

Annual Report on the
NATIONAL ARCHIVES AND RECORDS SERVICE

From the Annual Report of the
ADMINISTRATOR OF GENERAL SERVICES

For the Year Ending June 30, 1950



GENERAL SERVICES ADMINISTRATION

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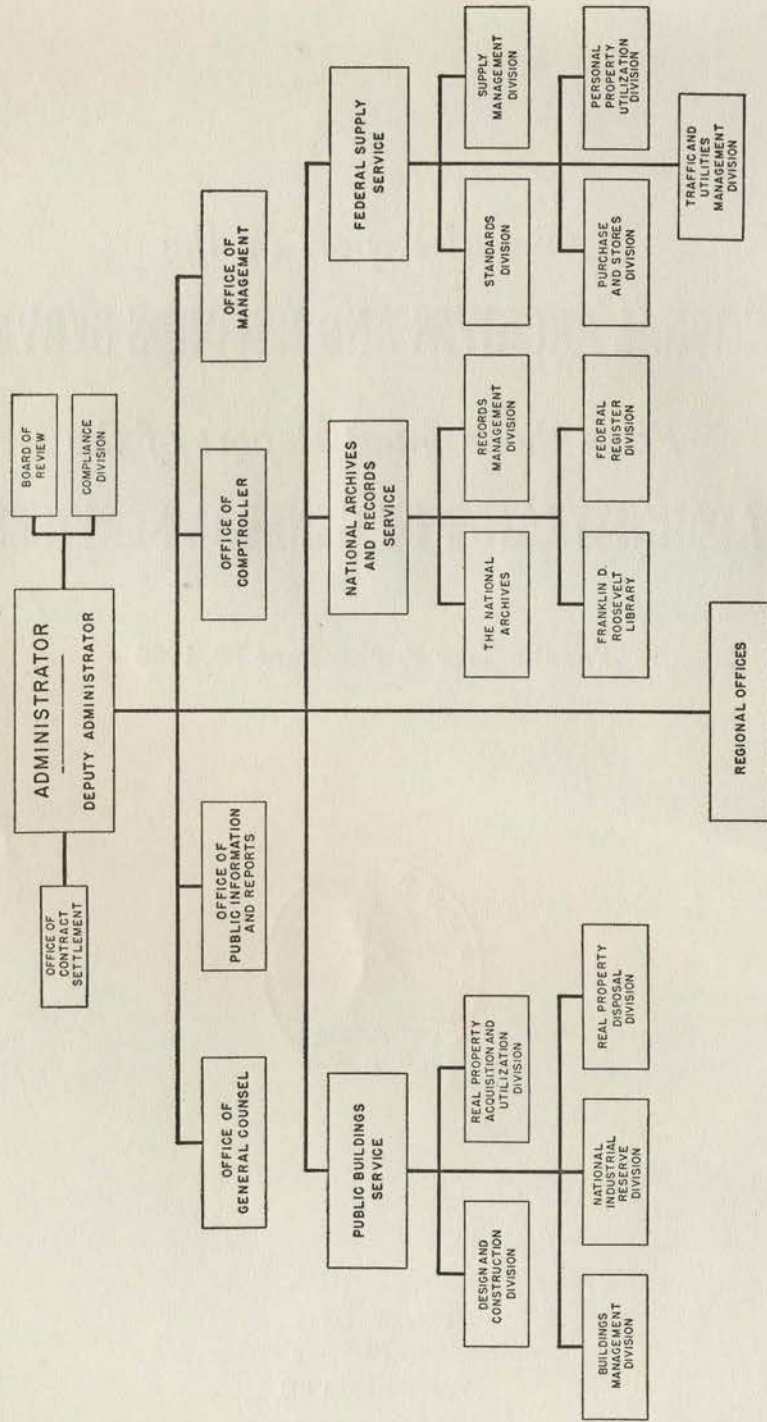
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GENERAL SERVICES ADMINISTRATION



NATIONAL ARCHIVES AND RECORDS MANAGEMENT

One of the objectives of the Congress in enacting the Federal Property and Administrative Services Act of 1949, Public Law 152, Eighty-first Congress, was that of providing for the Government an economical and efficient system for the management of Federal records.

The act authorized the Administrator of General Services to make surveys of Government records and records-management and disposal practices, and to promote, in cooperation with executive agencies, improved records-management practices and controls, including the central storage or disposition of records not needed for current use. It transferred to this Administration the National Archives Establishment and bodies related thereto—the National Archives Council, the National Historical Publications Commission, the National Archives Trust Fund Board, the Administrative Committee of the Federal Register, and the Board of Trustees of the Franklin D. Roosevelt Library.

The responsibilities of the General Services Administration in the area of archival and records management were increased as a result of the President's Reorganization Plan No. 20, which became effective on May 24, 1950. Under this plan, several activities of the Department of State not related to foreign affairs were transferred. They include the publication of the *Statutes at Large* and *The Territorial Papers of the United States*. This Administration was also made responsible for the receipt and publication of Constitutional amendments and of the acts of Congress in slip form and for carrying out the procedures in connection with the certifications of Constitutional amendments, Presidential electors, and electoral votes.

Before the close of the fiscal year 1950, bills had been introduced in Congress to amend the Federal Property and Administrative Services Act of 1949. They contained a number of provisions affecting this Administration. In them the responsibilities of the Administrator and of other agency heads in the fields of records management and archival administration were defined in detail. The National Archives Council was abolished and a Federal Records Council, composed of representatives of the three branches of the Government, was provided for as an advisory body to the Administrator. The National Historical Publications Commission was continued with a different and enlarged membership and with some extension of duties. The

bills also provide for the deposit in the National Archives, under certain conditions of the personal papers and other personal historical documentary material of the Presidents, the heads of executive departments, and certain other officials. The bills were still pending at the end of the fiscal year.

The report on receipts and expenditures required by the joint resolution of July 18, 1939, establishing the Franklin D. Roosevelt Library, and the report on the National Archives Trust Fund Board, required by the act of July 9, 1941, establishing the Board, are contained in appendixes II and III, respectively, of this report.

RECORDS MANAGEMENT

Development of Records Management

The need for records management in the Government was perceived by the National Archives a decade ago, when it began to help Federal agencies with their records problems. The Budget Bureau also gave staff assistance and various agencies inaugurated their own records-management programs. These activities had educational and practical value, but represented little more than a start in the attack on the Federal records problem. This fact and the need for strong leadership in the records-management field were recognized by the Congress, when in Public Law 152 it authorized the Administrator of General Services to perform certain functions in this area.

Although no appropriations were made in 1950 for the records-management program, it was felt that the necessary preliminary planning should be done in the year under review so that the full program could be launched in the fiscal year 1951, when appropriations for it would be available. This planning was made possible through use of some regular funds, but mainly through an allotment from the management improvement fund of the President.

Agency Records-Management Programs

With a view toward determining the proper scope of records-management programs, it seemed desirable to see how the term was interpreted by other Federal agencies. The Hoover Task Force Report had indicated as the minimum elements in a well-rounded records-management program such functions as correspondence management, reports control, administrative-issuances control, forms control, control of paper-work procedures, microfilming, mail service, files, records retirement, records storage and centers, and space and equipment clearance. These elements were used as a checklist for an informal survey of agency records-management programs.

About 80 agencies or bureaus were covered in this survey, and of them only 4 included in their records programs the minimum 11 elements noted above. Obviously, there is no consistent pattern as to what constitutes records management in Government agencies. Records-disposal work is the element most frequently found in such programs. Next most prevalent is current-records management, that is, mail and files operations, microphotography, and standards for filing equipment and supplies. Least of all has been done in the area of records creation, which employs techniques like forms standardization, correspondence management, reports control, and the control of directives or issuances. Reports from the 80 agencies surveyed showed that programs for the control of records utilizing these techniques have been developed in only a few agencies. This fact is demonstrated by the following table showing the number of agencies employing each technique for records-management purposes:

<i>Technique</i>	<i>Agencies</i>
Correspondence management.....	15
Reports control.....	7
Administrative issuances control.....	7
Forms control.....	11
Paperwork procedures control.....	16
Microphotography.....	31
Mail service.....	37
Files operations.....	49
Records retirement programs.....	54
Records storage and centers.....	48
Space and equipment clearance.....	17

The statistics developed by this survey indicate the scope of the job to be done in current-records management.

By way of defining records management and spelling out the responsibilities of the General Services Administration and other Federal agencies in this regard, various bills were introduced in both Houses of Congress during the last quarter of the fiscal year. Although they vary in details, in each bill the Administrator of General Services is charged with staff and coordinating responsibility for improving standards, procedures, and techniques with respect to the creation of records, the maintenance of current records, and the disposal of records when no longer needed for current operations. He is also specifically authorized to establish and operate records centers. Heads of agencies are directed to make and preserve adequate records of the organization, functions, policies, decisions, procedures, and essential transactions of the agency, such as to protect the legal and financial rights of the Government and of all persons directly affected

by the agency's activities. They are also directed to establish and maintain effective records-management programs to ensure proper control of the creation of records, efficient management of current records, and the prompt and orderly retirement of records when no longer needed.

Records-Management Surveys

One of the specific authorizations in Public Law 152 was for the Administrator "to make surveys of Government records and records management and disposal practices." In carrying out this provision during the fiscal year 1950, four surveys were undertaken, one of which had been completed by the end of the year.

In February the Executive Director of the National Capital Housing Authority requested a survey of the Authority's records system, which was completed in May. The survey report recommended, among other measures, the elimination of 1,500 cubic feet of records—66 percent of all the agency's records—which would free about 1,500 square feet of floor space and the equivalent of 225 filing cabinets.

The Geological Survey requested in March that a records-management survey of its Washington headquarters be made. By the end of the year the survey had been completed and the final report was being prepared.

A third survey was that of records-management activities in the General Services Administration. This Administration has custody of a large volume of records, created by predecessor agencies, which are suitable for storage in a records center. Transfer of these and other files to a center and their storage in depository containers will release for other use an estimated 80,000 square feet of space, some of it suitable for office use, and about 5,400 steel and wood filing cabinets, conservatively valued at \$30 each, that can be made available for reuse.

Records pertaining to certain Government-wide functions, such as personnel and fiscal and accounting, are best surveyed on a Government-wide rather than an agency basis. Accordingly, the fourth survey of the year was of the records of separated civilian employees, undertaken under the combined auspices of the General Services Administration, the Bureau of the Budget, the Civil Service Commission, and the General Accounting Office. This study was still in the fact-finding stage at the end of the year. It is anticipated that when the final recommendations are formulated they will cover the handling of personnel records from the creation of the first paper to the final disposition of the last.

Current-Records Management

In the long run, probably the greatest contribution to be made by records management will result from economies and improvements in

the creation and handling of records, problems that were given consideration in the four surveys carried on during the year. With the launching of a full-scale records-management program in the new fiscal year, increased attention must be given to reducing the number of records created. This will require the cooperation of all persons concerned with management problems, because basically the "birth control" of records depends upon the simplification of administrative processes. This is particularly true of the so-called housekeeping activities, which now account for one-third of the Government's records.

Records Inventorying and Scheduling

To achieve the prompt and orderly disposal of records, Federal agencies must schedule their records for disposition; that is, a determination must be made as to the length of time the various types or classes of records are required for administrative use, and decisions must be reached as to which can be disposed of, which can be moved to records centers, and which can be transferred to the National Archives. To determine the exact extent to which Federal records have been scheduled, a careful review was undertaken of all records-retirement schedules approved by Congress.

It was found that only 37 executive agencies have schedule authorizations for destroying some of their records. On the other hand, all the agencies having large volumes of records have schedules in effect and some of the largest have comprehensive (disposal and retention) schedules. Agencies with no schedules held a very small percentage of all the Government's records. Of legislative agencies, only the General Accounting Office, the Government Printing Office, and the Library of Congress have disposal schedules, and these cover only a very small proportion of their records holdings. The Administrative Office of the United States Courts and the courts themselves have submitted a number of separate schedules, but their coverage is also small.

Evaluation of coverage is difficult, because there is duplication of items on various schedules, many cover only a single series, and disposal schedules contain no information on records being retained. It is apparent, however, that the Army, Navy, and Air Force, the Atomic Energy Commission, the Tennessee Valley Authority, and perhaps the Selective Service System and the Department of Agriculture have comprehensive schedules covering almost all their records, and they are keeping these schedules up to date. These agencies hold almost half the estimated 20 million cubic feet of Federal records in existence, and they have submitted half of all the disposal schedules submitted. A few other agencies with large holdings, such as the

Veterans' Administration and the Department of State, have also established programs designed to achieve comprehensive scheduling of all their records.

It seems fair to conclude that some 10-million cubic feet of records are virtually without any type of inventory or scheduling control, and that of these records at least 7 million cubic feet must be scheduled for ultimate disposal. To bring this about is one of the most urgent and immediate tasks of the records-management program.

Another approach to the records-disposal problem has been the issuance by the National Archives of six permissive general disposal schedules covering records in common use throughout Government agencies, such as personnel records and fiscal and accounting records. Since some of them were compiled, there have been so many changes in procedures and policies in the fields they covered that they require extensive revision. General Schedule No. 7, covering the records of health units in Government agencies, was compiled and promulgated in May, the first to be issued by this Administration. The extent to which agencies avail themselves of the permissive disposal authorizations in general schedules is not known at present.

Since records-disposal schedules were first authorized in 1943, efforts have constantly been made to simplify the procedures involved. Two such changes were made during the fiscal year 1950. In one, new regulations establishing the standards for the reproduction of records by microphotographic processes were promulgated by the National Archives Council on July 29 and approved by the President on August 22. They will expedite the disposal of the originals of records that have been photographically reproduced. The other change was even more fundamental. It introduced a single standard Government form for use in obtaining authorization to dispose of records, replacing six different forms previously necessary, and it simultaneously simplified the procedures for obtaining such authorization. In December, a new manual on the *Disposition of Federal Records*, embodying instructions on the new disposal procedures as well as providing guidance on how to develop an effective records-management program, was issued and distributed by the National Archives and Records Service. Although designed for use in the Federal Government, this manual has been warmly received and widely used not only by State and local archival agencies but by business organizations as well.

Records Centers

One of the facts uncovered by the Commission on Organization of the Executive Branch of the Government was that some 100 rec-

ords centers had been brought into existence by Federal agencies in an effort to cope with their noncurrent records. Its task force report on Federal records problems defined centers as establishments "for the storage, servicing, security, and screening of records which must be preserved for a time but need not be retained in expensive office or plant equipment and space." To evaluate the operation of these centers and to determine the possibility of their merger with other centers, with attendant savings, a quick survey was undertaken. It revealed 104 records centers, all of which, except some of those sponsored by Selective Service, had in excess of 10,000 cubic feet of holdings, had an active accessioning program—if not a disposal program—and were staffed to perform necessary reference service.

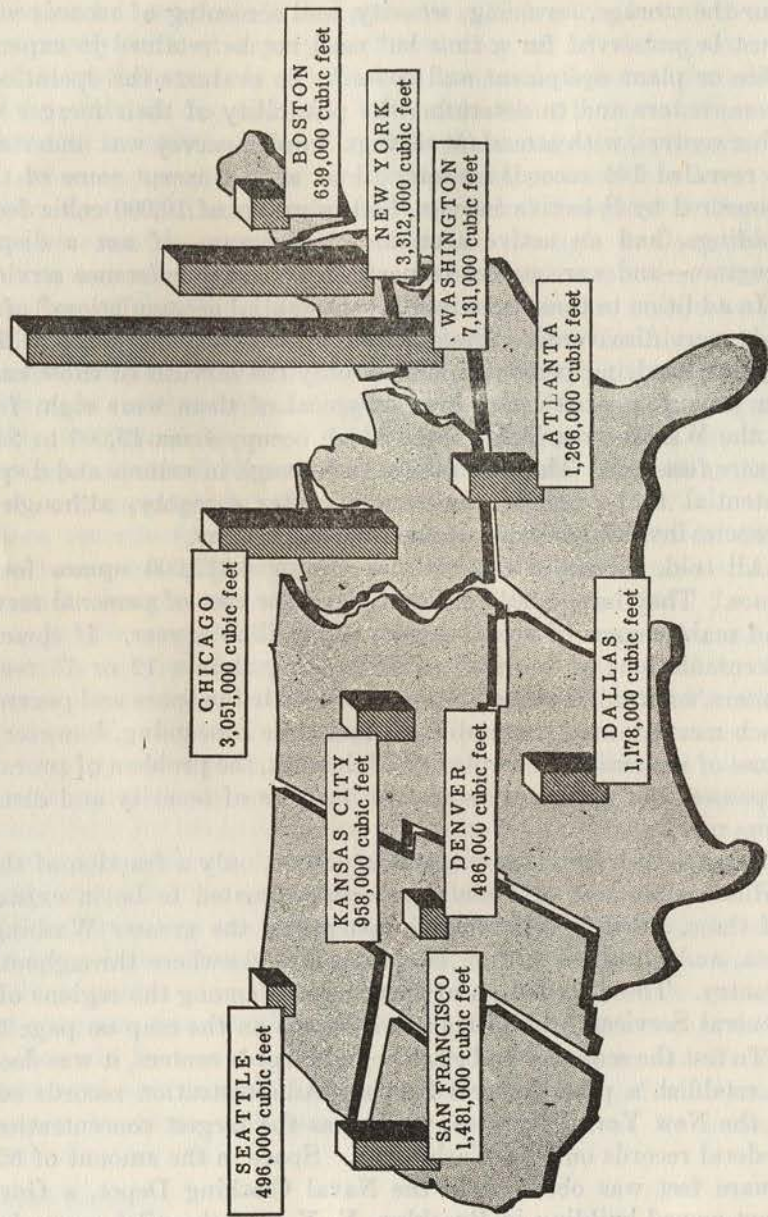
In addition to these centers, 204 "substantial accumulations" of records were discovered. These accumulations were normally without regular servicing personnel, or had only the services of those caring for nearby, related active files. Typical of them were eight found in the Washington, D. C., area, which occupy from 15,000 to 59,000 square feet each. They are substantial enough in volume and disposal potential to be put in the records-center category, although the agencies involved do not call them records centers.

All told, these 308 depositories occupy 6,212,000 square feet of space. They have 5,904 employees, and the cost of personal services and maintenance of space exceeds \$15 million a year. If these 308 "accumulations of records" could be merged into 12 or 13 records centers, substantial economies could be effected in space and personnel. Such mergers may prove difficult and time consuming, however, because of the size and complexity of the task, the problem of prorating expenses, and agency resistance on matters of security and distance from users.

Records in records centers are, of course, only a fraction of the 20 million cubic feet of Federal records estimated to be in existence. Of these, about 7 million cubic feet are in the greater Washington area, and about 13 million cubic feet are elsewhere throughout the country. The distribution of these records among the regions of the General Services Administration is shown on the map on page 58.

To test the economy and efficiency of records centers, it was decided to establish a pilot General Services Administration records center in the New York City area, which has the largest concentration of Federal records outside Washington. Space in the amount of 50,000 square feet was obtained in the Naval Clothing Depot, a Government-owned building in Brooklyn, N. Y., and the pilot center began operations on May 1, 1950. By June 30 the center had received 45,000

DISTRIBUTION OF FEDERAL RECORDS
Among the Regions of the General Services Administration



cubic feet of records and thereby had released 57,000 square feet of space, as shown in the following table:

Agency	Location	Cubic feet of records received	Square feet of space released	Annual cost of space released
War Assets Administration.....	Linden, N. J.....	25,000	31,000	\$28,000
War Assets Administration.....	Philadelphia, Pa.....	13,000	17,000	22,000
Department of Justice.....	New York, N. Y.....	6,000	8,000	13,000
Federal Security Agency.....	Philadelphia, Pa.....	1,000	1,000	1,000
Total.....		45,000	57,000	64,000

Gross annual savings of \$64,000 on space costs were thus achieved in four moves. From these savings should be subtracted \$7,000 for the annual cost of the Brooklyn space occupied, leaving \$57,000 net savings, or \$1.27 per cubic foot on space alone. When the depository storage equipment becomes available and the records transferred are removed from their original containers, still further savings will be made, because the cost of depository equipment is only \$0.56 per cubic foot, while the cost of steel filing cabinets per cubic foot is \$7.10.

With the pilot records center in operation, attention was turned to Washington, Chicago, and San Francisco, which, together with New York, have the largest concentrations of Federal records and are logical sites for the four records centers planned by the General Services Administration for 1951. Negotiations for space were undertaken, as were surveys in Washington, New York, and San Francisco to determine the quantity of records likely to be transferred to any records centers established. By the end of the fiscal year, 1,122,000 cubic feet of records eligible for transfer had been found in Washington, 448,072 cubic feet in New York, and 315,810 in San Francisco. These figures include records in existing centers, eligible for consolidation.

THE NATIONAL ARCHIVES

Appraisal and Accessioning of Records

As a result of new procedures established during the year and described in the manual, *The Disposition of Federal Records*, disposal work was considerably streamlined. The careful weighing of the values of records by archivists broadly trained in fields of interest to the entire Government, the scholar, and the public, however, cannot and should not be eliminated. For its by this impartial appraisal that the interests of all are protected.

During the year, the National Archives appraised and approved for disposal 929 items on lists, which propose the destruction of accumulations of records, and 4,199 items on schedules, which propose the destruction of recurring types of records and, when approved, have continuing effect. This was about 1,000 fewer items than were acted upon in the previous year. Since the tendency is for an item to cover larger and larger groups of records, however, the total volume of records appraised was undoubtedly larger than in the fiscal year 1949.

Only 26,000 cubic feet of records were selected for preservation in the National Archives, about half the number usually accessioned in a year. The application of the rigid standards of selection, which were defined late in the previous fiscal year and which exclude all but the most important files, was responsible for this decrease. Re-evaluation of records previously accessioned made it possible to dispose of more than 10,000 cubic feet of records in the National Archives Building. As a result of these and other changes, the holdings of the National Archives at the end of the fiscal year amounted to 908,852 cubic feet of records, the equivalent of more than 150,000 filing cases full of documents.

Many important bodies of records, which extended series previously received in part, were transferred to the Archives during the year. Among them are the original statutes, 1941-47; the land-entry papers, 1917-38, accumulated by the Bureau of Land Management in connection with the issuance of patents; and the central files of the Office of the Adjutant General, 1926-39. Records of more than 100 foreign service posts of the Department of State, 1827-1948, were also accessioned.

Twenty-one thousand rolls of microfilmed records were accessioned during the year, bringing the total of such material in the Archives to 32,000 rolls. There was also a substantial increase in the volume of cartographic material. Two important series were completed to the dates shown: the "Fortifications File" of the Office of the Chief of Engineers, 1792-1900, consisting of plans of forts, military posts, and Army camps, and a record set of the published charts of the Hydrographic Office, 1869-1948. A large number of rainfall maps, significant in soil-conservation history, were among the other accessions. By the end of the year there were in the Archives 850,000 maps and 856 atlases.

Audio-visual records accessioned during the year consisted of about 6,600 reels of motion pictures, 19,900 sound recordings, and 786,000 still pictures. Outstanding among the motion pictures and sound recordings received are those produced in connection with the dissemination

overseas of information about the United States. Among the photographs, especially notable are the World War II picture files of the New York office of the Office of War Information, the main photographic file of the Work Projects Administration, 1936-42, Navy pictures of the Bikini atom bomb tests, and 14 albums of photographs relating to the career of German Foreign Minister Joachim von Ribbentrop, 1935-41, received from the State Department. At the end of the year the audio-visual collections of the National Archives amounted to about 54,100 reels of motion pictures (about 1,000 feet to a reel), 507,000 sound recordings, and 4,935,000 still pictures.

All records transferred during the year are described briefly in the quarterly list, *National Archives Accessions*, copies of which are available upon request.

Preservation of Records

One of the major problems of the National Archives is how to cope with a huge backlog of work in repairing damaged records. During World War II especially, records were brought into the Archives Building in such quantities that the limited staff of the agency had all it could do to provide safe storage and to meet the demands for reference service on its holdings. Although the most modern scientific processes and assembly-line methods of rehabilitation have been devised and continuously improved, for the last decade it has been impossible to employ enough technicians to eliminate the backlog of records needing repair.

During the fiscal year 1950, no more resources could be devoted to this activity than in the previous year, with the result that the number of records specially treated was about the same. A total of 168,000 sheets were repaired, of which 99,500 were flattened and 68,500 were laminated. Nearly 500 passenger lists were assembled and covered, 1,300 volumes were repaired, and 429 volumes were sent to the Government Printing Office for rebinding. All records brought into the Archives were fumigated, about 13,500 feet of them were cleaned as required, and 30,000 cubic feet of records were initially packed and shelved.

Another acute preservation problem is that of space for the proper housing of records. Although 58,000 cubic feet of records in the National Archives Building were consolidated during the year, thus making some space available, practically all the storage areas in the building have been filled. Reproducing on microfilm those records that are appropriate for such treatment and disposing of the originals would be a partial answer to the problem. Money to undertake a pilot microfilming project has therefore been requested for the fiscal

year 1951. Further microfilming of their files by other Federal agencies would also reduce the bulk of the material to be transferred to the National Archives, and the encouragement of this practice must necessarily be a part of the long-range program for current-records management. It is expected that some space for the older, more valuable paper records can be made in the Archives Building by shifting from it to records centers such files as personnel folders, which can be serviced by less highly trained reference specialists than are needed in the National Archives Building.

Space for the valuable film records of the Government, however, cannot be created in this way. The immediate construction of proper vaults for cellulose-nitrate film, which is highly unstable and inflammable, is a vital need, not only for the use of the National Archives but for the entire Government. There is at present no adequate nitrate-film depository. A bill to provide for one was introduced in both the House of Representatives and the Senate during the year, but no hearings were held. The temporary film-storage vaults that the National Archives has at Suitland, Md., are inadequate and constitute a serious fire hazard.

Tests made by the Bureau of Standards at the request of the National Archives have definitely established that spontaneous ignition of decomposing nitrate film can occur under conditions of storage such as obtain at Suitland. To circumvent the possibility of such fires, the National Archives during the year conducted two safety inspections of its cellulose-nitrate film holdings and other such film in its temporary custody, each one covering about 90,000 reels of film.

The National Archives also participated in tests of specially constructed storage cabinets for cellulose-nitrate film, which were conducted by the Bureau of Standards. To take into account the results of these tests, the Archives is cooperating with the Hazardous Chemicals and Explosives Committee of the National Fire Protection Association in the revision of the standards established by the National Board of Fire Underwriters for safe storage of cellulose-nitrate photographic film, X-ray film, and pyroxylin.

Regular inspections for preservation purposes were made during the year of 4,600 reels of film in the National Archives, 84,000 running feet of film were found to need reproduction, and 29,000 running feet were actually reproduced. Some 49,000 reels remain to be examined. It is estimated that about 2 percent of them, or roughly 785,000 running feet of film, will require reproduction for preservation.

Analysis and Description of Records

The major accomplishment of the analysis and description program was the completion during the year of a guide, or handbook, describ-

ing the functions and records of Federal agencies of World War II.

President Truman, as early as 1946, realized the value of the information in World War II records and asked the Archivist of the United States to present plans to him for their description so that the Nation could profit by the experience recorded in them. A transfer of funds from interested agencies in the fiscal year 1947 enabled the Archives to begin work on a guide to these records. An appropriation of \$100,000, which became available late in August 1949, made it possible to push the guide to completion during the year under review and to prepare other aids to the use of the records of the war period.

The 2-volume, 1,800-page guide, *Federal Records of World War II*, which is now being printed, is an unprecedented undertaking in records description. The 65,000 cubic feet of valuable wartime records that are in the National Archives, as well as those outside the Archives Building, are covered in it. One volume is devoted to the civilian agencies that had war-related functions and the other volume to the military. Never before have so many records been described so soon after their creation, nor has the Government ever before had so quickly available such a guide to its experience during one of the great crises of its history. For, although the guide is still in press, copies of sections have already been made available to agencies that needed the information, such as the National Security Resources Board.

Gratifying progress was also made in preparing inventories and lists of World War II records, which provide more detailed information than can be included in a guide. Among the inventories completed were those of the records of the Foreign Economic Administration, the Selective Service System, the War Shipping Administration, the Office of Scientific Research and Development, the Office of War Mobilization and Reconversion, the Combined Raw Materials Board, and the headquarters office of the Petroleum Administration for War. Extensive lists of important documents among the records of the Foreign Economic Administration, Petroleum Administration for War, and Office of War Mobilization and Reconversion were also made.

This work on World War II records was a part of a planned 4-year program, the ultimate objective of which is the preparation of a series of analytical subject guides to World War II records in such fields as science and technology, psychological warfare, and industrial mobilization. The outbreak of war in Korea underlined the desirability of pushing this records-description program and of concentrating on those records and fields likely to be of most immediate concern to the Government.

Descriptive aids to the use of records other than those of World War II are also vital to the efficient performance of reference service in the National Archives, and a number of such aids were prepared during

the year under review. The popular booklet, *Your Government's Records in the National Archives*, which was first published in 1946, was revised to include descriptions of records received up to April 1, 1950. A beginning was also made on a much-needed guide to materials in the National Archives relating to Latin America. Of widespread interest among Members of Congress and their staffs and scholars throughout the country was the 284-page *Preliminary Inventory of the Records of the United States Senate*, which was published during the year. Substantial progress was made in inventorying the records of the House of Representatives in the National Archives; by June 30, 1950, descriptions of the records of the First through the Sixty-sixth Congress had been completed. A valuable inventory of the land-entry papers of the General Land Office was also published. Largely in connection with the analysis and description work done during the year, 1,138,000 items were arranged.

Significant progress was made during the year in defining procedures for records-description work. The series of *Staff Information Circulars* was revived and is being used for the publication of instructional material on professional operations. One circular on the preparation of inventories was issued and two others, on the establishment of record groups and on the preparation of selective lists, were prepared during the year.

The Territorial Papers of the United States.—As already mentioned, responsibility for the compilation and publication of this series of documentary publications was assigned late in the year to the National Archives, when the small editorial staff in charge was transferred from the Department of State. Volume XVII of *The Territorial Papers*, which is the second and final volume of the territorial papers of Illinois, 1814–18, came off the press just as the year ended. All work on this volume was done in the Department of State.

File microcopies.—A decade ago the National Archives began a program to reproduce on microfilm selected bodies of records of historical importance and high research value. This program had a twofold purpose: to make available at a small cost to scholars, libraries, and universities throughout the United States microcopies of important Federal records and to provide security copies of irreplaceable, unpublished historical source materials. The program's security aspect has, with the outbreak of war in Korea and the resulting international tension, once again assumed especial importance.

During the fiscal year 1950, the National Archives, aided by a grant from the Rockefeller Foundation, more than doubled the previous year's production of negative microcopies, which are kept on file and from which positive copies are made when orders are received. The 624 rolls of microcopies made during the year under review brought

the total on file to 3,478 rolls. More than 2,000,000 pages of significant records have been so reproduced. A revised list of microcopies available was ready for the press at the end of the year.

Of particular interest among the microcopies completed during the fiscal year 1950, are those of the Revolutionary War prize cases, 1776–87, the population schedules of the 1830 census, and American diplomatic and consular records pertaining to the Far East before 1906. More than 2,700 rolls of positive copies of these and other microcopies were sold during the year, more than in any other year since the program was inaugurated.

Facsimiles.—Since full-size copies of certain well-known historic documents are always in demand, chiefly for use in schools, the National Archives reproduces them in facsimile. These copies can be made available quickly and less expensively than would be possible in filling special orders. The five-page Emancipation Proclamation signed by Abraham Lincoln was the most important facsimile produced during the year.

Reference Service

Meeting the demands of the Government and the public for reference service continued to require a third of the personnel resources of the National Archives. Because some of the Government's large-scale investigative programs ended during the year, the number of documents and reproductions of them furnished decreased from the 299,000 items supplied in the previous fiscal year to 286,000 items, but the number of information services rendered increased from nearly 78,000 to nearly 88,000.

Information services are the ones that require the special talents of the highly trained professional archivist. To supply information, for example, on the problems of recruiting and of manpower utilization, the influence of labor on Federal economic policies, the utilization of scientific observations and discoveries of United States Arctic expeditions, and on the American frontier requires a knowledge not only of the Government agencies operating in these fields and the records they have created but of the fields themselves. Such services require both far-reaching and intensive searches of the records.

A little more than half of the reference services performed during the year were for the Government. Work done on the guide, *Federal Records of World War II*, and on other aids to the use of war records made it possible for the Archives staff to supply efficiently information and documents urgently needed by such defense and planning agencies as the National Security Resources Board, the Central Intelligence Agency, the Munitions Board, and the Department of Defense. Sound recordings were supplied the Justice De-

partment for use in investigating or prosecuting American citizens accused of committing treason during the recent war. Archives were also used by the Government in claims cases involving millions of dollars.

Scholars, Pulitzer-prize winners in literature and history, business and industry, and the general public also sought assistance from the National Archives. During the year, 10,000 letters based on data in draft-registration cards alone were sent to welfare agencies, insurance companies, and individuals seeking to establish proof of age or date of birth, information vital in securing legal rights. Other reference requests complied with ranged all the way from supplying a list of weapons that Admiral Perry took with him when he opened up Japan nearly a century ago to furnishing the "March of Time" with reproductions of scenes from Signal Corps films of World War I for use in a screen adaptation of Vannevar Bush's *Modern Arms and Free Men*.

Exhibits.—Although each year sees increasing use of those Federal records selected for permanent preservation, for most citizens the Nation's archives have interest only as historical treasures. To give the public a chance to see these treasures, educational exhibits are presented from time to time.

During the year, the Freedom Train Exhibit was installed in a gallery of the Archives Exhibition Hall newly equipped with the display cases taken from the Freedom Train. This exhibit was kept on view through 1950 in observance of the sesquicentennial of Washington as the national capital. An exhibition of international agreements, including the copy of the United Nations Charter that was ratified by the United States, and an exhibit on Federal mapping from the Revolution to the establishment of the Geological Survey in 1879 were also presented. The latter was opened on the occasion of the tenth annual meeting of the American Congress on Surveying and Mapping. Several other small exhibits were arranged and materials, chiefly reproductions of documents, were furnished for exhibits held at the Library of Congress and elsewhere.

THE STATUTES AT LARGE, THE FEDERAL REGISTER AND OTHER PUBLICATIONS

Statutes at Large and Slip Laws

The new responsibilities transferred from the Department of State by Reorganization Plan No. 20 and assigned to the Federal Register Division of the National Archives and Records Service are of great importance. The publication of laws, first in slip form and then in the *Statutes at Large*, with marginal notes and an index, presents a

real opportunity for service to all branches of the Government and to the public.

At the time of the transfer, the slip laws were being published promptly, usually within 48 hours after signature by the President, but work had barely been begun on the publication in the *Statutes at Large* of the laws enacted by the first session of the Eighty-first Congress in 1949. After a study of the reasons for the existence of this backlog, recommendations were made for changes in format and for the use of photographic processes in publishing the enrolled bills, the slip laws, and the *Statutes*. These changes will enable the Federal Register Division to put the publication of the *Statutes* practically on a current basis without an increase in staff and will result in other savings.

Code of Federal Regulations

Major attention of the Federal Register Division was centered during the year under review on the compilation and publication of the 1949 edition of the *Code of Federal Regulations*. This edition, which contains the text of regulations in effect on January 1, 1949, is the first complete recodification of Federal regulations affecting the public since the issuance of the original edition in 1938. It is bound with pockets for the insertion of cumulative supplements similar to those used in the *United States Code Annotated*.

At the beginning of the fiscal year, two-thirds of the manuscript and nearly one-half of the proof had been sent to the printer, and 10 of the 45 books had been published. By June 30, 1950, all remaining books, except for the general index, had become available. During this period also, all editorial work was completed on the first set of pocket supplements, containing the changes and additions issued during the calendar year 1949. Thirty-one of these pocket supplements were published before the end of the fiscal year, and the remaining 14 were scheduled to appear during July and August of 1950.

The first set of pocket supplements totals 4,380 pages. Recent annual supplements to the 1938 edition of the *Code* averaged approximately 7,000 pages. The difference is not the result of a decline in the number of documents codified. It derives from a change in the method of treating documents that were issued and superseded during the course of the year. The pocket supplements to the 1949 edition of the *Code* show in full text the status of the 1949 edition only as of the end of the calendar year covered, whereas the annual supplements to the 1938 edition carried the full text of all changes issued during the year. In the pocket supplements newly developed finding aids enable the user to determine the text in effect on any given date by reference to the *Federal Register*.

These improvements are no doubt partly responsible for the fact that the 1949 edition is outselling the 1938 edition. During the first 2 years its sales have amounted to \$112,563 whereas during the first 5 years the 1938 edition was available its sales amounted to only \$95,724.

Federal Register

Although the *Code of Federal Regulations* is referred to in the Federal Register Act as a supplemental edition of the *Federal Register*, the reverse is closer to the truth. Except for notices of hearings and other nonregulatory documents, the daily issues of the *Register* constitute a daily supplement to the *Code*. The *Register* has varied little in size since 1946. During the fiscal year 1950, 11,175 documents were reviewed and filed, and 8,556 pages were proofed and released for press. During the same period a total of \$66,765.85 was covered into the Treasury from public subscriptions to the *Federal Register*.

The Federal Register Division, in cooperation with the Government Printing Office, maintains a reprint service for Government agencies under which the type set for the printing of the *Federal Register* can be used to furnish copies of regulations published in it. More than 5 million reprints were furnished during the year. The Civil Aeronautics Board, for example, has said that this procedure saves a great deal of time and approximately 60 percent in the cost of printing Board regulations.

United States Government Organization Manual

The *United States Government Organization Manual* was revised in 1949 to bring it into harmony with the *Code* and the *Federal Register* so that the three constitute a useful, related set of publications. Statements of agency organization required by the Administrative Procedure Act to be published in the *Federal Register* are detailed and are not normally suitable for quick reference. Digests of them are therefore published in the *Manual* with appropriate references to the source documents. Thus the *Manual* has been improved and has acquired the status of a special edition of the *Federal Register*.

The 1949 edition of the *Manual*, designed to reflect the structure of the Government as of July 1, was published on August 4, 1949. During the year a total of \$17,197 was covered into the Treasury from sales of the *Manual*.

Editorial operations on the 1950 edition, the format and typography of which have been completely redesigned, were more difficult than in recent years because of the fact that 16 Reorganization Plans became effective near the end of the fiscal year. This necessitated extensive changes, including the rewriting of approximately one-fifth of the *Manual*. This work was completed well before the end of June, and the 1950 edition was due to come off the press early in August 1950.

Indexes and Ancillaries

Monthly, quarterly, and annual indexes are published covering all documents published in the *Federal Register*. Each book of the 1949 *Code of Federal Regulations* contains a short, separate index, and a general index volume, in process on June 30, 1950, was scheduled for delivery within a few months after the close of the fiscal year. The more important ancillaries consist of the following: (1) the *Codification Guide*, a numerically arranged finding aid for locating amendments to the *Code* contained in documents published in the *Federal Register*; (2) a table of sections of the *United States Code* cited as authority for, or interpreted or applied by, various portions of the *Code of Federal Regulations*; and (3) a table of Presidential documents codified, cited, or otherwise noted in the *Code of Federal Regulations*.

During the year, the indexes and tables published in the *Federal Register* and the *Code* filled 1,541 pages. Work on the general index to the *Code* had been completed by the end of the fiscal year except for the final review of the 971 pages involved.

Presidential Documents

Drafts of Presidential proclamations and Executive orders are examined by the Division pursuant to Executive Order 10006. During the fiscal year 1950, drafts of 81 proclamations and Executive orders were examined and forwarded to the White House for signature.

THE FRANKLIN D. ROOSEVELT LIBRARY

Opening of the Roosevelt Papers

The most important event in the history of the Franklin D. Roosevelt Library took place on March 17, 1950, when about 85 percent of the total volume of the Roosevelt papers, 1910-45, were opened for research purposes. It was unprecedented in American history for a President to leave his papers to the Nation. It was equally unprecedented for papers of a President to be made available 5 years after the close of his term of office.

Mrs. Franklin D. Roosevelt, Dr. Waldo G. Leland, Director Emeritus of the American Council of Learned Societies and member of the United States National Commission for UNESCO, and Administrator of General Services, Jess Larson, spoke at the opening exercises, over which the Archivist of the United States presided. They were held in the main museum room of the Library at Hyde Park, N. Y., and were attended by many notables. President Truman sent a message in which he characterized the papers as "rich source material for an interpretation of one of the momentous periods in American History."

A necessary preliminary to the opening of these papers was the analysis of the entire collection of 4 or 5 million documents and the segregation of those that should be kept confidential for awhile. Miss Grace Tully and Judge Samuel I. Rosenman, the surviving members of a committee named by President Roosevelt to go through his papers, arranged with the Archivist of the United States for the Library staff to make the preliminary selection of papers to be restricted in accordance with standards agreed upon by them and the Archivist. The 15 percent of the papers that were not opened on March 17 will be reexamined periodically and Miss Tully and Judge Rosenman believe that comparatively few papers will have to remain restricted for a period longer than 25 years after President Roosevelt's death.

Acquisitions

During the year the Library acquired about 100 cubic feet of manuscript material. The largest group received consists of correspondence and other records of the Democratic National Committee, 1936-48. Other acquisitions included papers of the Roosevelt Business and Professional League, 1932; papers of the Honorable Herbert C. Pell, 1930-46; parts of the correspondence of Mrs. Franklin D. Roosevelt, 1949-50; and additional scrapbooks, correspondence, and memoirs, 1932-39, of Miss Mary W. Dewson, former director of the Women's Division, Democratic National Committee. As a result of a special search the Library obtained from other libraries throughout the country photostatic copies of newspaper accounts of 51 speeches delivered by Franklin D. Roosevelt in the period 1910-20, concerning which the Library previously had no information. By the end of the year the manuscript collection measured about 5,900 cubic feet.

Three reels of motion pictures showing Franklin D. Roosevelt in the 1920's and 83 disks of sound recordings covering the proceedings at the Democratic and Republican conventions of 1944 were also received, bringing the total of these holdings to 281,000 running feet of motion pictures and 2,044 sound disks. During the year the Library acquired 343 books and 733 other printed items, bringing its holdings in this category to about 51,700 items.

Forty-nine museum objects were received during the year. Among the most noteworthy of them are the *Militaire Willems-Ord*, the highest award of the Netherlands Government, awarded posthumously to President Roosevelt; a large and handsome model of the nineteenth century Dutch corvette Pallas, given by members of the Dutch royal family; and a gift by the Electoral College of the United States, consisting of an exact replica of the bronze plaque placed by the Electoral College at the Little White House at Warm Springs.

Arrangement and Description of Materials

During the year papers that were in 97 large wooden crates were arranged, boxed, labeled, and shelved on the third floor of the Library, which just last year was equipped to house documents. The most important step taken during the year to aid in the use of the Roosevelt papers was the commencement of work on a subject index to certain files for which the only present guide is the name of the addressee. This project, which has already proved its usefulness, will make it possible to find all correspondence dealing with a particular subject, regardless of to whom it was addressed or by whom it was written.

Reference Service

The anticipated rush to use the Library's resources as a result of the opening of the major part of the Roosevelt papers in March was just beginning to materialize at the close of the fiscal year. Nevertheless, the Library's holdings were used about 50 percent more than in the fiscal year 1949. Scholars, writers, and others made 660 visits to the search room during the year. They were supplied with 6,600 items of books, photographs and papers. Information was furnished by letter on 550 occasions, and more than 6,000 reproductions of documents were made. Subjects of studies made during the year that were based on materials in the Library include the economic thought of Franklin D. Roosevelt, the origins of the United Nations concept, Franklin D. Roosevelt's relations with Woodrow Wilson, the life of Louis M. Howe, the New England flood-control compact of 1937, and the history of the Office of War Information.

The Museum

Over a quarter of a million persons visited the Library's museum during the year. This was about 8 percent fewer than in the preceding fiscal year, a decline that may be attributed mainly to the extraordinary heat and the infantile paralysis epidemic in New York in the summer of 1949. Admission fees are collected for the Library by the National Park Service. During the year a total of \$46,104 was deposited by warrant in the Library's special account in the Treasury as provided by law and \$8,782 was paid into the Treasury as taxes collected on admission fees.

A new exhibit was installed during the year in the main exhibition room. It consists of a chronologically arranged series of 45 enlarged photographs illustrating the life and times of Franklin D. Roosevelt, with documentary and other illustrative material displayed in table cases beneath the photographs. Late in the year, the well-known and much-admired portrait of Franklin D. Roosevelt by Mr. Frank O.

Salisbury, the British artist, was placed on exhibit in the Library for an indefinite period. It was loaned by Mr. James Roosevelt.

THE NATIONAL HISTORICAL PUBLICATIONS COMMISSION

This Commission, which was created in 1934 by the act establishing the National Archives, was transferred with the National Archives Establishment to the General Services Administration by Public Law 152. The membership of the Commission, of which the Archivist of the United States is chairman, and its functions were not changed by this act.

Charged with making plans, estimates, and recommendations for such historical works and collections of sources as seem appropriate for publication or otherwise recording at the public expense, the Commission held one session during the year. On June 15, 1950, it met to take action on President Truman's request that it consider and report to him on "what can be done—and should be done—to make available to our people the public and private writings of men whose contributions to our history are now inadequately represented by published works." It was on May 17, 1950, on the occasion of the publication and presentation to the President of a copy of the first volume of *The Papers of Thomas Jefferson* that Mr. Truman stated his conviction that "we need to collect and publish the writings of the men and women who have made major contributions to our democracy" and asked the Commission to look into the matter.

At its June meeting the Commission instructed its secretary to undertake a survey of papers that would be appropriate for publication and to prepare a report for its consideration in the fall. This survey was in progress at the end of the fiscal year.

APPENDIX II

RECEIPTS AND EXPENDITURES OF THE FRANKLIN D. ROOSEVELT LIBRARY

The joint resolution of July 18, 1939, establishing the Franklin D. Roosevelt Library, requires an annual statement of the Library's receipts and expenditures. Insofar as it is possible to segregate the receipts and expenditures of the Library from those of the Administration as a whole, they were as follows:

Salaries and expenses:	
Personal services.....	\$51,653
Travel.....	494
Communications.....	1,053
Rents and utility services.....	38
Supplies and materials.....	565
Total.....	53,803

During the fiscal year, admission fees of \$54,886 were collected by the National Park Service from visitors to the Franklin D. Roosevelt Library and were covered into the Treasury by warrant. Of the total amount collected, \$46,104 was deposited in the Library's special account in the Treasury, as provided by law, and \$8,782 was paid into the Treasury as taxes collected on admission fees. Receipts from the sale of photographic reproductions, in the amount of \$1,740, were also deposited in the special account. No other funds were received for deposit in this account. Obligations during the year against the account totaled \$28,404, as shown in the following statement:

Salaries and expenses:	
Personal services.....	\$17,578
Printing and reproduction.....	1,345
Other contractual services.....	1,753
Supplies and materials.....	1,784
Equipment.....	5,944
Total.....	28,404

The balance in the account after all funds received during the year had been deposited was \$148,154.

There were no expenditures during the year from the Library Gift Fund, which is administered by the Board of Trustees of the Franklin D. Roosevelt Library. At the end of the year, therefore, there was a balance of \$500 in this fund.

APPENDIX III

REPORT OF THE NATIONAL ARCHIVES TRUST FUND BOARD FOR THE FISCAL YEAR ENDING JUNE 30, 1950

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."

The Board is composed of Wayne C. Grover, Archivist of the United States, as chairman; Senator Olin D. Johnston, chairman of the Senate Committee on Post Office and Civil Service; and Representative Tom Murray, chairman of the House Committee on Post Office and Civil Service. No change in membership occurred during the fiscal year.

The National Archives Trust Fund contained \$20,214 at the beginning of the fiscal year. During the year fees collected for reproduction services by the National Archives and paid into the fund, pursuant to the act approved June 25, 1948 (62 Stat. 1026), totaled \$19,412. A gift from the American Heritage Foundation of the bronze display cases used on the Freedom Train was accepted by the Board for use by the Archivist of the United States for the display in the National Archives of historical documents.

Expenditures during the year totaled \$19,329, of which sum \$12,045 covered the cost of reproduction services rendered by the National Archives pursuant to the act approved June 25, 1948 (62 Stat. 1026), and \$7,284, the balance of a grant from the Rockefeller Foundation, covered the cost of producing basic microfilm stocks of research material.

At the close of the fiscal year there was a balance of \$20,297 in the National Archives Trust Fund.

WAYNE C. GROVER, *Chairman.*

