the *Flying Cloud* been from pilot-to-pilot or from anchor-to-anchor? The log of the *Flying Cloud* was not available to settle the argument, which continued to rage among devotees of the clipper ship for nearly a hundred years. Then the log was discovered. It revealed that the *Flying Cloud's* time was from anchor-to-anchor. Her pilot-to-pilot time, comparable to that of the *Andrew Jackson*, was only 88 days and 22 hours. Thus she was established as America's fastest clipper.

Business continued to sponsor investigations of its history in the course of which many records in the custody of the Archivist were used. The Forest Products History Foundation, for instance, had a member of its research staff working in the National Archives during the year on timber supply for the lumber industry in the Northwest. The study of the petroleum industry in the Southwest, financed by Standard Oil of New Jersey and begun last year, went forward. A centennial history of the Chicago, Burlington and Quincy Railroad was in preparation, and the recently appointed historian of the Illinois Central Railroad was furnished with information and copies of documents relating to the history of that railroad.

It was not just in the writing of its history, however, that business made use of the National Archives. Its lawyers consulted a variety of records in preparing cases for trial; legislative histories of acts of Congress were particularly valuable in determining the intent of Congress and in interpreting the laws. An oil company, for instance, was furnished with information about the seizure of its refinery by a foreign power for use in pressing its claims for reimbursement. Labor as well as capital obtained evidence for legal purposes; one union used WPB records to substantiate its claim for millions of dollars in back pay for its members. Representatives of manufacturers studied OPA records, for instance, to obtain information on prices and distribution useful in planning new products to add to their

firms' lines. A steamship company was able to replace some of its records destroyed by fire by obtaining copies of crew lists from the National Archives. One company in seeking to improve its own methodology even made a study of blank forms used by the War Manpower Commission.

The concern expressed last year by trade associations and journals that "business secrets" documented particularly in OPA and WPB records would be revealed subsided. It became obvious to them that not only was the National Archives bound by the same statutes forbidding the release of confidential data as were the agencies that obtained this information but that the procedures established in the National Archives for servicing records containing such data guarded effectively against unwarranted disclosures. The possession of a card of admission to the search rooms of the National Archives does not entitle the searcher to examine documents the use of which is restricted, as is pointed out in the regulations for the use of records in the custody of the Archivist of the United States that were printed in the *Federal Register* of January 24, 1948, and later issued as a separate publication available for general distribution.³

On March 3, 1948, the President approved an act amending the National Archives Act.⁴ Two of the three provisions of the amendatory act relate to restrictions. The authority of heads of agencies to impose restrictions on the use of their records in the Archivist's custody was revoked and it was provided instead that restrictions shall be imposed by the Archivist at the time the records are transferred whenever the head of the transferring agency specifies in writing that restrictions are "necessary or desirable in the public interest." Such restrictions cannot be removed or relaxed by the Archivist unless the head of the transferring agency agrees in writing or unless the agency has been terminated. Restrictions imposed prior to this amendment of the act are to remain in effect until removed or modified in accordance with its terms. The amendatory act also makes express provision that statutory limitations and restrictions on the use of records shall become applicable to the Archivist and his staff when such records are transferred to the National Archives. It further provides that officials of the United States Government who are authorized to make certifications or determinations on the basis of records in their custody can make such certifications or determinations on the basis of records transferred to the National Archives by them or their predecessors.

Most of the records in the National Archives are unrestricted, of course, and their use to individuals concerned with personal problems

³ These regulations constitute appendix III.

⁴ The text of the National Archives Act as amended is included in appendix I.

as well as those engaged in research is considerable. The agency cannot act as a bureaucratic Dorothy Dix nor can it serve as a legal bureau for all those people who "really own" most of Manhattan Island, or Chicago, or San Francisco, but it can and does give much assistance to those seeking to prove their citizenship, their eligibility for pensions, or other legal rights. The finding of land records to protect a disputed claim, adoption papers in court records, or the names of relatives in pension files means untold happiness for some people. It was only a routine service to provide one individual with a certified copy of a passenger list for use in proving American citizenship, but that person had spent more than a thousand dollars in a fruitless search for evidence before turning to the National Archives. For supplying information in response to some requests, however, a crystal ball would be a better source than records. Not long ago a professional treasure hunter wrote for data about a ship. It carried fabulous treasure when it sank, the inquirer asserted. He had learned all about it in a seance.

Exhibits.—During the year, more than 2,000,000 people throughout the United States saw some of the most priceless documents in the custody of the Archivist. About a third of the documents on the Freedom Train, sponsored by the Attorney General of the United States and financed by a private, nonprofit, nonpartisan group incorporated as the American Heritage Foundation, were lent by the National Archives. All the materials for this unique display, which illustrates how traditional American freedoms were fought for and won, were assembled at the National Archives, prepared for exhibition, and installed in the three specially equipped and safeguarded exhibit cars of the train. Extensive information for the official train book, *Heritage of Freedom*, was also supplied. The Archivist and the Chief of the Division of Exhibits and Publications represented the National Archives at the opening of the Nation-wide tour of the train in Philadelphia on September 16.

Scheduled to visit more than 300 communities in its year-long tour, the Freedom Train had already been in nearly 225 in all sections of the country by the last of June. In addition to the 2,000,000 that went through the train and had a chance to see such charters of liberty as the Treaty of Paris of 1783, in which Great Britain recognized the independence of the United States, the Bill of Rights, and the Emancipation Proclamation (all three lent by the National Archives), an estimated 33,000,000 took part in programs designed to reawaken Americans to their heritage and thereby to promote better citizenship. The press, the radio, the Advertising Council, and many others gave unprecedented support to this educational program, and the National Archives is proud to have had a part in it.

Only one new major exhibit was presented in the Exhibition Hall of the National Archives during the year. The one hundred and fiftieth anniversary of the establishment of the Department of the Navy was commemorated by an exhibit on the accomplishments of the American Navy in peace and war. It was opened on April 29 with a preview attended by the Secretary of the Navy, the Chief of Naval Operations, and many other Navy officials. A catalog of the exhibit, *The Sesquicentennial of the Department of the Navy, 1798-1948*, by Elizabeth E. Hamer, was published for distribution to visitors. During the year there were 65,000 visitors to the Exhibition Hall, where the World War II surrender documents remain on display. Japanese newspapers of the World War II period, photographs of German museums and masterpieces, and documentary exhibits on such diversified subjects as John Paul Jones, the Daughters of the American Revolution, and 4-H Clubs were among other displays of the year. Nonarchival exhibits were prepared for several special occasions, such as the observance of the fiftieth anniversary of Cuban independence by the American Embassy in Habana. Also the National Archives continued to cooperate with the Library of Congress in the presentation of exhibits commemorating important State anniversaries; three such exhibits, honoring Utah, Georgia, and Wisconsin, were on view at the Library during the year.

OTHER SERVICES

To strengthen relations among archivists of all nations, to promote and to facilitate the use of records, and to cooperate with other organizations in the advancement of the documentation of human experience, an International Council on Archives was established in Paris during a 3-day meeting of archivists, June 9-11, 1948. For some time the National Archives has advocated the creation of such an organization in order to provide a forum where the archivists of different countries could meet to discuss common professional and technical problems and also, in this day of "joint," "combined," and international agencies of government, to consider the many problems of record-keeping that have an international aspect. Last year Dr. Buck, at the suggestion of the United Nations Educational, Scientific, and Cultural Organization, which had agreed to sponsor such an organization, sent out nearly a hundred questionnaires to leading archivists throughout the world in order to obtain their opinions as to what kind of organization was desired. The replies received were analyzed during the year under review, and a draft constitution for the proposed organization was prepared. Information and suggestions concerning the project were furnished to the UNESCO unit in the State Department, to the United States delegation to the Second General Conference of

UNESCO in Mexico City, and to the Consultant for Archives and other officials of the UNESCO Secretariat. Close relations were maintained with officials of the Society of American Archivists, which also was sponsoring the project.

When, in the spring of 1948, UNESCO issued invitations to a meeting in Paris to discuss the organization of an international council on archives, Dr. Buck was nominated by the Society of American Archivists to represent the archivists of this country. He attended and played a prominent role in the conference proceedings. The constitution drafted at the National Archives was adopted with few significant changes, and officers were selected to serve until 1950. Dr. Buck was elected vice president for the Western Hemisphere and Oliver W. Holmes of the National Archives was one of the two deputy secretaries-general appointed. It is hoped that in the next few years the National Archives can contribute significantly to making the new Council a strong and effective organization.

There was also initiated this year a program to draw closer together the archivists of the Western Hemisphere. By resolution of the Fourth General Assembly of the Pan American Institute of Geography and History, held at Caracas in 1946, a Commission on History was created. This Commission held its first meeting at Mexico City, October 18-26, 1947, during which four permanent committees for carrying out the program of the Commission were created. One of them is a Committee on Archives, composed of active members in five or six of the American republics and corresponding members in the others. On March 31, 1948, Dr. Buck was named an active member of this Committee to represent the United States.

The National Archives continued to be represented during the year on the State Department's Interdepartmental Committee on Scientific and Cultural Cooperation. Under the sponsorship of this Committee and as part of its "Exchange of Leaders" program, the Archivist spent most of February, March, and April 1948 in Cuba, Haiti, and the Dominican Republic. He visited the national archives in each of these neighboring countries and also a number of local archives, libraries, and cultural centers, gave a number of addresses, and talked with archivists and historians on archival problems and projects of mutual interest. The close relations that have existed in the past between the United States and these Caribbean countries have resulted in the creation of many bodies of records that are of common interest. Information concerning them was exchanged, and it is expected that in future years there will be closer cooperation with regard to their preservation and use.

Through grants made possible by funds allocated by the Interdepartmental Committee for Scientific and Cultural Cooperation to this

agency 3 archivists were brought to the National Archives from other American republics—this year from Colombia, Uruguay, and Venezuela—for 6 months' training in technical aspects of archival work and in general archives administration. Such grants have now been made to trainees from 8 of the other American republics. It has been our hope that this program could be continued until one intern has been invited from each of the American republics, but lack of funds available to the Interdepartmental Committee will force the suspension of the program for the fiscal year 1949. At the request of the Government of India, training of somewhat more advanced nature was given for a 10 months' period to the Assistant Director of the National Archives of India. All his travel and maintenance expenses were paid by the Indian Government. Plans were developed for a program of assistance to the Philippine Government in the establishment of an adequate archival service, which would include proper maintenance of the records of the period of United States rule in the Islands. It was hoped in this connection to bring several qualified Filipinos to the National Archives for training. Funds were not available this year, however, for initiating the program.

The National Archives served also as host to a number of foreign archivists, librarians, and other officials who came for brief visits, and it handled a considerable quantity of correspondence from foreign countries requesting information on our methods, practices, and technical processes. There were similar letters and visits from archivists and other officials responsible for State and local records in the United States and an unusually large number from colleges and universities and from private business firms. Usually advice was sought on specific problems, such as building construction, equipment, repair methods and materials, microfilming, and appraisal policies. Although a number of the more advanced State archival agencies are in a position to give good advice in the field, the tendency, apparently, is to write to the National Archives.

For the ninth consecutive year the National Archives cooperated with the American University in Washington in a program for the training of archivists. This program included a two-semester course in "The History and Administration of Archives," conducted by Dr. Ernst Posner of the University staff with the assistance of members of the National Archives staff, and one-semester courses in "The Management of Government Records" and "The Arrangement, Classification, and Indexing of Government Records," both taught by Helen Chatfield, Record Officer of the Bureau of the Budget. These courses were given after hours in the Conference Room of the National Archives Building, a location that is convenient for National Archives employees, many of whom take advantage of this opportunity for

broadening their professional background. There was also held in July and August 1947, for the third consecutive year, an intensive 4 weeks' summer training program, chiefly for archivists and manuscripts curators from outside the Washington area who cannot attend the regular courses, and plans were completed for the fourth intensive training program to be held in July and August 1948. These programs have been very popular and successful and have provided the only existing opportunity for those working with archives in the States, universities, private organizations, and business firms to get both theoretical and practical training in this field. The Maryland Hall of Records at Annapolis has also cooperated in this program in order that the students may gain some knowledge of the work of a small but highly efficient State archival agency.

The Joint Committee of Expert Examiners for Archivists, upon which three members of the National Archives staff served, one of them as Chairman, this year completed the large task of rating over 1,500 applications submitted in connection with an unassembled examination for professional archivists, grades P-2 to P-6, inclusive. This was the first occasion upon which such an examination was given, and it has resulted in the setting of positive standards in a relatively new profession in the Government service. The registers established were approved by the Civil Service Commission on June 7, 1948.

In addition to cooperating with the several committees and organizations already mentioned in this report, representatives of the National Archives participated in the work of a number of others. Among them are 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 Buildings, 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. Participation by staff members in the work of professional associations increased; many of them served on committees, contributed papers, and attended meetings. A valuable summation, "Archives in the United States During World War II, 1939-45," for instance, was prepared by Philip C. Brooks at the behest of the American Council of Learned Societies and was published in the October 1947 *Library Quarterly*.

As in previous years the Archivist served as chairman of the National Archives Council and of the National Historical Publications Commission; the Director of Legislative Service served as secretary of the former body and the Director of Records Control as secretary

of the latter. Reports of the secretaries on the activities of these agencies comprise appendixes V and VII of this report. The Archivist is also charged with the administration of the Franklin D. Roosevelt Library; his annual report as to the Library is presented separately.

THE FEDERAL REGISTER

The appearance of rules and regulations in the *Federal Register* gives legal notice of their content and they are accordingly binding regardless of actual knowledge of their content or of hardship resulting from innocent ignorance, the Supreme Court of the United States decided in the case of *Federal Crop Insurance Corp. v. Merrill*.⁵ In reaching this decision, the Supreme Court for the first time considered and approved the principle of constructive notice with regard to rules and regulations published in the *Register*. This is of great significance, for today many of the requirements that circumscribe the activities of citizens of the United States are based on such administrative pronouncements.

It was recognition of the need for official and centralized publication of such administrative "law" that led to the passage of the Federal Register Act of 1935 creating the Division of the Federal Register in the National Archives Establishment and providing for the publication of the daily *Register*. In 1937 the act was amended to provide for the regular publication of the *Code of Federal Regulations*, and in the Administrative Procedure Act of 1946 Congress further increased the coverage of the *Register* by providing that statements in regard to the organization and procedure (including delegations of final authority) of each Federal agency, with certain exceptions, be published in it. All this administrative material has by the decision in the Merrill case been placed substantially on a par with statutory law.

Only about half as many documents were filed during the year with the Division of the Federal Register as during the previous fiscal year, when wartime restrictions were still being removed and a large number of documents were being submitted for the first time in accordance with the Administrative Procedure Act. Of the 11,218 filed, however, practically all were published in the daily *Register*. Paid subscriptions fell from 8,059 on June 30, 1947, to 5,300 a year later. Income from regular subscribers, covered into the Treasury by the Superintendent of Documents, consequently decreased from \$121,661 in the fiscal year 1947 to \$79,756 in the fiscal year 1948. Sales of books of the *Code* and supplements yielded an income of \$28,582, which was also covered into the Treasury.

⁵ 332 U. S. 380, decided November 10, 1947.

The 1937 amendment to the Federal Register Act, already noted, 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*. During the fiscal year 1948 the four concluding volumes of the six-volume 1946 supplement to the *Code* and all five volumes of the 1947 supplement were completed and were received from the printer. The compilation and publication of the 1947 supplement in record time made it possible to begin work promptly on the 1949 edition of the *Code*, approved by the Administrative Committee of the Federal Register in a meeting on November 12, 1947, and authorized by Executive Order No. 9930 of February 4, 1948.⁶

Upon the recommendation of the Bureau of the Budget and with the approval of the Committee on Appropriations of the House of Representatives, arrangements were made for the Division of the Federal Register to assume responsibility for the publication of the *United States Government Manual* at the beginning of the fiscal year 1949. The *Manual*, formerly issued by the Office of Government Reports, which was abolished as of June 30, 1948, contains information about agencies in all three branches of the Government. Since the Administrative Procedure Act required that certain data about agencies in the executive branch be published in the *Federal Register*, there was considerable duplication between the two publications. This will be eliminated in the 1949 *Manual*, which will be issued as a supplemental edition of the *Register*. Copy for a 1948 edition of the *Manual*, similar to previous editions in organization and content, was ready to go to press as the Division prepared to take over.

Numerous services were performed by the Division during the year for the Government and the public. In addition to its regular editing of Executive orders and Presidential proclamations before they are sent to the White House for signature, the Division saved time and money for several agencies by editing and printing their regulations in advance of the formal filing. Among those that used these preprints were the Office of the Housing Expediter, the Office of Defense Transportation, and the War Assets Administration. Assistance was also given such agencies as the Federal Communications Commission, the Department of the Army, and the Coast Guard in bringing their regulations up to date. Suggestions made by the Division in regard to proposed revisions of the *Postal Laws and Regulations*, as the result of which annual savings of thousands of dollars could be effected, were approved by Post Office officials. Surplus copies of OPA price regulations have been taken over by the Division

and their distribution has been of real service to people throughout the country who are engaged in litigation arising out of such control. In addition thousands of inquiries from the public concerning documents on file were answered.

ADMINISTRATIVE ACTIVITIES

Organizational changes.—The organizational structure of the National Archives remained substantially the same during the fiscal year as that established by the Archivist in the major reorganization of January 1, 1947. Further progress was made toward implementing that reorganization so as to devolve upon the records divisions of the National Archives as much responsibility as possible for carrying out the substantive program of the agency.

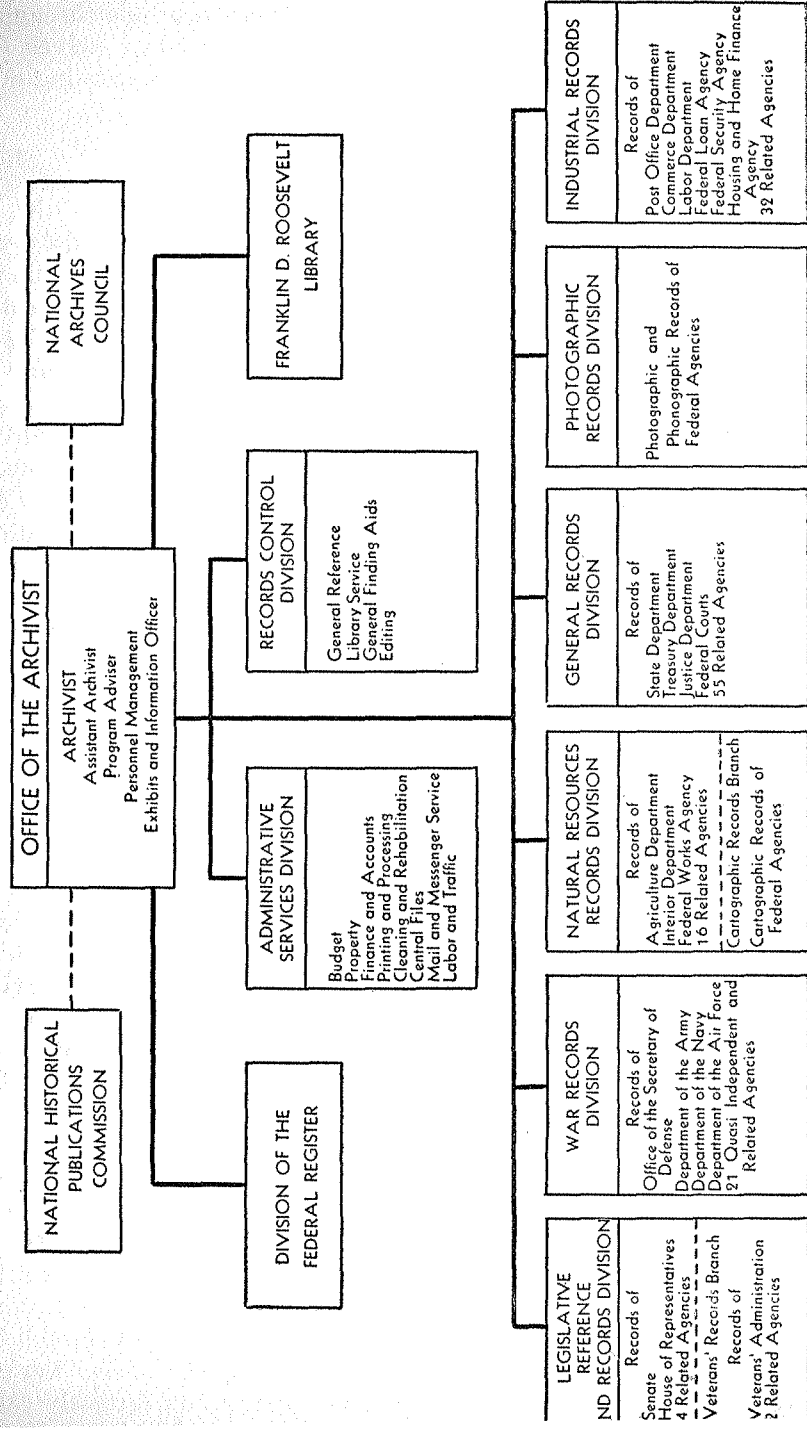
At the beginning of the year, as already mentioned, the World War II Records Project was discontinued. On November 3, 1947, several significant organizational changes were made for the purpose of consolidating certain functions and effecting economies in operations. The Secretary's Office was abolished and the positions of Secretary and Assistant Secretary were discontinued. The Office of the Archivist absorbed those functions of the Secretary's Office relating to management planning and control, supervision of the authoritative issuance system, and records retirement staff activities. Staff supervision of the agency's internal current records management program and the personnel and functions of the Central Files Section and the Mail and Messenger Section were transferred from the Secretary's Office to the Administrative Services Division. In the Office of the Archivist the Division of Exhibits and Publications was abolished and in lieu thereof there was established the staff position of Exhibits and Information Officer, who was given responsibility for the informational, exhibit, and general publications programs of the National Archives Establishment. From the Division of Exhibits and Publications there was transferred to the Director of Records Control responsibility for editorial work and for the planning and preparation of publications of the National Archives relating to the records of the Federal Government. The General Reference Division in the Records Control Office was redesignated the General Reference Branch. Shortly thereafter, on November 12, 1947, the Stenographic Pool of the Division of Personnel Management in the Office of the Archivist was abolished.

In keeping with recommendations on uniform nomenclature for Government organizations made by the Senate Committee on Expenditures in the Executive Departments, the Archivist, on December 17, 1947, announced the redesignation of operating units established by him. Major operating units previously called "offices" were redesignated "divisions," and their subordinate units formerly called

THE NATIONAL ARCHIVES

General Organization Chart

June 30, 1948



terminated that the designation of such organizational units as are necessary below the branch level would be in terms of "section" and "unit," in that order.

The organization of the National Archives on June 30, 1948, is shown by the chart on the opposite page.

Personnel.—The most extensive reduction-in-force the National Archives has ever had to carry out began soon after the fiscal year opened. Because no funds were appropriated for the World War II Records Project, those who were employed for the duration of the project had to be separated and members of the regular staff of the National Archives who had received limited promotions for work on the project had to be returned to their former grades. At about the same time the Civil Service Commission established a register of eligibles for archivist, P-1, positions and those on the staff holding such jobs who did not take the examination or who were rated ineligible had to be separated. It was decided to make this displacement a part of a general reduction program; consequently, all war-service or temporary employees holding archivist positions of various grades were separated, except for a very few specialists and four persons with veterans' status who were placed in vacant positions at lower levels. Thus some 50 persons were separated or transferred or resigned in anticipation of displacement.

The turnover did not cease there. By the end of the year there had been 105 separations, 53 percent of which were involuntary, and 62 persons had been added to the rolls, chiefly in clerical, typing, and stenographic positions. The turnover rate for the year was 31 percent as compared with 24 percent in the fiscal year 1947.

On June 30, 1948, there were 341 persons on the staff, including 15 at the Franklin D. Roosevelt Library but not including persons on extended leave without pay. Of them, 34 percent were veterans and 75 percent had permanent civil-service status. Of the 71 persons promoted to higher grades during the year, 39 percent were veterans. Automatic salary advances were received by 241 employees and 7 salary advancements were made in recognition of superior accomplishments. In addition, cash awards were made to 4 employees for valuable suggestions for improving procedures or equipment. There were more demotions during the year than in any previous year of the agency's history—51, of which half were in the professional service. They resulted chiefly from the reduction-in-force, of course, but 18 percent of the demotions in the CAF service were requested by employees so they could obtain classified status.

The establishment of civil-service registers of eligibles for archivist positions, grades P-2 through P-6, will make it possible to obtain experienced people when vacancies occur on the staff of the National

by promotion from within. These registers are being administered by the Personnel Management Branch of the National Archives.

In common with other Federal agencies, the National Archives during the year submitted loyalty forms for a record check of its employees. As a result of this check, the Federal Bureau of Investigation made full investigations of four employees. All four cases were awaiting action by the agency loyalty board at the end of the year.

A number of changes in the top command of the agency, in addition to the resignation of Dr. Buck as Archivist of the United States, took place during the year. Dan M. Lacy, Assistant Archivist, resigned on July 11, 1947, to accept a position at the Library of Congress and he was succeeded on August 1 by Wayne C. Grover. When Dr. Grover became Archivist of the United States, Robert H. Bahmer, Chief of the Departmental Records Branch of the Adjutant General's Office of the Department of the Army, succeeded him as Assistant Archivist on June 7, 1948. Fred W. Shipman, Director of the Franklin D. Roosevelt Library at Hyde Park, N. Y., since 1940, transferred on April 4, 1948, to the National Security Resources Board and no one had been appointed to succeed him by the end of the fiscal year.⁷ On June 5, Philip C. Brooks, Assistant Director of the General Records Division, also transferred to the National Security Resources Board to do research and records work. Collas G. Harris returned from military duty on April 16 and assumed the duties of Director of Administrative Services. A list of officials of the National Archives appears on page iv of this report.

Library.—Specializing in Government documents, materials on United States history, particularly the administrative history of Federal agencies, American biography, political science, and archives administration both here and abroad, the Library of the National Archives continued during the year to serve members of the staff, searchers using records in the Archivist's custody, and students who attend courses sponsored by the agency. A special effort was made to obtain copies of the official war histories prepared by numerous Federal agencies at the behest of the late President Roosevelt and the Committee on Records of War Administration of the Bureau of the Budget in order to record the significant experience of the Government at war. Many of these histories were not published or were only processed in limited editions. They should be invaluable for use with the wartime records that already in large quantities have been transferred to the National Archives. In order to insure the most effective use of extra copies of *Inventories of Federal Archives in the States*, produced by the Survey of Federal Archives, and of certain

surplus National Recovery Administration materials, the Library turned them over to the Documents Expediting Project in the Library of Congress for distribution to interested Libraries throughout the country. An amendment of June 8, 1948, to the National Archives Act⁸ gave permanent authorization for the expenditure of funds for membership in societies whose publications are available to members only or to members at a price lower than to the general public, an authorization previously granted in appropriation acts. During the year the Library acquired 2,205 books and 1,880 pamphlets and disposed of others no longer needed. Its holdings at the end of the year therefore totaled 58,261 books and 41,965 pamphlets.

Public relations.—In view of the fact that the National Archives has never conducted a real publicity program about itself, there is a surprising amount of interest in the agency. Numerous letters of inquiry and telephone calls are received that seek general information about the agency, its functions, and its holdings. They are answered, of course, and visitors, including members of the press and other writers, are supplied with information or publications that give them the data they seek. The guide service the National Archives had before the war has never been restored because all available personnel is needed for work on the records, and there are many who come to the building expecting to see how the agency operates who must be turned away unsatisfied. No publications designed for the general public, except the exhibit catalog already referred to, were issued during the year and only five press releases, chiefly relating to exhibits or to appointments, were issued.

Building and equipment.—Space in the National Archives Building becomes scarcer and scarcer as more and more records are received each year. All the various devices to create records-storage space where none existed before have extended the capacity of the building to something less than 1,000,000 cubic feet. There are already 856,000 cubic feet of records in the custody of the Archivist, and if accessioning continues at approximately the present rate, it is obvious that the building will be overflowing in about 2 years. In fact it would be almost impossible to fit a very large accession into the building now, for the 100,000 or more cubic feet of space that does exist is scattered. In recognition of the agency's need for additional space, the Public Buildings Administration allocated to the National Archives the second and third floors of Federal Office Building No. 4 at Suitland, Md. Because the National Archives was not able to move records from the main building fast enough to fill this space at once, the second floor allocation was rescinded. By the end of the fiscal year, nearly half of the 32,000 cubic feet of space available at the Suitland Depository had been filled. The remaining storage area there and in the

⁷ On August 16, 1948, Herman Kahn, former Director of the Natural Resources Records Division in the National Archives, was named as the Director of the Library.

National Archives Building cannot begin to accommodate the valuable World War II records of the Army, Navy, and Air Forces, for instance, which have not yet begun to be transferred, so the National Archives continued its discussions with the PBA of possibilities for further space-creating construction in the building and for the construction of a Federal Records Center, to include permanent facilities for the storage and administration of both paper records and film.

Except for the usual cardboard boxes and the special map cases already mentioned no new equipment was obtained during the year. A complete overhauling of the air-conditioning system is urgently needed because the makeshift measures PBA has been able to take in the past have failed to correct its faults.

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, 1948

The Independent Offices Appropriation Act, 1948, approved July 30, 1947 (61 Stat. 585), provided for the National Archives \$1,241,335 for salaries and expenses and \$20,000 for printing and binding for the fiscal year ending June 30, 1948. The funds for salaries and expenses were augmented by funds in the amount of \$18,299 transferred from other Government agencies as reimbursement for the costs of special services performed for them. There was thus available for obligation by the National Archives \$1,259,634 for salaries and expenses and \$20,000 for printing and binding.

Obligations for the fiscal year ending June 30, 1948

Salaries and expenses:	
Personal services	\$1, 187, 805
Travel	2, 051
Transportation of things	100
Communication services	9, 229
Penalty mail	646
Rents and utility services	60
Other contractual services	2, 799
Supplies and materials	29, 797
Equipment	26, 665
<hr/>	
Total obligations	1, 259, 152
Unobligated balance	482
	<hr/>
	\$1, 259, 634
Printing and binding:	
Total obligations	19, 815
Unobligated balance	185
	<hr/>
	20, 000

The total obligations, including \$18,299 of reimbursable services performed for other agencies, amounted to \$1,278,967, leaving unobligated balances totaling \$667.

Several Government agencies requested the National Archives to perform services for them for which they advanced funds to the National Archives, which were used to cover the costs of rendering such services. The amounts available at the end of the fiscal year 1947, the total obligations against each, and the unobligated balances were as follows:

Funds advanced to the National Archives that were available during the fiscal year ending June 30, 1948

Source	Amount available	Total obligations	Unobligated balance
Department of State	\$4, 544	\$4, 544
Department of War	998	4	\$994
Department of the Navy }			
Civilian Production Administration	87	87
<hr/>			
Total	5, 629	4, 635	994

The sum of \$8,658 was received for reproductions of documents and for authentications 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 no additional funds during the year. The Trust Fund balance of \$28,166 was transferred to the Library of Congress during the year with the understanding that the Library will complete the work of transferring the Smithsonian-Densmore Collection of Indian sound recordings to a permanent base. On June 30, 1948, therefore, there was no balance in the fund. The annual report of the board comprises appendix VI of this report.

The Independent Offices Appropriation Act, 1949, approved April 20, 1948 (62 Stat. 189), 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.

APPENDIXES

APPENDIX I

THE NATIONAL ARCHIVES ACT AND CERTAIN OTHER LEGISLATION CONCERNING THE NATIONAL ARCHIVES¹

THE NATIONAL ARCHIVES ACT, APPROVED JUNE 19, 1934, AS AMENDED
JUNE 22, 1936, AND MARCH 3, JUNE 8, AND JUNE 25, 1948

[48 Stat. 1122; 49 Stat. 1821; 62 Stat. 58, 344, 1026]

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

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

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

¹ Other legislation still in force concerning the National Archives, including the Federal Register Act (44 U. S. C. 301-314) and the resolution establishing the Franklin D. Roosevelt Library (53 Stat. 1062), is printed in the *Fifth Annual Report* of the Archivist of the United States, 58-66; the act providing for the distribution of Government publications to the National Archives (44 U. S. C. 215a) is printed in the *First Annual Report*, 46; the act establishing the National Archives Trust Fund Board (44 U. S. C. 300aa-300jj) is printed in the *Eighth Annual Report*, 51; and 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) are printed in the *Twelfth Annual Report*, 53-57.

² Some of the provisions of this section have been superseded by the following provisions in the Independent Offices Appropriation Act, 1939, approved May 23, 1938 (52 Stat. 421): "*Provided further*, That six months after the date of approval of this Act, notwithstanding any provisions to the contrary in section 2 of The National Archives Act, approved June 19, 1934, and section 1 of the Federal Register Act, approved July 26, 1935, all persons employed in The National Archives establishment under section 2 of The National Archives Act and section 1 of the Federal Register Act shall be appointed by the Archivist in accordance with the civil-service laws and the Classification Act of 1923, as amended: *And provided further*, That all persons employed under section 2 of The National Archives Act and section 1 of the Federal Register Act in said establishment six months after the date of approval of this Act, regardless of the method by which they were appointed, who do not have a competitive classified civil-service status shall acquire such a status (1) upon recommendation by the Archivist and certification by him to the Civil Service Commission that such persons have rendered satisfactory service in said establishment for not less than six months and (2) upon passing such suitable noncompetitive tests as the Civil Service Commission shall prescribe."

Sec. 3. All archives or records belonging to the Government of the United States (legislative, executive, judicial, and other) shall be under the charge and superintendence of the Archivist to this extent: He shall have full power to inspect personally or by deputy the records of any agency of the United States Government whatsoever and wheresoever located, and shall have the full cooperation of any and all persons in charge of such records in such inspections, and to requisition for transfer to the National Archives Establishment such archives, or records as the National Archives Council, hereafter provided shall approve for such transfer, and he shall have authority to make regulations for the arrangement, custody, use, and withdrawal of material deposited in the National Archives Building: *Provided*, That whenever the head of any agency shall specify in writing restrictions on the use or examination of records being considered for transfer from his custody to that of the Archivist that appear to him to be necessary or desirable in the public interest, the Archivist shall impose such restrictions on such of the records as are transferred to his custody; and restrictions so imposed shall not be removed or relaxed by the Archivist without the concurrence in writing of the head of the agency from which the material shall have been transferred unless the existence of that agency shall have been terminated: *And provided further*, That restrictions on the use or examination of records in the custody of the Archivist heretofore imposed and now in force and effect under the terms of section 3 of the National Archives Act, approved June 18, 1934, shall continue in force and effect regardless of the expiration of the tenure of office of the official who imposed them but may be removed or relaxed by the Archivist with the concurrence in writing of the head of the agency from which the material has been transferred or by the Archivist alone if the existence of that agency shall have been terminated.³

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

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

Sec. 6. That there is hereby further created a National Archives Council composed of the Secretaries of each of the executive departments of the Government (or an alternate from each department to be named by the Secretary

³This section is printed as amended March 3, 1948 (62 Stat. 58).

thereof), the Chairman of the Senate Committee on the Library, the Chairman of the House Committee on the Library, the Librarian of Congress, the Secretary of the Smithsonian Institution, and the Archivist of the United States. The said Council shall define the classes of material which shall be transferred to the National Archives Building and establish regulations governing such transfer; and shall have power to advise the Archivist in respect to regulations governing the disposition and use of the archives and records transferred to his custody.

Sec. 6a. Whenever any records the use of which is subject to statutory limitations and restrictions are transferred to the custody of the Archivist of the United States, permissive and restrictive statutory provisions with respect to the examination and use of such records applicable to the head of the agency having custody of them or to employees of that agency shall thereafter likewise be applicable to the Archivist of the United States and to the employees of the National Archives Establishment respectively.⁴

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

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

The Archivist of the United States may make or reproduce and furnish authenticated or unauthenticated copies of any of the documentary, photographic or other archives or records in his custody that are not exempt from examination as confidential or protected by subsisting copyright, and may charge therefor a fee sufficient to cover the cost or expenses thereof. All such fees shall be paid into, administered, and expended as a part of the National Archives Trust Fund created by section 5 of the National Archives Trust Fund Board Act. There shall be no charge for the making or authentication of such copies or reproductions furnished to any department or other agency of the Government for official use. When any such copy or reproduction furnished under the terms hereof is authenticated by the official seal of the National Archives and certified by the Archivist of the United States, or in his name attested by the head of any office or the chief of any division of the National Archives designated by the Archivist with such authority, it shall be admitted in evidence equally with the original from which it was made.⁵

Sec. 8a. Any official of the United States Government who is authorized to make certifications or determinations on the basis of records in his custody is hereby authorized to make certifications or determinations on the basis of records that have been transferred by him or his predecessors to the custody of the Archivist of the United States.⁶

Sec. 9. That the Archivist shall make to Congress, at the beginning of each regular session, a report for the preceding fiscal year as to the National Archives, the said report including a detailed statement of all accessions and of all receipts and expenditures on account of the said establishment. He shall also transmit to Congress the recommendations of the Commission on National Historical Publications, and, on January 1 of each year, with the approval of the Council, a list or description of the papers, documents, and so forth (among the

⁴This section is printed as amended March 3, 1948 (62 Stat. 58).

⁵This section is printed as amended June 22, 1936 (49 Stat. 1821), and June 25, 1948 (62 Stat. 1026).

⁶This section is printed as amended March 3, 1948 (62 Stat. 58).

archives and records of the Government), which appear to have no permanent value or historical interest, and which, with the concurrence of the Government agency concerned, and subject to the approval of Congress, shall be destroyed or otherwise effectively disposed of.

SEC. 10. That there are hereby authorized such appropriations as may be necessary for the maintenance of the National Archives Building and the administration of the collections, the expenses, and work of the Commission on National Historical Publications, the supply of necessary equipment and expenses incidental to the operations aforesaid, including transfer of records to the Archives Building; printing and binding; personal services in the District of Columbia and elsewhere; travel and subsistence and per diem in lieu of subsistence, notwithstanding the provisions of any other Acts; stenographic services by contract or otherwise as may be deemed necessary; purchases and exchange of books and maps; payment in advance when authorized by the Archivist for library memberships in societies whose publications are available to members only or to members at a price lower than to the general public; purchase, exchange, and operation of motor vehicles; and all absolutely necessary contingent expenses, all to be expended under the direction of the Archivist, who shall annually submit to Congress estimates therefor in the manner prescribed by law.¹

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

EXTRACT FROM THE INDEPENDENT OFFICES APPROPRIATION ACT, 1949

APPROVED APRIL 20, 1948

[62 Stat. 189]

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; contract stenographic reporting services; not to exceed \$100 for payment in advance when authorized by the Archivist for library membership in societies whose publications are available to members only or to members at a price lower than to the general public; not to exceed \$675 for deposit in the Treasury for penalty mail (39 U. S. C. 321d); and travel expenses; \$1,334,555, of which \$1,000 is for payment of claims pursuant to section 403 of the Federal Tort Claims Act (28 U. S. C. 921).

Printing and binding: For all printing and binding, \$23,500.

¹ This section is printed as amended June 8, 1948 (62 Stat. 344).

APPENDIX II

REGULATIONS OF THE ARCHIVIST OF THE UNITED STATES GOVERNING THE RESPONSE TO SUBPOENA DUCES TECUM OR OTHER DEMAND AND THE AUTHENTICATION AND ATTESTATION OF COPIES OF ARCHIVES IN THE CUSTODY OF THE ARCHIVIST OF THE UNITED STATES, PUBLISHED IN THE *FEDERAL REGISTER* ON SEPTEMBER 19, 1947, AS AMENDED ON NOVEMBER 4, 1947.

[Code of Federal Regulations, Title 44, Part 3]

§ 3.1 *The Archivist of the United States.* Whenever a subpoena duces tecum or other demand is served upon the Archivist of the United States for the production of any record or historical material in his custody, the Archivist will comply with such subpoena duces tecum or demand by submitting authenticated copies (or the original thereof) of such records or historical material to the court or other body under whose authority the subpoena duces tecum or demand has been issued, unless he determines that the disclosure of the information is contrary to law or would prejudice the national interest or security of the United States. In the event that a subpoena duces tecum or other demand is served for historical material of the type referred to in § 31.4 of this chapter, the Archivist will produce or submit copies of such historical material only with the approval of the President of the United States.¹

§ 3.2 *Officers and employees.* Whenever a subpoena duces tecum or other demand is served upon any officer or employee of the National Archives Establishment for the production of any record or historical material in the custody of the Archivist of the United States, such officer or employee shall immediately transmit full information regarding such subpoena duces tecum or demand to the Archivist. The officer or employee upon whom the subpoena has been served shall respond to such subpoena duces tecum or demand, and unless otherwise expressly directed by the Archivist, shall respectfully decline to produce the record or historical material called for on the ground that he does not have custody of it and that he is prohibited from producing it by this regulation.

§ 3.3 *Designation of authorized official.* The Director or Acting Director of any Records Office or the Director or Acting Director of Records Control of the National Archives is authorized to authenticate and attest for and in the name of the Archivist of the United States copies or reproductions of archives or records in the official custody of the Archivist.²

¹ Section 31.4 reads as follows: "Historical material that contains information the disclosure of which would be prejudicial to the national interest or security of the United States, or contrary to the conditions under which the historical material has been acquired by the [Franklin D. Roosevelt] Library, or contrary to standards of propriety (save in cases where the public interest nevertheless requires disclosure) will not be made available." Part 31 of title 44 of the Code of Federal Regulations is printed in full as appendix II to the *Eighth Annual Report of the Archivist of the United States as to the Franklin D. Roosevelt Library*.

² As amended on November 4, 1947.

APPENDIX III

REGULATIONS FOR THE USE OF RECORDS IN THE CUSTODY OF THE ARCHIVIST OF THE UNITED STATES, PUBLISHED IN THE *FEDERAL REGISTER* ON JANUARY 24, 1948

[Code of Federal Regulations, Title 44, Part 2]

ADMISSION TO SEARCH ROOMS

§ 2.1 *Application for admission to search rooms.* Records in the custody of the Archivist of the United States may be consulted, except as provided in sections 18 and 19 of these regulations, only in search rooms designated for this purpose, which in the National Archives Building include the central search rooms, the divisional search rooms, and the auditorium. Admission to the search rooms may be obtained only by making application to the Archivist on a form provided for that purpose and stating clearly thereon the purpose for which records are to be consulted. Such applications must be made at the office of the Chief of the General Reference Branch, except that (a) applications to view motion pictures or hear sound recordings must be made at the office of the Director of Photography, and (b) representatives of Government agencies wishing to use records for official purposes may make application at the office of the head of a records division or branch. An applicant may be required to submit an acceptable letter of introduction or otherwise identify himself.

§ 2.2 *Admission card.* If the application is approved, a card of admission will be issued. This card is not transferable and must be produced when required. It is valid for the period indicated on the face thereof, which shall not exceed one year; but it may be renewed upon application.

§ 2.3 *Application, motion pictures and sound recordings.* Applications for admission for the purpose of viewing motion pictures or hearing sound recordings should be made sufficiently in advance of the time each service is desired to permit the completion of necessary arrangements. A group of persons must be represented by an authorized spokesman who, in making application for admission, must give the identity of the group he represents. On receipt and approval of the application, a time will be fixed for the rendering of the service and the applicant will be notified thereof.

§ 2.4 *Restrictions on use of certain records.* The possession of a card of admission to the search rooms does not entitle a searcher to examine any document the use of which is restricted.

§ 2.5 *Withdrawal of admission privilege.* The privilege of admission to the search rooms may be withdrawn by the Archivist for any violation of these regulations, for disregarding the authority of the supervisor in charge, or for offensive conduct.

§ 2.6 *Hours of admission.* The central search rooms are open from 8:45 a. m. to 10:00 p. m. on Mondays through Fridays and from 8:45 a. m. to 5:15 p. m. on Saturdays, legal holidays excepted. The divisional search rooms are open from

8:45 a. m. to 5:15 p. m. on Mondays through Fridays, legal holidays excepted. The auditorium is opened only by special appointment. Records and library books will be available for consultation in the central search rooms on Saturdays and after 5:15 p. m. on Mondays through Fridays only when requests for them are filed with the supervisor in charge of the central search rooms before 4:00 p. m. on the day on which they are to be used or on Friday before 3:00 p. m., if they are to be used on Saturday. Under special circumstances, by direction of the Archivist, the search rooms may be closed during any of the hours specified above or may be opened at other times.

SEARCH ROOM RULES

§ 2.7 *Register of searchers.* Each day that a searcher uses records in a search room he must sign the register of searchers maintained in that search room.

§ 2.8 *Requests for records.* Requests for records should be made to the supervisor in charge of the search room.

§ 2.9 *Searcher responsible for records.* When a searcher has completed his use of records or leaves the search room other than for short periods of time, he must notify the supervisor. A searcher is responsible for all records delivered to him until they have been returned by him to the supervisor.

§ 2.10 *Protection of records.* A searcher to whom records have been delivered is required to exercise all possible care to prevent damage to the records. Except when a supervisor authorizes the use of a fountain pen, the use of ink at desks upon which there are records is forbidden. Records may not be leaned upon, written upon, folded anew, traced, or handled in any way likely to cause damage to them. The use of paper clips, rubber bands, or other fasteners not on records when delivered to a searcher is forbidden. The use of records of exceptional value or in fragile condition is subject to such special regulations as the supervisor may deem necessary for their protection.

§ 2.11 *Keeping records in order.* The searcher must keep unbound papers in the order in which they are delivered to him. If documents are found to be misfiled, the searcher must not attempt to refile them, but should call the attention of the supervisor to their condition.

§ 2.12 *Quantity of records to be delivered.* No larger quantity of records shall be delivered to a searcher at any one time than, in the opinion of the supervisor in charge of the search room, the searcher can use conveniently and without danger of damaging the documents or of introducing disorder in the files.

§ 2.13 *Removal of records prohibited.* No records, books, or other property of the National Archives may be taken from the search rooms except by members of the staff of the National Archives acting in their official capacities.

§ 2.14 *Disturbances.* Loud talking and other activities likely to disturb searchers are forbidden. Persons desiring to use typewriters or to carry on proofreading or similar work may be assigned desks in a room designated for such purposes.

§ 2.15 *Tobacco and food prohibited.* The use of tobacco, the lighting of matches, and eating in the search rooms are strictly prohibited.

COPYING OF RECORDS

§ 2.16 *Copying by the National Archives.* Requests for copies of records to be made by the National Archives and for certification of authentication should be made by a searcher to the search room supervisor.

§ 2.17 *Copying by a searcher.* Records may be copied by a searcher with his own photographic equipment only by permission of the head of the division or branch having immediate custody of the records.

LENDING OF RECORDS

§ 2.18 *Lending records for official use.* Records in the custody of the Archivist may be borrowed for official use outside the National Archives Building or other depository administered by the Archivist by agencies of the Government of the United States. Each borrowing official must provide a receipt for the records at the time they are delivered and assume responsibility for proper care of them and for their prompt return upon the expiration of the time for which they are borrowed.

§ 2.19 *Lending motion pictures, still photographs, and sound recordings.* Motion pictures, still photographs, and sound recordings in the custody of the Archivist of the United States may be loaned to individuals, groups, or institutions that are not agencies of the Government of the United States for reference, reproduction, or other purposes, under appropriate circumstances. Applications for loans of such materials must be made to the Director of Photography in writing.

LEGAL PROTECTION OF RECORDS

§ 2.20 *Penalty for theft or mutilation of records.* The theft or mutilation of records is forbidden by law and is punishable by fine or imprisonment or both (18 U. S. C. 234, 235).

APPENDIX IV

EXECUTIVE ORDER AUTHORIZING AND DIRECTING THE PUBLICATION OF THE 1949 EDITION OF THE CODE OF FEDERAL REGULATIONS, PUBLISHED IN THE *FEDERAL REGISTER* ON FEBRUARY 5, 1948

[No. 9930]

WHEREAS the act of December 10, 1942, 56 Stat. 1045, suspended the provision of section 11 (a) of the Federal Register Act as amended by the act of June 19, 1937 (50 Stat. 304; 44 U. S. C. 311 (a)), requiring the quinquennial preparation and the filing with the Administrative Committee of the Federal Register of the codification of certain classes of documents "until such time after the termination of the present war as the Administrative Committee of the Federal Register shall determine"; and

WHEREAS section 3 of Public Law 239, 80th Congress, 1st session, approved July 25, 1947, provides that in the interpretation of the said act of December 10, 1942, the war shall be deemed to be terminated; and

WHEREAS on November 12, 1947, the suspension of the above-mentioned provision of section 11 (a) of the Federal Register Act as amended was formally terminated by the Administrative Committee of the Federal Register, effective December 31, 1948; and

WHEREAS the required codification of documents in force and effect on December 31, 1948, will, under present procedures, be on file with the Administrative Committee of the Federal Register on that date; and

WHEREAS section 11 (a) of the Federal Register Act as amended provides that the President may, after report thereon to him by the Administrative Committee, authorize and direct the publication of the codification required by that section in special or supplemental editions of the *Federal Register*; and

WHEREAS the Administrative Committee of the Federal Register has made an appropriate report to me with the recommendation that I authorize and direct the publication of the said codification of documents in force and effect on December 31, 1948; and

WHEREAS it is in the public interest and in the interest of efficient government that such codification be published:

NOW, THEREFORE, by virtue of the authority vested in me by section 11 (a) of the Federal Register Act, and as President of the United States, and subject to the appropriation by the Congress of funds therefor, the publication of the said codification as it is in force and effect on December 31, 1948, is hereby authorized and directed to be made in a special edition of the *Federal Register* dated January 1, 1949, and designated "Code of Federal Regulations, 1949 Edition."

All Federal agencies coming within the purview of the Federal Register Act are requested to cooperate with the Division of the Federal Register, the National Archives, in carrying out the purposes of this order.

This order shall be published in the *Federal Register*.

HARRY S. TRUMAN.

THE WHITE HOUSE,
February 4, 1948.

APPENDIX V

REPORT OF THE SECRETARY OF THE NATIONAL ARCHIVES COUNCIL FOR THE FISCAL YEAR ENDING JUNE 30, 1948

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 took place: After Wayne C. Grover became Assistant Archivist of the United States, Robert H. Bahmer, Chief of the Departmental Records Branch, Adjutant General's Office, was designated by the Secretary of War as his alternate to succeed Mr. Grover. On June 4, 1948, Wayne C. Grover succeeded Solon J. Buck as Archivist of the United States, and Robert H. Bahmer's appointment as Assistant Archivist of the United States created a vacancy on the Council that the Secretary of the Army had not filled by June 30.

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; alternate for the Secretary of the Army, vacancy;¹ 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; Herbert E. Angel, Director of Office Methods, alternate for the Secretary of the Navy; Floyd E. Dotson, Chief Clerk, alternate for the Secretary of the Interior; Linwood E. Donaldson, Division of Communications, 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; William Langer, chairman of the Senate Committee on Post Office and Civil Service; Edward H. Rees, 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.

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¹ Ollon D. McCool, Chief of the Records Management Section, Adjutant General's Office, was named as alternate for the Secretary of the Army on July 26, 1948.

APPENDIX VI

REPORT OF THE NATIONAL ARCHIVES TRUST FUND BOARD FOR THE FISCAL YEAR ENDING JUNE 30, 1948

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 Solon J. Buck, 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. Late in the fiscal year Solon J. Buck resigned as Archivist of the United States and was succeeded by Wayne C. Grover, who replaced him as chairman of the Board.

The National Archives Trust Fund contained at the beginning of the year the sum of \$28,166, the balance of a gift of \$30,000 received from Mr. and Mrs. Hall Clovis, of Greenwich, Conn., for the purpose of transferring the Smithsonian-Densmore Collection of Indian sound recordings to a permanent base. During the year this collection was transferred from the National Archives to the Library of Congress with the understanding that the Library of Congress will complete the work of transferring the recordings to a permanent base, and the Board, with the consent of the donors, authorized the transfer from the National Archives Trust Fund to the Library of Congress of \$28,166, the balance of the gift of Mr. and Mrs. Clovis. On June 30, 1948, therefore, there was no balance in the fund.

During the year two resolutions were submitted to members of the Board for signature. One resolution authorized the acceptance by the Board of a grant of \$20,000 made by the Rockefeller Foundation for the benefit of the file-microcopy and records-reproduction programs of the National Archives and the other authorized the chairman of the Board to employ the necessary personnel for the activities of the Board without regard to civil service laws or regulations.

An act of June 25, 1948 (Public, No. 784, 80th Cong.), amended section 8 of the National Archives Act of June 19, 1934, as amended, to provide that fees collected for reproduction services shall be paid into, administered, and expended as a part of the National Archives Trust Fund.

WAYNE C. GROVER, *Chairman.*

APPENDIX VII

REPORT OF THE SECRETARY OF THE NATIONAL HISTORICAL PUBLICATIONS COMMISSION FOR THE FISCAL YEAR ENDING JUNE 30, 1948

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." During the year under review there were two changes in the membership of the Commission. Wayne C. Grover, by succeeding Solon J. Buck as Archivist of the United States, became the ex-officio chairman of the Commission and Dr. Buck, by succeeding St. George L. Sioussat as Chief of the Manuscripts Division of the Library of Congress, became an ex-officio member of the Commission. The other members at the end of the year were as follows: E. Wilder Spaulding, Historical Adviser and Chief of the Division of Publications, Department of State; Major General Harry J. Maloney, Chief of the Historical Division, United States Army Special Staff; 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*.

The Commission held no meetings during the year, nor did it receive for consideration any proposals for publications. No personnel was available for work on the proposed publication by the National Archives of State Department diplomatic records for the period 1828-61 nor on the project to draft a bill for submission to Congress to authorize the publication of documents pertaining to the ratification of the Constitution and the Bill of Rights.

PHILIP M. HAMER.

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