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## Georgia Archive IX, Issue 1

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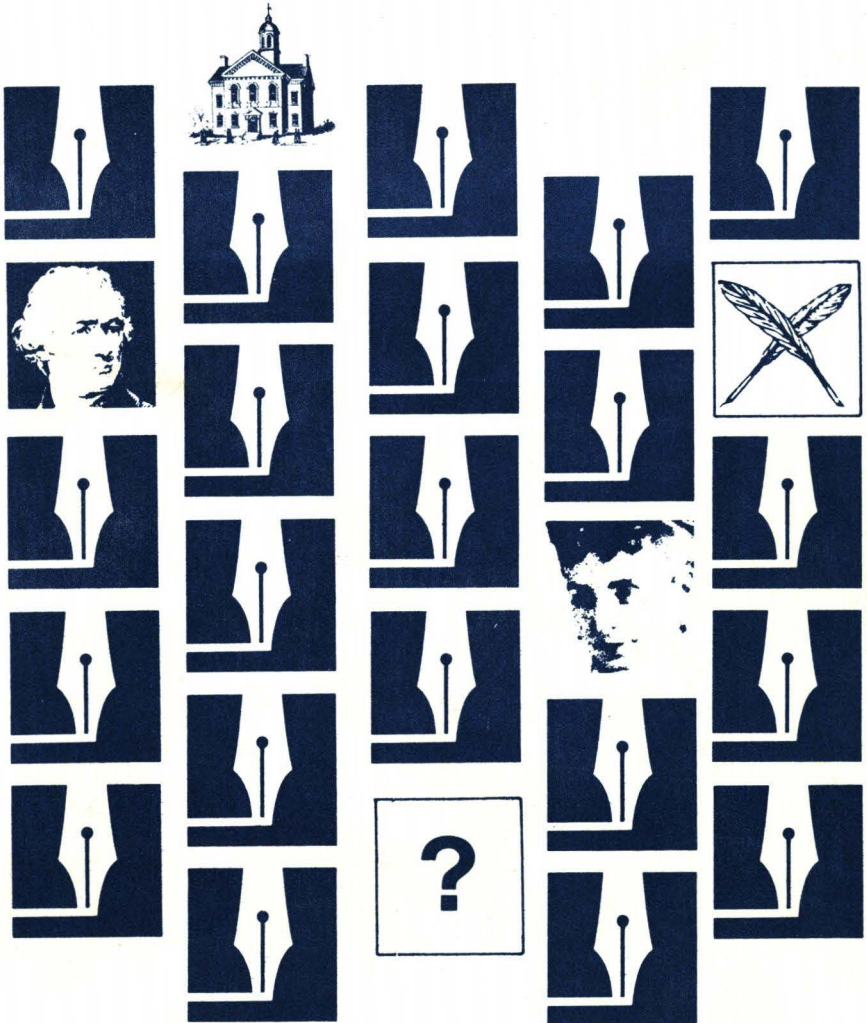
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# GEORGIA ARCHIVE

volume IX, number 1  
spring, 1981



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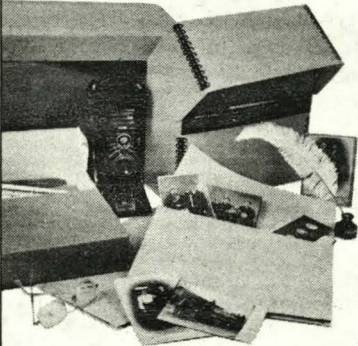
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## Foreword

Under the terms of a National Historical Publications and Records Commission (NHPRC) grant, the National Association of State Archives and Records Administrators (NASARA) conducted a national meeting of state historical records coordinators and representatives of State Historical Records Advisory Boards in Atlanta, Georgia, June 6-7, 1980. Attending were representatives from forty-eight states (Maine and Maryland were not represented), the District of Columbia, Puerto Rico, and the Virgin Islands.\*

The purposes of the Atlanta conference were to review and evaluate the NHPRC's records grant program and to develop policy and procedural changes to recommend to the federal commission to improve the program for the future. The agenda for the two-day conference was planned by a steering committee composed of Martha M. Bigelow, F. Gerald Ham, Peter T. Harstad, Carroll Hart, Cleo Hughes, Sidney F. McAlpin, Harry E. Whipkey, and Albert H. Whitaker. A. K. Johnson, executive director of NASARA, chaired the steering committee session, and all conference sessions were also under his direction. Local and special arrangements were handled by the staff of the Georgia Department of Archives and History.

The program on June 6 opened with an address by Peter T. Harstad, entitled "In Quest of A National Historical Records Program," which reviewed the background of the NHPRC's records program and set the stage for the conference's evaluation of current policies and procedures. There followed papers on "The Objectives of the NHPRC's Records Program" by

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\*A list of representatives attending the conference is found on pp. 82-83.



F. Gerald Ham; "The Role of State Boards and Coordinators: Functions and Responsibilities" by Martha M. Bigelow; "The Role of the State Boards and Coordinators: Appointments and Composition" by Cleo A. Hughes; "Funding: Issues and Options" by Sidney F. McAlpin; and "Formation of A Continuing Organization to Represent the Interests of Coordinators and Boards" by Charles Lee. Concurrent meetings of discussion groups on the first four subject areas, led by Ham, Bigelow, Hughes, and McAlpin, completed the day's agenda.

The formal business session of the conference was held on Saturday, June 7, with A. K. Johnson presiding. The session included reports and recommendations from the discussion groups, a report by Charles Lee on formation of a continuing organization, and discussion and votes on recommendations. The business session also witnessed the election of a six-member steering committee (F. Gerald Ham, Peter T. Harstad, Elbert R. Hilliard, Sidney F. McAlpin, Marlene Wallace, and Julia A. Yelvington) to coordinate action based on the outcome of the conference and to represent coordinators and advisory board members for 1980-1981.

The steering committee was given immediate responsibility for reviewing all of the recommendations of the conference. Responsibility for preparing the final report of the Atlanta meeting (subject to review by the steering committee) was given to Harry E. Whipkey and Albert H. Whitaker. Whipkey and Whitaker were also named to represent coordinators and advisory board members at the October 26 meeting of the federal commission.<sup>1</sup>

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<sup>1</sup>This foreword is from the introduction to the "Recommendations to NHPRC of State Historical Records Coordinators and Representatives of State Historical Records Advisory Boards" prepared by Harry E. Whipkey and Albert H. Whitaker.

This issue of Georgia Archive includes the papers presented at the Atlanta conference by Peter T. Harstad, F. Gerald Ham, Martha M. Bigelow, Cleo A. Hughes, and Sidney F. McAlpin;<sup>2</sup> the recommendations presented by the conference to the NHPRC in October; and the commission's response to those recommendations. The Editors wish to thank Larry Hackman, Peter Harstad, and A. K. Johnson for their support and assistance, and all those who contributed to this issue.

The Editors

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<sup>2</sup>The presentation by Charles Lee was not submitted to Georgia Archive for publication.

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IN QUEST OF A NATIONAL HISTORICAL  
RECORDS PROGRAM

Peter T. Harstad

Three days before Christmas, 1974, President Gerald R. Ford signed Public Law 93-536 which, in less than two hundred words, gave rise to a national historical records program. The law did so by redesignating the National Historical Publications Commission (NHPC) as the National Historical Publications and Records Commission (NHPRC); increasing the membership of the commission by four; and doubling the commission's authorization of appropriations (not its actual appropriation) from two to four million dollars. Some members of the historical and archival professions were jubilant. A few, who had worked hard for something on a much grander scale, saw the new law as a very modest and perhaps inauspicious beginning for a truly national historical records program. Perhaps most archivists and historians adopted at least a mildly optimistic "wait-and-see" attitude.

Now, five years later, it is time to evaluate how effectively the records program, created under PL 93-536 and through NHPRC policy, has functioned. How many of us feel that the records program has received adequate funding? How many of us would give

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Peter T. Harstad is the Director of the Iowa State Historical Department, Division of the State Historical Society. The author acknowledges with gratitude courtesies extended by people mentioned in the text and notes, particularly Larry J. Hackman, who made available two Hollinger boxes of NHPRC files concerning the early days of the records program.

the commission and its staff a grade of B+ or above for what has been accomplished with the funds allocated to the records program to date? Finally, how many of us feel that the program, as presently constituted, is so close to perfection that we need not consider the six pages of issues and questions we received by mail in advance of this meeting?

It is well to recognize at the outset of our conference that some of the issues we face in the context of the records program are as old as the Union itself. What is a proper balance between national direction and self-determination within the states? In what ways, and through what channels, should a national historical records program be responsible to the people? In a nation of diversity, how should the federal beneficence for records be allocated? Are policies suitable for a modestly funded program transferable to a multimillion-dollar operation? These and many related issues have twists and nuances, some of which may be attributed to the very nature of historical records and where they are found in this country. Politicians, members of the NHPC staff, professional archivists, and historians (including employees of the National Archives and Records Service) recognized this in the mid-1970s, when they did not find ready-made policies for conducting a records program. However, some then saw, and may still see, merit in the pattern of the national historic preservation program.

To understand the quest for a national historical records program which led to the 1974 law, we must turn to those cultural politicians who saw the bicentennial celebration of the nation's independence as prime time for upgrading historical and archival programs. "It is ironic, if not embarrassing, that those who led the Revolution cared more for historical records than we do today," asserted Edward C. Papenfuse.<sup>1</sup> Such people could point out that even before drafting of the Declaration of Independence Thomas Jefferson had exchanged ideas with Ebenezer Hazard, an able

pioneer in the preservation and publication of historical records. They could quote the cover letter Jefferson sent to Hazard after the Revolution along with the two volumes of "curious monuments of the infancy of our country" he had previously borrowed:

Time and accident are committing daily havoc on the originals deposited in our public office. The late war has done the work of the centuries in this business. The lost cannot be recovered; but let us save what remains; not by vaults and locks which fence them from the public eye and use . . . but by such a multiplication of copies, as shall place them beyond the reach of accident.<sup>2</sup>

Moving forward in American history, promoters of a national historical records program could enlist the support of that able Frenchman who visited the United States in the 1830s. Alexis de Tocqueville lamented that in this country "nothing is written, or if it is, the slightest gust of wind carries it off, like . . . leaves to vanish without recall." He predicted that in fifty years "it will be harder to collect authentic documents about the details of social life in modern America than about French medieval administration." In a section on "administrative instability," Tocqueville elaborated: "Nobody bothers about what was done before his time. No method is adopted; no archives are formed; no documents are brought together, even when it would be easy to do so." He confessed, "Among my papers I have original documents given to me by public officials to answer some of my questions." With such carelessness about records, Tocqueville concluded, "It is very difficult for American administrators to learn anything from each other."<sup>3</sup>

As Tocqueville and others observed, historical and archival institutions in the United States lagged far behind those of western Europe. Yet, by the middle of the nineteenth century, state historical societies had

emerged under favorable auspices in some American states. Late in the century, a few federal agencies were following the lead of the Library of Congress in taking an interest in historical records. Early in the twentieth century, several states had archival programs worthy of the name. However, adequate preservation of federal records and regularized access to them were hardly possible until after passage of the National Archives Act of 1935.

Two provisions of this act mandated activities beyond the care of official government records and beckoned in the direction of a national historical records program, as did the Historical Records Survey of the late 1930s. One provision of the National Archives Act empowered the new agency to "acquire and preserve motion pictures and sound records 'pertaining to and illustrative of historical activities in the United States.'" Another provision created the National Historical Publications Commission (NHPC) as a separate organization with the Archivist of the United States as its chairman, and with a mandate to "make plans, estimates, and recommendations for such historical works and collections of sources as seem appropriate for publication and/or recording at the public expense."<sup>4</sup> Following its reorganization in 1950, the NHPC took an increasingly active role in the production of letterpress and microform editions of publicly and privately generated historical sources.

All of this, and much more, is background to the deliberate steps taken by the cultural politicians on the eve of the nation's bicentennial celebration. On May 16, 1972, President Alexander Wall of the American Association for State and Local History, President T. Harry Williams of the Organization of American Historians, President George C. Haskins of the American Society for Legal History, and President Charles E. Lee of the Society of American Archivists (who also served as leader and chairman of this elite group) presented a carefully prepared proposal for a national

historical records program to the American Revolution Bicentennial Commission (ARBC) meeting in Boston. The plan called for the creation of a substantially funded program of grants-in-aid "to assist states, communities, qualified groups, and institutions in locating, preserving, and making accessible the nation's public and private historic records."

Lee and his peers envisioned the program as "a companion to the Historic Sites Act of 1966, which seeks to preserve historically important sites and structures for posterity." They proposed that the Archivist of the United States serve as chairman of a National Historical Records Commission (NHRC) which would be parallel to, but separate from, the NHPC. With the concurrence of the NHRC, a staff would establish national guidelines "based upon a comprehensive survey of regional and state needs," maintain a national register of archives and manuscript collections, and attend to the administration of grants. The plan called for advisory boards in each of the states consisting (as would the parent NHRC) of top professionals as well as distinguished citizens. In addition to working through the state advisory boards, the NHRC would be authorized to work directly with national and regional groups. For, as Charles Lee put it, "Fifty state plans sewn together don't make a national plan."<sup>5</sup>

The ARBC unanimously approved the proposal for a National Historical Records Commission and forwarded it, along with a favorable resolution, to President Richard M. Nixon on June 16, 1972. However, Nixon soon had other things on his mind; on June 17 the arrests at Watergate were made. Lee, Robert Williams of Florida, the late Richard Hale, Jr., of Massachusetts, and Sam Silsby of Maine had no way of knowing how serious the Watergate matter was as they worked to get a bill introduced in Congress. They succeeded on March 19, 1973, when Senator Edward W. Brooke of Massachusetts introduced S 1293.<sup>6</sup> The same archivists



also contacted members of the House. Congressman Frank Horton of New York took a particular interest in the cause and worked with Representative Jack Brooks of Texas on a House version of the National Historical Records Commission bill. However, these two men, key members of the Government Activities Subcommittee of the Committee on Government Operations but of opposite political parties, could not agree upon anything resembling a strong NHRC bill.

Archivist Hale of Massachusetts explained his perception of how things stood on March 11, 1974, in a letter to Senator Brooke of his own state. He briefed the senator on a February 25 meeting for which "Mr. Lee called in three State Archivists [Silsby, Williams, and Hale] . . . and the Director of the National Historical Publications Commission." According to Hale, the director was called in because

it was felt that OMB [Office of Management and Budget] did not want to make a separate new Commission. Therefore, the route taken was to expand the National Historical Publications Commission. To this suggestion, the Commission had agreed and it was the job of the meeting to reach agreement on details.

Charles Lee contends that a clerk of the Senate Judiciary Committee first came up with the idea of combining a national records program with the existing NHPC. In a speech of April 13, 1975, James B. Rhoads attributed the idea to Representative Jack Brooks. All of the accounts agree that the suggestion did not come from NHPC, NARS staff, or from the archival or historical communities.<sup>7</sup>

Hale explained to his senator an agreement concerning the composition of the commission and authorizing a total expenditure of \$12 million, of which \$2 million would go to publications. "Otherwise the new bill is a marriage of your bill and the present

Historic Publications Commission Act." Hale elaborated what he saw as a

continuum with preservation at one end, and letter press publication at the other. . . . One may make sure that a document is protected from decay by deacidifying or perhaps also laminating. One may find that a security microfilm is a more economical and practical way of preserving for use the information in a document. One may find that there is enough scholarly demand for the document to justify microfilm publication. Last of all, it may prove economical in dollars and cents to edit and print in letter-press and recoup the cost from sales. All these are forms of preservation.

Hale closed with the thought that some years earlier he had been involved with "securing federal matching funds for the preservation of historical buildings, and was impressed by the way a small amount of seed money caused local people to open their purses wide."

Jack Brooks now promoted the idea that NHPC already had the authority, but not the means, to carry on a national historical records program. The NHPC concurred, as did the Archivist of the United States, James B. Rhoads. According to Brooks, minimal adjustments were needed in the NHPC law, plus additional money for records. Nothing more. When Charles Lee testified before Brooks's Government Activities Subcommittee of the Committee on Government Operations on July 16, 1974, he favored the bill, but took the position that it was no more than a beginning: "In all honesty, we do not even know what the actual situation is with regard to the records of our nation's past. We do know that it comes close to being a national disaster."

With historian Joe B. Frantz of the University of Texas leaning on Brooks, and strong support in the

Senate from Samuel J. Ervin of North Carolina, the unpretentious piece of legislation passed the House on "consent Monday," December 3, 1974. It cleared the Senate on December 12, and President Ford signed it on December 22. The law put an R in NHPC, and added four members to the commission, two each from SAA and AASLH. Charles Lee had envisioned at least an Oldsmobile, but he had gotten a Ford--a Pinto. PL 93-536 provided for an authorized doubling of the NHPC budget from two million to four million, but the increase was by no means insured, and did not come until the present budgeting cycle.<sup>8</sup>

Nevertheless, by late 1974, people with keen noses could "smell the meat cookin"--or thought they could. The director of NHPC requested a promotion from a GS-15 to 16. He wrote that since he had "both run a state archival agency and been intimately involved with the National Register program, which was in many ways used as a model by those who have been pressing for the creation of the Records program, I am perhaps uniquely qualified to head the newly created entity." Archives people from around the country sent letters of inquiry to the Archivist of the United States. Some wanted jobs. Others wanted to know if there would be a new historical records survey. Still others wanted to know about grants.<sup>9</sup>

The NHPRC acted promptly. On January 10, 1975, Archivist Rhoads entered into a contract with Herbert E. Angel, retired deputy archivist of the United States. Angel was to confer with "selected State officers and representatives of historical societies, libraries, and similar organizations to develop criteria for a plan of action for a national program for the preservation and accessibility of the nation's documentary resources" to be followed by NHPRC. He was to present the plan at the February 20 meeting of the commission. After "review and evaluation" by the commission, Angel was to prepare "policies and priorities for such a national program, and develop

regulations for publication and soliciting, reviewing, processing, and recommending grants." The second phase of Angel's work was to be completed by April 30, 1975.<sup>10</sup>

Angel provided the administrative track the records program is running on today, and he helped to establish a timetable for objectives. As he went about work, he was bombarded with communications about things now familiar to us. Richard Erney of Wisconsin wrote on March 13, 1975, "Being one who regards coordinators as those who work very hard to see that everything collapses at once, I am not partial to use of the title in this program."<sup>11</sup> E. Berkeley Tompkins, executive director of NHPRC, who had been thinking in terms of at least ten million dollars for the records program, took a firm stand against involvement with records until adequate funding was assured. He wrote to Angel, April 9, 1975, "If the present elephant--after a lengthy period of gestation, and elaborate and well-publicized labor pains--gives birth to a mouse, a lot of people are going to look foolish."<sup>12</sup> No new money came forth during 1975, and NHPRC pulled \$100,000 from other sources to initiate the records program.

Things moved rapidly at NHPRC during the spring and summer of 1975. Frank G. Burke replaced Tompkins as executive director of NHPRC, and he in turn hired Larry J. Hackman to head up the records program. On August 25, Hackman sent ten solid pages of questions to Burke about the records program, to which he attached this note, "You can probably tell that I am anxious to get at the job, and that I hope to hit the ground running." One of Hackman's questions was, "Is the Commission's decision to give \$3,000 to each state which names an advisory board definite or not?" Burke replied in the affirmative, adding:

Staff did not mention that figure in any correspondence with the states, reserving notice of

it until later when need for it can be established by the States. I now plan to ask the Comm. to reconsider and loosen up some of that money for other things.<sup>13</sup>

From this point one could document, point after point, how NHPRC reacted to the Angel report and to staff recommendations, and how the commissioners interacted with each other and society generally to produce the records program as we know it. The issue of granting money directly to state advisory boards is only one of many sensitive and important issues before us. Last April one state archivist told me that giving money to a state advisory board he knew well was "as sensible as giving a bicycle to a baboon."<sup>14</sup>

It is time to sum up. Who put the R in NHPRC? Herbert E. Angel recently wrote:

In establishing the paternity of the NHPRC records program, I would be highly suspicious of Charles E. Lee, South Carolina Department of Archives and History, James B. Rhoads, former Archivist of the United States, Richard A. Erney, State Historical Society of Wisconsin, and the late Richard W. Hale, Jr., Archivist of Massachusetts, but I am sure that there were many others who had gleams in their eyes during the period June 1973 to December 1974.

Angel not only disclaimed paternity, but also provided the alibi that he had retired from the archives in January, 1972, and was in Africa during much of 1974. He added, "You might say that I assisted the family and friends of the infant by recommending the course of action it should take, its timing, how it should be financed, and a manual for its guidance."<sup>15</sup>

Here we are, then, in June, 1980, with a growing, five-year-old program to evaluate and to help improve. NHPRC now receives double the appropriation it received

back in 1974--a sum still far below the amount envisioned by the cultural politicians of the early 1970s for the records program alone. Most of us know the details of the records program, because we have worked with it to accomplish practical objectives. We have also participated in, or read about, appraisals of the records program at NHPRC, AASLH, and SAA meetings last fall. More recently, we have had the opportunity to read F. Gerald Ham's provocative article, "NHPRC's Records Program and the Development of Statewide Archival Planning" in the winter, 1980, issue of the American Archivist.

As of last October, thirty-four states had submitted plans which are generally "provisional and short-term." Overall, these statements "reflect the checkered and uneven progress of archival development in the nation." One irony is that in the archivally advanced state of South Carolina, the records program is, in Charles Lee's words, "virtually moribund." In my archivally underdeveloped state of Iowa, the records program has raised expectations and brought hope.<sup>16</sup>

As we go about our work today and tomorrow, several things are decidedly in our favor. Many signals tell us that the NHPRC and its staff are receptive to change. Although NHPRC has provided the funds for this conference, we are on neutral grounds here with the National Association of State Archives and Records Administrators as host. Before we get into the whirl of things, I wish to assert that, despite all the fiscal and policy shortcomings we shall soon air, NHPRC still runs the best federal program I know of. Communications from the NHPRC records program staff have been regular, courteous, and clear.

In the foreword to the 1978 NHPRC Report to the President, then commission chairman James B. Rhoads wrote, "The Commission remains committed to presenting the historical record free from proscribed

interpretation, untainted by partisan biases, and open for study by scholars and laymen alike."<sup>17</sup> That is a worthy objective to have before us as we continue the quest for a better national historical records program here in Atlanta.

#### NOTES

<sup>1</sup>Edward C. Papenfuse, "Preserving the Nation's Heritage Through A National Historic Records Program," American Historical Association Newsletter 11 (February 1973): 19-23. Quotation on p. 19.

<sup>2</sup>Julian P. Boyd, ed., The Papers of Thomas Jefferson (Princeton: Princeton University Press, 1950-), 19:287.

<sup>3</sup>J. P. Mayer, ed., Alexis de Tocqueville: Democracy in America, trans. George Lawrence (Garden City: Anchor Books, 1969), pp. 207-8.

<sup>4</sup>Donald R. McCoy, The National Archives, America's Ministry of Documents, 1934-1968 (Chapel Hill: University of North Carolina Press, 1978), p. 10.

<sup>5</sup>Quotations from Papenfuse, "Preserving," pp. 22-23. Charles E. Lee has explained much more about the background in "President's Page: The Proposed National Historic Records Program," American Archivist 35 (July/October 1972): 368-77. The statement attributed to Lee, however, was made during a telephone conversation of June 2, 1980.

<sup>6</sup>Folder and three-page report marked "Chronology" in NHPRC files.

<sup>7</sup>The quotations in this and the following paragraphs are from a letter, March 11, 1974, Richard W. Hale, Jr., to Honorable Edward Brooke marked "Attn: Mr. Ralph Neas" in NHPRC files.

<sup>8</sup>See Hearing Before A Subcommittee of the Committee on Government Operations House of Representatives. Ninety-Third Congress, Second Session, on H.R. 15818 . . . (Washington, D.C.: Government Printing Office, 1974), pp. 1-50. Lee quotation, p. 49. Lee elaborated on the roles of Ervin and Frantz in a telephone conversation of June 2, 1980.

<sup>9</sup>December 19, 1974, memo from E. Berkeley to James B. Rhoads, NHPRC files. Examples of inquiries are also found in the same source.

<sup>10</sup>The contract was in the form of a letter, January 10, 1975, from James B. Rhoads to Herbert E. Angel, NHPRC files. Angel further elaborated the arrangement in a letter, April 30, 1980, to the author.

<sup>11</sup>Richard Erney to E. Berkeley Tompkins, March 13, 1975, NHPRC files.

<sup>12</sup>E. Berkeley Tompkins to Herbert E. Angel, April 9, 1975, NHPRC files.

<sup>13</sup>Larry J. Hackman to Frank G. Burke, August 25, 1975, and Burke's undated reply in NHPRC files. Burke prevailed.

<sup>14</sup>F. Gerald Ham, April 11, 1980.

<sup>15</sup>Herbert E. Angel to the author, April 30, 1980.

<sup>16</sup>Quotations from the Ham article cited in the text, p. 34, and from June 2, 1980, telephone conversation with Charles E. Lee. Evaluations of the NHPRC program are available in Records Program Report



No. 80-1, Attachments D and E in The Midwestern Archivist, 3. Stephen J. Gerkey, a student of Ham, has also prepared an unpublished study, "The State Historical Records Advisory Boards: An Assessment of the First Four Years." Members of the NHPRC have also spoken with much candor at professional meetings and have published their views in a variety of reports and publications. So have members of the NHPRC staff.

<sup>17</sup>Quotation, p. 1.

THE OBJECTIVES OF THE NATIONAL HISTORICAL  
PUBLICATIONS AND RECORDS COMMISSION'S  
RECORDS PROGRAM

F. Gerald Ham

The objectives of the records program of the National Historical Publications and Records Commission (NHPRC) are--or should be--familiar to you all. They have been spelled out most concisely in the "Statement of National Needs and Preferred Approaches for Historic Records," which is really our first national records statement.<sup>1</sup> They have been amplified in circular letters, in published interviews with staff and commission members, and in the short but lucid retrospective sketch in the 1978 commission report to the president.

From the beginning, the commission chose strategies that emphasized program development on a broad front, rather than the application of some monolithic prescription. Thus, it rejected formula distribution of grants to the states and the first-come-first-served approach of the National Endowment for the Humanities (NEH). The commission opted for programs to change, rather than reinforce, the existing state of archival affairs.

To date the commission has given priority to funding in four areas. The first was a "rescue"

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<sup>1</sup>National Historical Publications and Records Commission, A Report to the President (Washington, 1978).

operation to salvage endangered records. This program was cheap, quick, and its results highly visible. A second objective was the development of strong records programs independent of continuing federal assistance. Many of these grants have been used as a lever to secure commitments for future program development, or to give initial planning and development support for programs that, once established, can be maintained by the grantee. Third, the commission has emphasized projects which develop and publicize new methods and techniques. The Society of American Archivists manuals, a project to accession machine-readable public records, and the development of disposition standards for labor grievance files are all examples of projects that promise a widespread, long-term impact. A fourth area of emphasis has been projects that promote institutional cooperation, such as regional conservation programs and a multistate project to develop a cooperative automated system to describe state archival records.

It is not surprising that a national records program, largely emanating from Washington with an avowed aim of rearranging the archival landscape in the provinces, has produced some tensions--tensions that can be either creative, destructive, or both. Many of these tensions have to do with the way in which the commission dispenses its largess.

Some have argued for splitting the pie "even Stephen" or by some specified formula. Others have argued that the limited funding should be used in a way to maximize the development of comprehensive programs within the states--a pump-priming incentive. Some agree with the commission's broad front approach, and argue that the scope of the program should be expanded even further to include such things as records management, oral history, exhibits, and even equipment purchase.

Still others believe that, given the current level of funding, the program needs a narrower, not wider, focus. To those coordinators, many of whom are the state archivists, this means concentrating on strengthening the public records programs in the states, one of the purposes for which the program was conceived originally. Fearful that the program will become a mini-NEH, some oppose grants for special area collecting, for processing, or other activities designed to make collections available to scholars in the humanities--activities they see as a basic funding responsibility of the individual archival agency. Some feel that more emphasis must go toward research and development. Finally, several critics argue that the highest priority should go to creating a strong state-level planning and coordinating mechanism--a real records board, not an advisory one.

This is only a sample, not a catalog, of issues that have been raised about the national role of the records program. This afternoon a group of us will be examining these and, I am sure, many other issues as we debate whether the objectives of the national records program need to be redefined. However, to discuss objectives in a meaningful context, I think we also need to think about what are our most pressing national needs. Only then can we discuss a national agenda to meet these needs.

As a start, let me suggest some of these national needs. We must first develop guidelines and strategies for more coherent and comprehensive acquisitions programs at all levels--the community, the region, and the nation. We also must provide easy and centralized access to information about increasingly decentralized and complex archival holdings. If we are not to preside over closed-ended holdings, we must deal with the impact of technology on the production and preservation of information formats. If we do not deal with the impact of freedom of information and the right to privacy legislation on the quality and content of the

archival record, there may be no public archival record in the future. Finally, we must raise society's awareness of the support required for national archival preservation and make more effective and efficient use of available archival resources.

To stimulate discussion this afternoon, I have drafted as a committee agenda six national objectives that may help us to come to grips with these and similar needs. This agenda is based partly on the commission's "Statement of National Need," on the statements of needs from the various states, and on the reports of various forums which discuss the national role of the records program.

The goal of the national records program is to promote a greater and more effective effort by government and private organizations to preserve and make available for use those records that further an understanding and appreciation of American life and culture. To achieve this goal, the purpose of the national records program should be:

1. To promote cooperation among archival institutions at all levels

One objective of a national program is to promote cooperative approaches to common problems, including the creation of cooperative structures such as networks, consortia, and regional conservation centers. Archivists must abandon the fiction that adequate care for the historical records will result from each archival institution's independent pursuit of its own narrow institutional goals. Interinstitutional cooperation is especially urgent in high technology areas such as the preservation of newer recording media and the application of electronic data processing to archival administration. Cooperation of another sort is crucial to the creation of a national bibliographic data base and to any coordinated institutional acquisition activities.

Formal networks of regional centers coordinated by statewide archival agencies can provide a cooperative structure to spur archival development and maximize limited resources for archival work. In areas such as training and education or institutional standards for the profession, regional and national professional organizations may be the appropriate vehicles to carry out activities beyond the scope or capability of individual institutions. In each case, the commission and boards must continue to remove barriers and to increase incentives for cooperation.

2. To promote the development of improved system-wide records programs

The development of sound archives and records programs for state and local governments, for institutions of higher learning, and larger private organizations is an essential element in any national records program. The commission encourages such combined archives and records programs to insure the proper identification and retention of archival materials and the efficient disposition of other records. The development of model programs within such an organization can demonstrate their value, lead to their extension, and provide for testing and modification prior to adoption on a wider scale. Archival and records management professions should cooperate on programs of mutual interest.

3. To promote programs of archival awareness and assistance, especially for the records of organizations and institutions formerly outside the traditional archival framework

An increasingly large segment of the archival record will continue to be in the custody of those who are not professional archivists, especially as more and more organizations maintain their own records. A greater attempt must be made to arouse their concern about, and awareness of, proper archival procedures,

as well as to provide them with an increasing number of direct technical and other assistance programs. Through workshops, instructional material, on-site consultation, and cooperative use of archival facilities, state boards and other archival organizations should develop comprehensive programs to assist such institutions in establishing effective in-house archival programs.

4. To promote the wider use of archives

A fourth objective of a national records program should be promotion of the wider use of archival resources. As more and more of the archival record is on media such as film and magnetic tape, archivists have the capacity to make ever-increasing segments of their records as easily available as the printed book. Programs for the preservation of such mediums that stress wider availability as well as security and preservation should have a high priority.

In addition to programs to disseminate the information in the records, a greater attempt should also be made, through the packaging of archival materials exhibitions, audiovisual and mass media programming, and inexpensive publications, to broaden the current archival constituency and develop new ones.

5. To promote programs in research and development

A fifth objective is to promote a program of archival research and development. Such a program is integral to the objectives above. If such programs as cooperative collection strategies, conservation and information networks, and sampling and bulk reduction techniques are some of our real needs, then archivists must improve the tools and techniques to make these programs operational. The commission recognizes not only the necessity to develop and test specific models and methods to improve practice, but also the

importance of developing much needed theoretical studies in the collection, control, and use of information. Research programs should stress those programs that provide for maximum sharing and dissemination of results.

6. To promote archival planning as a strategy and to develop an institutional structure for such planning both within the states and between the states and the commission

Thorough and skillful planning is a fundamental precondition for progress toward the objectives I have discussed. Planning is essential to the process of identifying and analyzing records needs, delineating objectives, devising and testing strategic approaches, and evaluating achievement. The state board is an "indispensable vehicle" for such planning, for it can reflect the diverse, sometimes competing, archival interests that must develop a colloquy about mutual problems and their solutions. At the same time, we must create a structure to maintain a dialogue between the boards and the commission, so that national planning and priorities mesh with, and truly reflect, state needs.

The commission must give greater emphasis to assistance in planning, for it is apparent that many states can greatly benefit from outside help in identifying planning goals and developing step-by-step planning procedures. Indeed, for archivists, planning on this scale is still a relatively new activity; and at both the state and national level, we must devote more time to the process of effective planning--and its implementation.



THE ROLE OF STATE BOARDS AND COORDINATORS:  
FUNCTIONS AND RESPONSIBILITIES

Martha M. Bigelow

The roles of the state advisory boards and the coordinators are inextricably tied together. They, of course, also depend on the philosophy of the National Historical Publications and Records Commission (NHPRC) itself. Until the commission clarifies its position as to whether it is to be a granting agency or whether it is to develop a viable nationwide records program in the states, the roles of the boards and the coordinators will remain fuzzy.

It would appear that the original intent in creating the advisory boards was to create an agency in each state that would develop plans and priorities for records programs in the states, and at the same time would be the arm of support for the commission on a national level both in its programs and in its congressional appropriations. This concept was based on the preservation model.

From the start, however, there was a major difference between the two programs. The preservation program always allocated its funds directly to the state. Since the commission did not wish to do this, it has in a sense developed a hybrid kind of board--boards that the commission would like to operate as the State Historic Preservation Officers (SHPO) and Review Boards do, yet without the power and

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responsibility that the SHPO and review boards have.

Evidently the commission staff had a model in their minds similar to the granting procedures for the National Endowment for the Humanities (NEH), and thus have incorporated part of the NEH procedures into the NHPRC procedures. This applies particularly to the projects that are regional and national in scope.

The NEH procedures best fit the concept of the commission as simply a granting agency. If this is to remain the concept on which the commission chooses to operate, then there would be two alternatives: abolish the boards and coordinators, or keep the boards. If the boards are abolished, then the commission would adopt essentially the procedures of NEH--reviews of grant proposals would first be made by professional colleagues, and a review panel (the commission) would make the final decision. (This is basically the procedure used now, except the advisory boards substitute for the first level of NEH review by professional colleagues.) There would be no need for boards or coordinators under this system. If the commission accepts the philosophy that it is a granting agency only, but wants to keep the boards and coordinators, it then becomes clear that the boards would be only the first level of review, and boards would have less concern about their functions and responsibilities.

The boards could still be effective tools in the states that choose to use them in a positive way. Boards set up under a loosely-structured program like the present one could, for example, serve useful peripheral functions, such as "consciousness raising" about records needs and, in some states, mediating jurisdictional disputes among archives. However, the decision as to how they would be used would depend on the individual coordinators and the conditions in each state.

That in essence is what is happening today. Two programs, Iowa and New York, are often cited as having excellent boards. In both instances, the coordinators saw a need to develop a state archives program. They allocated funds for staff to serve the boards, and used the boards effectively for the purpose they had decided on. In essence the boards became archival commissions for their states. States that use the boards in this fashion would have to allocate at least staff support, and preferably staff support and travel funds, for the boards.

The composition of the boards and their roles and responsibilities would thus be left up to the states to determine. Some states might choose to appoint very large boards which would be honorary appointments, and the coordinator would then be responsible for sending the requests for grants to those individuals on the board who had the greatest expertise in the area in which the grant was being made. There would be no need to call the board together, and therefore no need for grant support, except perhaps for a small amount to the coordinator's office to take care of minimal expenses. The boards could perhaps include forty or fifty people in the state who are interested in records programs, and who see this as an honorary appointment and an occasional opportunity to review grants which would then be decided in Washington. This system would serve to give some widespread support to the program, but would not make it a viable statewide records program.

The other alternative is for the commission to decide that the records program is really to be a state-federal partnership. The records program could then be based on the same type of organization as the state historic preservation officers, that is, the coordinator would remain the head of the state archives or state historical society and be appointed by the governor and bear the responsibility for fiscal accounting. State archival agency staff would provide

the administrative support for the board. The coordinator would act as executive secretary to the board, and his or her staff would serve board activities.

Commission funds would be allocated to the states according to an agreed-upon formula. A small percentage of the funds would be used for staff and travel support for the board; the rest of the funds would be subgranted for records projects in the state. The board would be responsible for determining policy and making decisions on the subgrants made within the state.

The national commission would develop detailed guidelines for the state records program, similar to historic preservation guidelines, which would establish the functions and responsibilities of boards and coordinators. Only those states following the guidelines would be eligible to participate. The boards would thus become a vital and important part of a statewide program. The coordinators and the boards would have a stake in the ongoing program and would expend efforts in trying to see that the program expanded in every way.

A fourth option would be to use an amalgam of both systems. All regional and national grants would be reviewed by procedures that were essentially NEH procedures. State boards would continue to review all state grant requests, but in those states that met certain qualifications set up by the commission, block grants or pass-through grants would be made to the boards. These grants, in addition to providing money to subgrant within the state, would have to provide overhead for administrative costs, including staff support and board travel expenses. In order to avoid charges of favoritism, there would have to be a very careful development of criteria for this program, so that any state that wanted to participate in the block grant system would be eligible once it met the commission's requirements.

In conclusion, then, it would appear to me that there are only four options available to the commission: (1) abolish the boards and coordinators and rely on NEH grant procedures; (2) keep the boards and coordinators in their present loosely structured usage, and let each state just do the best it can; (3) go to an SHPO system of strong coordinators and boards, with funds granted directly to the state and the programs operated under guidelines set by the commission; or (4) choose an amalgam of the above three, in which there would be no strong guidelines from the commission, but the option of pass-through, or block, grants would be given to those states which met the requirements.

Those of us with SHPO experience probably incline toward that system, believing that such procedure would best serve the idea of a national records program based on the individual differences between states. However, other states with different experiences may prefer the other options. One thing is certain--some clear-cut decision must be made regarding the role of the boards and the coordinators. This group can certainly make the recommendations, but the final decision can come only from the commission.

THE ROLE OF STATE BOARDS AND COORDINATORS:  
APPOINTMENTS AND COMPOSITION

Cleo A. Hughes

The question of who appoints the coordinator is tied to the question of eligibility for the role of coordinator. At present, the coordinator is the head of the state archival agency or the head of the state-funded historical agency. If both agencies exist, the agency head not appointed coordinator is to be appointed to the board. The agency head may appoint someone within the agency to act as coordinator rather than assuming the job himself.

There are states which do not have well-developed archival programs, and whose archival agency therefore does not have an individual with the necessary experience, expertise, and/or staff support to be an effective coordinator. In other states, the archives might be well developed, but the archivist may be unsympathetic to the program, or may be too involved in other projects to assume the responsibility. In those states, the program suffers.

Several alternatives to the automatic appointment of the head of the archival or historical agency as the coordinator have been mentioned. One alternative would be to appoint the head of an active private historical association or society, if his or her duties include responsibility for a large number of original

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records. Another possibility is appointment of the head of a well-developed municipal or university archives. There may be a large, private archives/manuscripts repository, equivalent to a well-developed state program, whose archivist could act as coordinator. The employing organization would, of course, have to agree to support the coordinator's work with the board.

So these appear to be our options: the state archivist, head of the state-funded historical agency, head of a private historical association, head of a large municipal archives, head of a large academic archives, or head of a large, private archives/manuscripts repository. It would be easier to suggest alternatives if we already had a functioning archives evaluation system, which I do not expect to see for several years, and a strict accreditation system for archivists, which can only come about through a minor miracle.

This brings us to the appointment of the coordinator. Presently, the governor appoints the coordinator, which should signify the willingness of the state to give at least minimal support to the program. Since the coordinator was initially defined as being the full-time professional official in charge of the state archival agency, one would assume that there is little question as to the identity of the coordinator. However, this definition has been interpreted in several ways in different states. As a result, the coordinator is not always an archivist, but is sometimes an administrator in the agency to which the archives answers. This would be a slight advantage to the state's archival program, since it would possibly then have more attention from the governor's office, but it is difficult to see how it would benefit the National Historical Publications and Records Commission (NHPRC) program. Appointment of the coordinator by the governor may bring publicity for the NHPRC program, and

travel funds for the board may be easier to obtain. This varies from state to state.

The head of the archival agency might appoint the coordinator, with the option of appointing himself, if qualified. In some states, it would not be legally possible for such a person to make that appointment if any state funds, including official time, were used, unless the archival agency is independent; that is, reporting directly to the governor. The governor could appoint the coordinator with the advice and consent of the head of the archival agency. Under this system, a well-qualified person should be located and, more often than not, would be the archivist giving the advice and consenting.

There is another alternative to appointment of a coordinator, and that is through election by board members from among their number. Ideally, this individual would be selected by his or her peers as an acknowledgment of expertise and leadership abilities. The difficulty is that situations are not always ideal, and personalities play a very strong part in elections. However, this could be a satisfactory option, which would rotate the burden among board members and their institutions. For example, a board member who is the head of a large history department in a university which has a strong program in history would be eligible for the coordinator's role.

The term of office would need to be considered after eligibility is determined. As narrowly defined as the present eligibility is, a term of office may be almost meaningless. The current four-year appointment is working because of the limit on eligibility. Either the coordinator has simply (or not so simply) worked the duties into an already full schedule, or has assigned responsibilities to staff members, or has ducked the problem altogether and has an inactive program. If eligibility is expanded, then a term is necessary, since organizations do need to know the



length of time for which employees are obligated.

The term of office most practical for the coordinator will depend a great deal upon the board, as well as upon the condition of the original records in the state. A coordinator who is called upon frequently to arrange and conduct meetings, distribute numerous grant applications, analyze the returned evaluations, and consult with the NHPRC staff might need a shorter term than the coordinator in a state which is sparsely populated, has a well-developed archival program, and very few grant applications, for whatever reason. The latter individuals could well serve four years without noticing any strain on their schedules.

A one-year term would work for a coordinator elected by the board, if the board members were all active and aware of the total business of the board. This would almost require three to four meetings a year. An appointive term of one year may not be practical, since it is difficult to go through all the steps necessary for governmental appointments on a yearly basis.

Two- to three-year terms possibly would be more practical than one year, because the coordinator then would have an opportunity to develop expertise in the role, including a system for meeting deadlines. The appointment process would not be as difficult with the longer terms, if appointment is continued as the method of selecting the coordinator. One drawback that could occur would be the election of a board member as coordinator to a two- or three-year term, when that member had only one year remaining on the board. Provision would have to be made for extending that member's appointment. Prior service on the board for one full term might be made a requirement for coordinator.

Initially, appointments to the state boards were recommended by the governor and approved by NHPRC. After the first round of appointments, the system slipped, and we now find governors appointing and NHPRC being notified and confirming. This has been accepted by NHPRC. In most states, the head of the archival agency has had a major hand in selecting appointees, but not in all states. Problems have arisen in filling board vacancies when the governor's appointments secretary does not give a high priority to the vacancies, and when suggestions for appointments run afoul of political considerations. For the most part, the lack of high priority has been the problem.

Alternatives to the governor's appointment of board members include appointment by the coordinator, a shared appointing power between the governor and the coordinator, and appointment by either or both with the advice of state or regional archival associations, if any.

Should the coordinator make the appointments without confirmation by the governor's office, vacancies would be far fewer, and the coordinator would be assured of having qualified people on the board. However, each contact with the governor's office, whether through a request for appointment of a board member or through an annual report, does increase awareness of the state program. The loss of that visibility, although not great in most states, would be a concern to those who established a relationship with the governor through NHPRC. Increased awareness of the state archives is not necessarily the function of NHPRC, however, and in numbers the vast majority of grants do not go to state programs.

If the appointing power is shared by the coordinator and the governor, with each appointing half of the board, the delay by an appointments secretary would not be so crucial. It is most likely that the coordinator would appoint archivists, and would thus

be able to carry on grant application evaluations. An interesting question of hierarchy could come into play if the coordinator is appointed by the governor. It would appear that those board members appointed by the governor could have a different conception of their relationship to the coordinator and the board than those board members appointed by the coordinator, who would be an extra step removed from the governor. Would they be less equal? Personalities would be a strong factor.

Appointment by the coordinator, acting with the advice of the state or regional association, is an interesting alternative, and it is feasible if an association exists. The association would have to agree to such a partnership, and some method would have to be devised for regional associations to appoint committees for each state. Archivists would certainly have involvement, if that is the goal.

If the coordinator selects board members and the governor appoints them, you have what is probably the system most used today. This has the pitfalls first mentioned--the delay by the appointments secretary and potential political problems in having nominees confirmed.

The present requirement for boards is that 50 percent of the members shall be archivists, or have had archival training and experience. This does not appear to be unreasonable, except in a few states where there are not many archivists and the board is large. In the past, that 50 percent could include persons with extensive research experience in original records. The historians are no longer counted among the 50 percent archival membership.

Federal regulations insure that the board will have some expertise. It could also be argued that since NHPRC does rely somewhat on board recommendations for grant applications, it should be able to require

specific backgrounds for those on whom it relies. A drawback is that regulations which are too strict might not allow for radical differences among the talent available in each state.

Clearance, or confirmation, by NHPRC prior to each appointment would insure adherence to guidelines, thereby strengthening the boards. It would also take the burden from the coordinator of declining a nomination by the governor of one who is not qualified and place that burden on NHPRC. The disadvantages would be having to justify any deviations caused by local conditions and, what might be more important, keeping the governor from appointing board members outright, as many are presently doing.

Fifty percent of those on the board must have an archival background. This background should produce critical evaluations of grant proposals. Archival needs within the states would be better known if a larger proportion of the board members were archivists, since a greater number of institutions would be represented. In addition, meetings would be shorter and therefore more productive, since all would be speaking the same language.

At present, evaluating the plan of work and the budget is the province of the professional members of the board. The nonprofessional members contribute toward evaluating the significance of the proposed project, but can say little about other factors. To require archival experience of all members of the board would limit the evaluation of the significance of the project. Historians generally do know what is being studied and why, what is lacking, and what might be most helpful to develop. Many historians have extensive research experience, more extensive than the archivists on the board, and their evaluations are important.

The federal regulations might include citizen representation on the board, adding expertise in a number of user areas and giving a variety of opinions on grant applications. There would be education through exposure to programs with a variety of allied endeavors, thus promoting archives in general. Information about records not in repositories would be more readily available.

There are several disadvantages to citizen representation on the board. The burden of evaluating the plan of work and the budget would fall on a few. Educating members is a lengthy process, especially if few grant proposals are received, and would take much time which the coordinator may not have. All kinds of special interests might want to be represented, and places on the board might have to be made for those groups which are accustomed to being on other citizen boards (e.g., handicapped, minorities, disadvantaged, women) even though their interests are not germane. It might be difficult in some states to get a board which would have enough professional archivists to balance the various special interests.

Local historical societies know of potential projects and could encourage grant applications and the concept of archives development. These are NHPRC concerns. Most local historical societies are not familiar with processing costs, research use, and archival plans of work, however. Finding a representative local historical society member who would be knowledgeable about potential projects across the state would be difficult in some states, especially those which do not have a statewide county historians' association or other statewide organization.

Local government representation would have to come from the records field, either records management or archives. In states without local records schedules, a member of the county clerks' or municipal clerks' association might have historically inclined

members. This representation would have potential benefits to local records preservation, since it would raise the consciousness of local officials regarding the proper preservation of records. This can, of course, be accomplished in other ways, such as appearances by archivists on the programs of the associations' annual meetings.

Professional historians have been board members since the program began. They tend to be users of original records; they know what has potential. Some are experienced grantsmen and can spot padding; they can recognize and interpret jargon (having participated in its use on other occasions). They have no expertise in processing or interpreting a budget, for the most part. Generally, the professional historians are strong board members, critical but enthusiastic. It is not possible for me to present a disadvantage to having professional historians on the board, so long as they are balanced by the more pragmatic archivists.

Records managers have not been generally included on boards, although there are some. Many times these individuals are very competent in evaluating microfilm proposals, and they recognize systems problems. They can be quite helpful. If the board is limited in number, however, it might be better for the board to develop some "expert" lists and have a records manager or two willing to comment on grants on which this expertise is needed.

Members of the legislature would be useful to some state boards where the board wishes to "showcase" what the state agency needs, or if the board wishes to have state legislation passed which would apply to local records situations. Some legislators are fascinated by history and would be good lay members. The question arises as to whether a board can afford the extra person who may or may not attend meetings or return meaningful evaluation forms (especially during

legislative session) in exchange for sponsorship of state-funded records programs.

Genealogists are definitely in the records retention business. A genealogist would probably be one of the most faithful members of the board. The difficulty would be in ratings, since most genealogists would probably rate proposals higher than a practicing archivist would rate them. Appointing genealogists would certainly add another dimension. Some boards may have genealogists on them at present; the requirement is not there.

A representative of a professional archival group is difficult to rationalize except as a means of adding another archivist, unless the representative were an "interested member" or associate member of the association rather than an archivist. An advantage might be that the representative could express the organization's point of view on such matters as the statement of priorities and preferred approaches.

To require citizen participation on the board might burden the professional archivists beyond their willingness to carry these unrelated people, especially if they were 50 percent of the board. However, not to allow them on the board (i.e., to require that the board be made up only of archivists or archivists and historians) would seriously handicap some states which do not have a large pool of archivists and users of archives from which to draw. This problem is closely tied to the size of the board.

The size of the board must have some bearing on representatives from areas other than archives. The average board today is eight to nine people. That gives enough input for evaluating grants, but is not too large a number to arrange meetings. The requirement is six, plus the coordinator. Because five evaluations must be received, there is a problem with a minimum board if two members are out of state at the

time or fail to complete an evaluation. On the other hand, large boards are difficult to schedule for meetings, expensive to provide with applications, time-consuming in education, and expensive to provide with travel and per diem funds.

Small boards have their advantages, particularly if the number of grant applications is small. They permit very close communication and very thorough discussions. However, with large boards, committee work can be done, especially if the state needs extensive federal assistance. Not all members would have to study each proposal thoroughly, at least until the proposals were reported out of the committee. The coordinator would have to have a fair amount of time to devote to a large board.

Much depends upon the state of the archival art within the state, the population, the age of the state, and the available staff at the archival agency. A board smaller than six members risks a limited viewpoint, while a board larger than ten or twelve risks repetition in discussion and expense which the state agency may not be able to absorb. Some states are working well with large boards, others with small. Other states are working poorly. A question might be asked as to how much the size of the board helps or hurts the program.

Terms of office of the board are presently three years, with unlimited reappointments. In states where reappointment has been requested of the governor but no action has been taken, the members have been allowed to continue to serve. The question has been raised as to whether or not terms should be for specified periods.

There are advantages to specified terms. It is difficult for some to accept an indeterminate term, but they might be willing to give two or three years of service. Occasionally mistakes are made in



appointments, and at least with a specified term the mistakes are correctable in the foreseeable future. In addition, most employing agencies prefer to know the extent of the commitment before agreeing to release time for out-of-office activity. There is a danger in unspecified terms that one group might ensconce itself and become a rather closed society, which would not be good for the program. With specified terms, there is some turnover in membership, bringing fresh perspectives to the records problems.

There is an advantage to some indeterminate terms and to unlimited reappointments. Expertise and advocacy are developed. Board members cannot grasp the total picture of a state's archival needs in a short term, and too fast a turnover in the board will cause a loss of continuity, as well as inability to grasp a sense of the total problem. Reappointment could be important, because the board position is not usually held by junior staff members, and therefore there is a limit on the number of professional people available.

This leads to the question of concurrent or staggered appointments. Concurrent appointments will not affect continuity if reappointments are allowed, since by the very nature of the board, there would be reappointments. Staggered appointments would insure continuity and lessen the education problems of the coordinator. The difficulty with staggered terms comes with the appointment process. There always seems to be an appointment pending with the governor's appointments secretary, and this gets to be a burden for the coordinator. Staggered terms do prevent a "clean sweep," if appointments are tied to politics. The clean sweep could be an advantage or a disadvantage, but generally is not the preferred approach.

There is a final question of enlarging the number of ex officio members of the board. At present, only the head of the state archives and the head of a state-funded historical agency hold appointments by

virtue of their positions. In the discussion of who is eligible for the coordinator's position, several additional areas from which such a person might come were identified. It would be difficult to write a regulation which would cover these suggestions adequately, and it is also difficult to write a federal regulation which would automatically place such individuals on a board. To name the governor or the speakers of either house of the assembly as ex officio is possible, but it is difficult to see an advantage.

Appointments and composition of the board are crucial to the success of the program. I hope that in our discussion this afternoon we can come to some positive conclusions which will be agreeable to all of you tomorrow.

FUNDING: ISSUES AND OPTIONS

Sidney F. McAlpin

Clearly, the issue of funding has been of primary concern for the National Historical Publications and Records Commission (NHPRC) from its inception. It has taken four long years to transform \$100,000 of "borrowed money" into \$2,000,000. Not bad, as capital gain goes these days, but barely 10 percent of the \$20,000,000 originally envisioned for the program. During that period, tensions have often risen to a "volcanic" level over how to allocate even the \$2,000,000. It has been suggested at various times that (1) the funds should be divided evenly among the states; (2) the money should be used to support staff positions; (3) matching funds be required for receipt of grant monies; (4) board evaluations are not given serious consideration by the commission; (5) the records program is a mini-National Endowment for the Humanities (NEH), with grant monies funneled to individual projects unrelated to building for the future; (6) NHPRC does not have a state program orientation; and (7) the state boards and/or coordinators are, for various reasons, incapable of managing a statewide records grant program regardless of the level of funding.

These are only a few of the observations and concerns expressed about the program's funding mechanisms. I do not pretend to know, let alone understand or be able to articulate, all of the funding questions or

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rejoinders thereto that have been raised over the years or may surface these two days. Although I have attempted to avoid personal conviction in this paper, the perceptive listener will identify prejudices which I can neither conceal nor defend. I can only state that they exist. Should they provoke rebuttal that culminates in a collective decision, then they will have served a purpose.

This presentation is divided into three parts: administrative support funding; block grants; and other funding considerations. Further, I have taken the liberty of identifying several qualifying assumptions: (1) that the system of state boards, however modified, will continue to be the mechanism for state participation in the records program; (2) that for the next two fiscal years, NHPRC records program funds will not increase; (3) that, subsequently, the NHPRC funding will be increased. Such assumptions may not be entirely justified. However, without them any discussion of funding issues would simply be random rumination.

Of all the funding issues, none has been debated longer than the question of support for state board administration or administrative costs. These might properly include anything from minor supply and clerical costs, to travel for board members, to funding of staff positions.

Probably it was the hope of NHPRC that state boards would become strong bases for designing and implementing a comprehensive state historical records plan. The grant process is held out as the carrot to facilitate the identification and then application of solutions to priority problems, with the state to evolve the means to sustain the administrative machinery. Certainly, in order to maximize grants within limited funds, it is not an unreasonable expectation. It is unrealistic, however, since few state government budget offices are sympathetic, and many of our

colleagues have avidly suggested that since the boards are bodies contrived to facilitate a federal program, the federal government should provide some level of support funds.

State coordinators are not, however, unanimous in their views. Some coordinators allege that their boards cannot actively engage in program development beyond, or even at, the grant review level without administrative support funds. Due to logistics or lack of support from institutions which are represented by board members, travel money becomes imperative in some instances. In other instances, coordinators assert that their boards manage well without either travel or administrative funds.

The questions are: Do these boards perceive themselves as active or passive boards? Are they actively providing assistance in grant writing? Are they exercising any oversight of grants? Are they conducting any outreach activities? Are they actively constructing a comprehensive state historical records program? If these are objectives, and the goal is to improve state archival programs, what then are the resource options needed for the board to attain those goals and objectives? They appear to be fourfold, though others may come to mind: (1) continue as is, in the hope that state boards eventually perceive their role as an active one and are successful in seeking out state aid; (2) set aside a percentage of grant funds for board administration, with equal distribution of those funds to each state board, or proportioned according to state size, population and other factors; (3) fund administrative support to a limited number of boards, based on the board's meeting a set of qualifying criteria or demonstrated need, until funds are available for all state boards; or (4) regional planning and administration.

Option one, continuing the present policy, allows for the optimum use of monies for other grant purposes,

but does not alter the conditions which preclude the planning and outreach work necessary to a comprehensive program. Further, not all state boards perceive that they should actively engage in the objectives cited previously, and few are actually engaged in the kinds of outreach and planning which will result in board-based comprehensive state programs. An infusion of federal funds may be imperative to alter that direction.

The arguments against option two, setting aside a percentage of grant funds for administration, are largely monetary. At a level of funding to support board travel and minor clerical and supply costs, which I have pegged at \$5,000, the annual cost would be \$250,000 or 12 percent of present available grant funds. Twelve percent is a reasonable amount for administration; but, divided fifty ways, does not obtain, at present funding, the kind of professional staff support necessary to the sustained effort at comprehensive planning, management, and outreach necessary to a dynamic program. Furthermore, funding fifty staff positions and ancillary administrative costs would consume virtually all of the \$2,000,000 now available in grant funds. The argument for this option is that it is at least an equitable division among the states, if one defines equity as an equal division regardless of other factors, such as population, size, and actual achievement.

Option three, funding a limited number of boards, condenses to a matter of selection. What criteria should be applied to evaluate a state board's eligibility for administrative support funds? Might the board be required to submit a grant proposal to NHPRC outlining objectives, plans, resources required, and a budget for the board's administrative grant? If not, on what other basis might the commission provide support? Should a board meet some minimum requirements before being eligible to apply for, or receive, administrative support funds? While on the surface such

requirements may seem unimposing, they may still impact those boards which have only marginally participated in the records program and which, on the other hand, most urgently need the administrative funds for developmental purposes.

The board might also be required to put up some percentage of state support as matching funds as a condition of eligibility. Such a requirement would likely exclude all but a very few of the others. As an alternative, boards could at least be required to demonstrate an effort at obtaining state funds or might obtain a commitment for future state funding if NHPRC carried the full tab the first few years.

The basic alternative to any qualifying plan that incorporates positive criteria as outlined above is one which uses negative criteria as conditions for selection. In other words, the commission could fund a basic staff and operating expenses only for a select group of boards which have not actively participated in the records program, in order to bring those boards up to a level of operations on a par with those which have proven viable without support. If so, on what basis should such offers be extended? Should the commission attempt to fund only inactive boards in the hope that such seed money would overcome other negative factors? Should those boards be required to meet the same kinds of preconditions as those suggested previously? Any plan that addressed only the inactive boards unfairly penalizes those others, which may have excellent reasons for funding to advance their efforts beyond present capabilities. It is also possible that such a plan would not result in an improvement in certain boards where problems are not necessarily economic but political.

A fourth option exists in providing staff support to state boards on a regional basis. Archival problems are somewhat similar among states within regions and can be addressed through regional planning and

cooperation. The Midwest guide project is an example of this. One staff analyst shared among a region of four or five states could possibly provide the administrative assistance needed, and at the same time help share expenses, concerns, and expertise between and within each board. Such a plan would be less costly than staffing each board, and within the realm of possibility, given present funding. It also has obvious drawbacks, given the differences between states, that may overwhelm the similarities and advantages.

Regardless of how the question of which boards are eligible is resolved, or under what conditions, it might be useful to have a standard grant packet for operating expenses of boards. Such a packet, developed by the commission, might define what activities are eligible for support, what restrictions might apply, and what the funding limitations are on staff, travel, copying, etc. For example, travel, a major issue for some boards, could be limited to three board meetings annually for each member, to coincide with commission meetings, unless the board was actively engaged in oversight, grant writing consultation, or block grant administration, in which case additional board funds could be allowed, commensurate with the amount of activity, up to a specific level. Salary funds could be included for boards that administer block grants or other projects indirectly; or for developing a state comprehensive plan; or, again, exercising oversight, providing consultation, or maintaining a survey update system.

Initial administrative funding could be a limited amount for a select number of boards until NHPRC appropriations were such as to permit full funding. There could be flexibility to account for local needs. For example, the Washington board might prefer that more monies be available for staff support, as opposed to greater travel or per diem which, with few exceptions, is provided by represented institutions. Alaska, on the other hand, may well need substantial



travel cost assistance just to facilitate board meetings on a regular basis.

To summarize the issue of administrative funding, the fact is that if state boards are to function beyond the grant review process and actively engage in the development of a broad-based comprehensive program, it seems apparent that operational funds will have to be built into the NHPRC funding plan. It may be possible to accomplish this gradually, in a variety of ways, without major disruptions of present grant funding and until such times as NHPRC appropriations permit full administrative funds for all boards.

All discussions of funding, and particularly funding administrative costs of state boards, lead back to the basic question. What should be the major objectives of the NHPRC and what are the goals and objectives of state boards? If it is to be the priority of NHPRC to assist the development of broad-based comprehensive programs within the states, then it will have to support the state boards as the mechanism for state level planning and coordination. If, on the other hand, its priority is to support impressive projects or innovative techniques or research and development, then administrative support becomes less imperative.

The question of block grants is an equally thorny topic. Block grants present a paradox for any funding agency, as the agency loses direct control over the issuance of grant funds, while at the same time that agency remains responsible to taxpayers to insure that the funds are being used to good effect. There is excellent rationale for a program of block grant funding, inasmuch as it allows states to meet needs as they are perceived locally, rather than through the federal macroscopic view. The problem of insuring that the money is used to "good effect" remains, however, and some reasonable steps must be taken to assure that will happen. NHPRC is not likely to win authorization for

a block grant program without such assurance.

This would seem to indicate that block grants to a state would, at a minimum, be funded only when the state board presents evidence that the funds will be administered in accordance with an overall state plan or priorities system developed by the board. The board will also need to prove itself capable of properly evaluating and monitoring the projects that it chooses to sponsor. Anything less than such an arrangement would leave both the state and NHPRC open to severely critical investigation by both the media and the Congress. Since state boards are the most likely agencies to administer block grants, they will serve as the focus of discussion here, though I will comment later on the prospect of block grants to agencies other than state boards.

To determine which state boards might be eligible for block grant funding, a number of requirements might be considered: (1) the existence of an overall state plan which shows the state's greatest needs and indicates which types of projects are priority; (2) the ability of the state board to present a detailed proposal to NHPRC, in relation to its state plan, as to how funds would be regranted and monitored, demonstrating that proper safeguards against financial and other irregularities exist; (3) assurance by the state board that regrants will conform to NHPRC policies concerning block grants, should such policies be created; and (4) the willingness of the state government to accept the responsibilities inherent in block grant funding. (In some states this may be a problem, especially for block grants of relatively small amounts of money, e.g., less than \$50,000.)

Instead of formal requirements, another possibility is simply to allocate a certain amount of money to each state board based on one of the allocation options discussed later in this paper, irrespective of administrative and monitoring structure. This would

relieve NHPRC of the need to develop extensive policies and procedures for the administration of block grant funds, and allow the states maximum flexibility. The lack of NHPRC directives, however, might place greater burdens on the states and the advisory boards; each of them will then be compelled to develop its own guidelines for the administration of funds and the evaluation and monitoring of regrants.

Should NHPRC decide on a program of block grants and establish certain requirements relating to them, several other questions arise. Should block grants be given for a single purpose, or for multiple uses? Should block grants be used only for projects that NHPRC guidelines list as acceptable (should such guidelines even exist), or should the state boards decide which projects are more suitable for regrant funding? Should the block grant go only to state boards, or to other organizations within a state in certain circumstances? Should the state boards take an active role in advising NHPRC on such questions and on furnishing NHPRC with recommended funding priorities, not only for state regrants but also for regional and national projects?

There are several possible approaches to the question of the use of block grant funds. One is to grant funds to a state for a single, presumably high priority purpose, be it one mandated by NHPRC or suggested by the state board. Another is to allow separate grants for several single-use purposes at the same time. A third is to allow the state board to grant the funds to whatever projects are deemed worthwhile, either within or outside the framework of a formal state plan. This is the most flexible approach, but also throws the greatest weight of responsibility on the state boards, and may leave NHPRC open to charges of inadequate oversight.

The key might be submission of a comprehensive state planning document for approval by NHPRC, possibly

created on the basis of established guidelines. Guidelines as to the types of projects eligible for block grant funding must be approached with great caution, however, as any system of guidelines might be highly suitable for the needs of one state and totally inapplicable to those of another.

Be it by NHPRC or the state boards, some determination must be made as to which projects are most suitable for block grant funding. This is based on the assumption that sufficient funding is available to support a range of projects in a given state, a question that I will further address shortly. Given that assumption, some criteria that might apply are: that the project will result in more extensive records use by the public; that the project be impossible without funding aid; that it be by an institution capable of sustaining it; that it be a short-term (two to three years or less) project with a definite product; that it have significant educational value; and that it not be to acquire equipment or erect facilities, except in highly exceptional circumstances.

In general, projects best suited for regrant funds are those institutional records use or educational projects now receiving a substantial portion of NHPRC funding. Less suitable for regrants would be projects requiring a greater degree of interinstitutional cooperation, such as statewide surveys and guides. These might be best handled as direct applications to NHPRC from the state board, state archival organization, or similar groups. Irrespective of types of projects, steps might also be taken to guarantee that institutions in greatest need receive the greater share of available funds. One way this might be accomplished is to put a premium on regrants to organizations or agencies that have few other grant avenues to explore. Care must be taken, though, not to embark on a program seen as discriminatory.

At this point, it might be time to digress for a moment and discuss briefly a related question: who shall be eligible to receive block grants? The obvious initial answer is the state board, as it is the group most likely to be in a position to properly administer and monitor regrants. But should this be an exclusive proviso, applicable to states with both active and inactive boards? Will that not arbitrarily exclude states without active boards from receiving what might be a substantial amount of badly needed records project funding? In such cases, possibly a group other than the state board might qualify for block grants. Even in states with functioning boards, some steps might be necessary to insure that those individuals who wish to comment on priorities development and regrant decisions are able to do so. Such steps might well broaden the board's acceptance within the state as a whole.

In any event, a certain level of funding is necessary before any realistic block grant project could be successfully initiated. The NHPRC must, of course, provide the bulk of this. For a regrant program to be viable, it must have sufficient funds to meet the needs of several projects in a year. A figure of \$75,000-\$100,000 a year would be a reasonable amount for a regrant program to operate successfully in an average state.

Is it advisable, though, that all funding for the program emanate from NHPRC? Should states be required to assume a share of the costs involved, since they are the direct beneficiaries? It would seem that this would be best, as it would give the state a stake, a vested interest, in seeing that the program was properly administered. It would also give the state board leverage to insist that a certain level of cost-sharing be promised by applicants for regrants. In spite of the seeming advisability, such a requirement may severely limit the number of states eligible for regrants. Some means of phasing in cost-sharing over

a period of years might provide a way for states to assume some of the costs gradually, while not being excluded from participation.

Even if a state has successfully met the requirements for block grants, great care must be taken to distribute the funds most equitably within the state. Should a limit be imposed on the total amount of funds an institution can receive in a given period? This might be the most equitable way of insuring that no one institution predominates in the receipt of funding, yet it might in some cases also arbitrarily eliminate a very good proposal and replace it with one of distinct mediocrity, simply because the institution with the better proposal has exceeded its grant limit. Should a certain percentage of cost-sharing be mandated as a condition of any regrant? Again, this would seem most equitable, but might mitigate against those institutions with an excellent proposal which are unable to meet the required percentage. Should applicants be required to submit periodic reports to the board? Some reporting is clearly necessary to insure that the funds will be, and are being, used for the purpose intended, but such reporting must not become so burdensome that only the largest and most sophisticated institutions can afford to meet the requirements.

Another problem exists as well. In block grant states, should institutions be allowed to apply directly to NHPRC for grants outside the block grant, and under what circumstances? If a block grant program is to be effective, certain authority must devolve to the state board, if its priorities are to be effective in the state. Still, there may be cases wherein direct proposals should be allowed. Some may be of such import, and cost, that they may need more funding than a block grant program could provide. Institutions which find their requests repeatedly rejected by the state board might need to be given some

avenue of appeal. Regional and national proposals perhaps should be kept separate.

Policies must be developed that spell out such options clearly, especially in relation to proposals that are eligible for funding by the block grant, but which fail to gain the state board's support. To allow direct submission to the commission in these cases may undercut and permanently weaken the program of the state board. Yet, in other cases, the applicant may have a reasonable complaint and be justified in making such a request.

To summarize the discussion of block grants, one must turn again to the central problem: for the program to be successful, the state board must have sufficient authority and latitude to meet the needs of the state, yet the granting agency must remain responsible to the citizenry to insure that the funds are well used. No one state's priorities are that of another, and in each state there are peculiarities that will affect the amount of funding the state can contribute. Whatever program evolves must take these individual factors into account, being rigorous enough to insure that the funds are expended in a wise manner, yet flexible enough to meet the needs of all eligible states.

There are also a number of funding issues which, although possibly of lesser consequence than block grants or administrative support costs, require consideration. For example, what other types of projects can best qualify as grants to state boards? Certainly, projects such as statewide inventories and guide publication are prime candidates. Such projects might include all records in or out of custody, public or private, or a combination of those elements, but include all records or institutions of a particular class on a statewide basis. Board administration of such projects is particularly worth considering, if

one of the objectives is use of the data for planning purposes. Other projects that require statewide effort, or at least participation of or benefit a majority of archival and other records-keeping institutions, could be regarded as eligible. Conservation projects or educational programs fall under this category.

Board-administered projects of a statewide nature may not only avoid interinstitutional rivalry that may otherwise exist, but also may bring diverse interests together in a common bond of endeavor. This assumes that the state board is willing to take on administrative as well as regulatory and oversight responsibilities. It also requires that the board have at least a latent ability to work collectively for a common purpose. Such projects could also be administered through a block grant or grants to one or several institutions. The hazards of such approaches are the possibility of jurisdictional conflicts, lack of coordinated planning, and reduction of board participation and control to merely an oversight function.

Formula apportionment has been argued vociferously. The issue emanates from the conviction that grants have been awarded in a manner unfairly disproportionate between the several states. There is an impression that the eastern states have benefited at the expense of the West and Midwest. There are also accusations that excessive grant monies go toward national and regional projects based along the Boston to Washington corridor and, in the process, bypass the state board system.

Statistics may not entirely support these contentions, but there is a demonstrable interest in devising a funding formula. But on what basis? There is no easy answer to this perplexing question in a federal system such as ours. Some individuals have proposed that available funds be divided equally among



the states. Not all states are equal in terms of population, archival institutions, or needs, however. To give Rhode Island equal funding with New York is, beyond a shadow of a doubt, to favor the former. On the other hand, were funding to be based on population count alone, no consideration would be given to other factors, such as the number of repositories in the state; the age, condition, and volume of the records in the state; or the relative progress on record needs made to that point in time.

Any formula to be devised might take into account the following factors: population of the state; age of the state; the amount of previous grant funding and the present level of state funding; the cost-sharing abilities of the state; the number of repositories in the state; the volume of records held by repositories in the state; the state's needs as expressed in its statement of priorities; the existence of national and regional headquarters in the state; the capabilities of the state advisory board; and the willingness to participate in the national data base. Careful thought must be given to how these factors should be weighted in order to provide the best level of support possible to eligible states. Then, too, it may not be technically reasonable to weigh some of these factors at all, and a simple means of apportionment based on the federal system of state representation to Congress may be the solution. The alternative is to continue the present situation in which proposals are evaluated in the "market place" with little consideration for state apportionment.

If funds are distributed by formula, what guidelines and procedures should govern their use? NHPRC could require that grant applications be reviewed and approved both by itself as well as the board, as with current procedures, or it could leave the decision entirely to the board, provided that the board followed a previously approved statement of priorities. None

of these possibilities, however, corrects the problem, cited by some, of project application failure due to board inactivity. Should such boards receive any funding? Should NHPRC hold the funds for such states and permit applicants to go directly to NHPRC? Such a prospect must be considered carefully, as it could have the effect of weakening the state board system, and generally it should be applied in a flexible manner only to those states whose boards have not or will not facilitate the submission of applications.

The concept of formula apportionment raises other questions. Should the cost of regional or national projects be included or excluded from the state's apportionment? Unless the board approves the project, it would seem unfair to attach the state's apportionment for such projects. From that springs the question of whether or not other types of grants (such as block grants or administrative costs) should be included in the state apportioned funds, or whether the apportioned funds would represent only a percentage of total records program funds.

Including all types of grants in an apportionment would obtain two results. It would maintain strict equity and it would, under present funding levels, force the board to make some hard choices on how its apportionment could be utilized. On the negative side, it could unfairly jeopardize well thought out and meritorious projects within a state, simply because the state board exceeded its apportionment limits for total funding, when other states may never reach theirs. Is equity to be achieved at the expense of excellence and enterprise?

Another potential solution to the problem of equity rests with limiting the funds available to any one state. A maximum ceiling could be set and, as well, a certain minimum funding floor might be established. Careful consideration must be given to the

effects of this; for example, the possibility of limiting worthwhile national and regional projects hosted by institutions in the state, or precluding inventory, guide, and other desirable but costly projects which ultimately contribute to larger state and national goals. The same questions apply to this solution as applied to formula apportionment. What types of grants should be included and which should be excluded? What percentage of total NHPRC grant funds should be given over to formula apportionment or maximum/minimum level?

Regardless of how these issues are settled, no one state must be seen as receiving an excessive amount of funds in relation to the whole, as that would weaken faith in the program and open NHPRC to severe criticism.

The last issue I wish to address concerns the power and responsibilities of the state boards in relation to the grant approval process. The question is: should boards have firm veto power over any proposal from an applicant within the state? As it now stands, it is possible for NHPRC to fund projects which the board has found unacceptable. Potentially, this can result in the undertaking of projects within a state which may not be a priority to the board. This can be an unfortunate circumstance, if the cost of such projects has to be taken from allocations under any formula apportionment or other system that could limit funds to a state. Moreover, NHPRC's approval of such grant applications can have a debilitating effect on the authority and responsibilities of specific organizations in the state of which only the board may be cognizant. Conversely, it is possible that total veto power by the board could result in the loss of funding for very meritorious projects due to idiosyncratic problems encountered with some boards. A carefully constructed appeals process could be instituted to guard against such errors.

Veto power over regional and national projects might be especially studied to insure that they do not erode the efforts of a board, or the jurisdictions of several archival institutions in the state. I perceive the possibility that well-intended efforts of NHPRC to fund certain types of projects which can be addressed nationally may well conflict with the duties and responsibilities of the state archivist, unless those offices are brought into the process in the beginning. In some cases, these grants can and do overlap and duplicate work in progress and complicate, rather than assist, the efforts of state archivists and their counterparts.

It is important for NHPRC to realize the impact that its decisions regarding national and regional projects have on the development and efforts of individual states, state boards, and the duties and responsibilities of the respective state institutions. Veto power which would require consultation and review by the board of such projects could preclude any adverse effects and bring about more communication and cooperative efforts. Veto authority could be optional, with each board deciding for itself and placing such a decision in its operational policies.

In summing up the funding issues, it appears that we have a number of avenues to explore, any one or a combination of which will, hopefully, lead to the resolution of the issues. Each, however, is fraught with questions to be resolved. In the simplest terms, it is a matter of how to obtain the greatest benefit in archival program development from limited funds, divided among fifty states and commonwealths, transmitted through four or five funding methods. At the very minimum, it is essential for us to identify which funding methods should be explored. Out of this storm of questions and options one thing is certain: now is the time to make plans to better allow state boards to fulfill their responsibilities and to serve the needs

of their states if the NHPRC records program is not to falter.

A principal aim of the program was to assist those states and institutions within them which were in the greatest need. If this is to remain a fundamental NHPRC charter, plans must now be devised to regularize such an approach, possibly through funding of the boards, through a regrant program, through formula apportionment, and/or through a careful re-statement of funding priorities and procedures. By whatever methods, it is essential that such plans be flexible and responsive to the needs of fifty diverse states and commonwealths.

## RECOMMENDATIONS

This report, prepared by Harry E. Whipkey (Pennsylvania) and Albert H. Whitaker (Massachusetts) and approved by a steering committee of state historical records coordinators, was presented to the National Historical Publications and Records Commission at its meeting on October 23 and 24, 1980.<sup>1</sup>

### Section I

#### OBJECTIVES OF THE NATIONAL HISTORICAL PUBLICATIONS AND RECORDS COMMISSION'S RECORDS PROGRAM

The objectives of the National Historical Publications and Records Commission's (NHPRC) records program are familiar. They have been spelled out most concisely in the "Statement of National Needs and Preferred Approaches for Historic Records."<sup>2</sup> They have been amplified in circular letters and in published interviews with staff and commission members.

From the very beginning, the commission chose strategies that emphasized program development on a broad front, rather than the application of some monolithic prescription. Thus, it rejected formula distribution of grants to the states; it also rejected a first-come-first-served approach and it opted for programs to change rather than reinforce the existing state of archival affairs.

It is not surprising that a national records program largely emanating from Washington with an avowed aim of rearranging the archival landscape in the

states and territories has produced some tensions-- tensions that can be either creative or destructive, or both.

Many of these tensions have to do with the way in which NHPRC dispenses its largess. Some have argued for splitting the pie "even Stephen" or by some specified formula. Others have argued that given the limited funding, it should be used in a way to maximize the development of comprehensive programs within the states--a pump-priming incentive. Some agree with the commission's broad front approach and argue the scope of the program should be expanded even further to include such things as records management, oral history, exhibits, and even equipment purchase. Given the current level of funding, others believe that the program needs a narrower, not wider, focus. To many state archivists, this means concentrating on strengthening the public records programs in the states, one of the purposes for which the program was conceived originally. Certain of the critics oppose grants for special area collecting, for processing, or other activities designed to make collections available to scholars in the humanities-- activities they see as a basic funding responsibility of the individual archival agency. Some feel more emphasis must go toward research and development. Finally, several critics argue that the highest priority should go to creating a strong state level planning and coordinating mechanism--a real records board, not an advisory one.

These are only some of the issues that have been raised about the national role of the records program. In reference to these and to other issues, it is concluded that the objectives of the national records program need to be redefined.

## Recommendation

A basic goal of the NHPRC should be a national historical records program to promote an effective effort by governments and private organizations to identify, preserve, and make available for use those records that further an understanding and appreciation of American life, history, and culture. To achieve this goal there should be a comprehensive survey and assessment of national, regional, state, and local resources and deficiencies, leading to the following:

1. Cooperation among archival and records depositories at all levels

One objective of a national program is to promote cooperative approaches to common problems, including the creation of cooperative structures such as networks, consortia, and regional conservation centers. Inter-institutional cooperation is especially urgent in high technology areas such as the preservation of newer recording media and the application of electronic data processing to archival administration. Cooperation of another sort is crucial to the creation of a national bibliographic data base and to any coordinated institutional acquisition activities. Formal networks of regional centers coordinated by statewide or territorial archival agencies can provide a cooperative structure to spur archival development and maximize limited resources for archival work. In areas such as training and education and institutional standards for the profession, regional and national professional organizations may be the appropriate vehicles to carry out activities beyond the scope or capability of individual institutions. In



each case, the commission and advisory boards must continue to remove barriers and to increase incentives for cooperation.

2. Development of improved system-wide records program for public and private records

The development of sound archives and records programs for state, territorial, and local governments, for institutions of higher learning, and larger private organizations is an essential element in any national records program. The commission should encourage combined archives and records programs to insure the proper identification and retention of archival materials and the efficient disposition of other records. The development of model programs within such an organization can demonstrate their value, lead to their extension, and provide for testing and modification prior to adoption on a wider scale. Archival and records management professions should cooperate on programs of mutual interest.

3. Development of programs of archival awareness and assistance, especially for the records of organizations and institutions formerly outside the traditional archival framework

An increasingly large segment of the archival record will continue to be in the custody of those who are not professional archivists, especially as more and more organizations maintain their own records. A greater attempt must be made to arouse their concern about and awareness of proper archival procedures as well as to provide them with an increasing number of direct technical and other assistance programs. Through workshops, instructional material, on-site consultation, and

cooperative use of archival facilities, state boards and other archival organizations should develop comprehensive programs to assist such institutions in establishing effective in-house archival programs.

4. The wider use of archives

As more and more of the archival record is on media such as film and magnetic tape, the archivist has the capacity to make ever-increasing segments of his records as easily available as the printed book. Programs for the preservation of such media that stress wider availability as well as security and preservation should have a high priority. In addition to programs to disseminate the information in the records, a greater attempt should also be made through the packaging of archival materials in exhibitions, audiovisual and mass media programming, and inexpensive publications to broaden the current archival constituency and develop new ones.

5. Programs in research and development

Such programs are integral to the above objectives. If such programs as cooperative collection strategies, conservation and information networks, and sampling and bulk reduction techniques are some of the real needs, archivists must improve the tools and techniques to make these programs operational. The commission recognizes not only the necessity to develop and test specific models and methods to improve practice but also the importance of developing much needed theoretical studies in the collection, control, and use of information. In reviewing applications for research grants, the commission should favor those applicants that provide

assurances for the maximum sharing and dissemination of project results.

6. The development of archival planning as a strategy and the development of an institutional structure for such planning both within the states and between the states and the commission

Thorough and skillful planning is a fundamental precondition for progress toward the above-mentioned objectives. It is essential to the process of identifying and analyzing records needs, delineating objectives, devising and testing strategic approaches, and evaluating achievement. The state board is an "indispensable vehicle" for such planning, for it can reflect the diverse, sometimes competing, archival interests that must develop a colloquy about mutual problems and their solutions. At the same time, a structure must be created to maintain a dialogue between the boards and the commission so that national planning and priorities mesh with, and truly reflect, state needs. The commission must give greater emphasis to assistance in planning, for it is apparent that many states can greatly benefit from outside help in identifying planning goals and developing step-by-step planning procedures.

In achieving the foregoing goal, the NHPRC should move immediately to revise its relationship with the states and territories to provide in a logical sequence for the following objectives:

1. A consistent program to provide funding for the preparation of statewide records plans addressing the foregoing goal and objectives

2. The establishment within the states of a framework for carrying out such statewide records programs consisting of a state records coordinator, a records committee or board, and such companion administrative mechanism as may be required not inconsistent with existing state records programs
3. The establishment of a mechanism for providing ongoing funding to carry out NHPRC approved statewide plans

## Section II

### THE ROLE OF THE STATE BOARDS AND COORDINATORS: FUNCTIONS AND RESPONSIBILITIES

The discussion group which studied this subject area reported recommendations which would have the effect of significantly modifying the configuration of the NHPRC's records program. If adopted, these recommendations would have the NHPRC restructure itself on the basis of the State Historic Preservation Program (SHPP) model, with the locus of power for funding decisions passing to the state boards and coordinators. The original study group reported recommendations as follows:

1. Converting the existing NHPRC program into a federal-state program with block grants to the states and territories on a matching basis according to a formula to be devised by the coordinators and the NHPRC
2. The establishment of specific criteria for the NHPRC program and definition of the responsibilities of the commission, the coordinators, and the boards

3. Flexibility in composition of the advisory boards, for instance, allowing existing and duly constituted state boards to serve as advisory boards

After heated discussion, the conference chose to substantially revise these initial recommendations. In so doing, the coordinators were rejecting an overt reshaping of NHPRC along the lines of a SHPP model. Nonetheless, it is important that the national commission understand that a considerable minority of the coordinators did express interest in such a plan. To a certain extent, this may be taken as a reflection of the frustration of those coordinators who perceive (correctly or not) inequities in funding distribution and inattention to recommendations and observations of their particular state boards. Following extended discussion, the conference, working from the preliminary study group recommendations, settled on the following two recommendations.

#### Recommendation 1

The existing NHPRC program should be converted into a stronger federal-state partnership with specific criteria for the NHPRC program and definition of the responsibilities of the commission, the coordinators, and the boards to be developed by NHPRC in consultation with the state coordinators.

#### Recommendation 2

State boards should actively assume responsibilities for planning, developing, and coordinating state-federal programs for public and private records in a joint participatory arrangement with the NHPRC.

As reflected in these final recommendations, the coordinators do not wish to make, at this time, the

transition to a SHPP model with block grants and matching funds as the exclusive medium of the NHPRC programs. Instead, the development of a "stronger federal-state partnership" should go a long way toward setting the stage for stronger and more vigorous state boards.

### Section III

#### THE ROLE OF STATE BOARDS AND COORDINATORS: APPOINTMENTS AND COMPOSITION

##### A. Eligibility for the position of State Historical Records Coordinator

Existing procedure of the NHPRC dictates that the records coordinator "must be the full-time professional official in charge of either the State archival agency or the State-funded historical agency." While this procedure may work well in most states, it creates a problem in those areas where mature state-related archival programs remain to be established and where individuals with the necessary experience, expertise, and/or staff support to be effective coordinators are lacking. In certain other states, archival programs might be firmly established, but the state archivists or state history administrators may be unsympathetic to the federal program or may be too involved in other projects to assume the responsibilities associated with the position of records coordinator. It is concluded that alternatives to the present system are needed.

### Recommendation 1

The State Historical Records Coordinator should be the head of the state archival agency or the head of the state-funded historical agency. If, however, in the determination of the NHPRC, upon the recommendation of the State Records Advisory Board (if one exists), neither of the above arrangements is possible or workable, the head of a private, active, statewide historical organization having large collections of original papers will be eligible to become coordinator. If this third alternative is impossible or unworkable, a professionally qualified archivist or historian will be eligible to serve as coordinator. (The third and fourth alternatives, given the difficulties involved, are obviously viewed as last resorts.)

#### B. Appointment of the Records Coordinator

The NHPRC policy requiring that the coordinator be appointed by the governor to a four-year term with the possibility of renewal is considered in most states to be workable and appropriate policy. A gubernatorial appointment is viewed as a positive factor, one giving increased prestige and publicity to the records program. Not recognized in current regulations is the possibility of achieving these same goals by way of state statute. In fact, in several states, statutes have been enacted, or may be established, which specify, or may determine, how the position of records coordinator is to be filled.

### Recommendation 2

The appointment of the records coordinator to a four-year term with the possibility of

reappointment to be made by the governor or to be determined by state statute.

C. Appointment to the State Historical Records Advisory Board

Appointments to the records board by the governor, as called for under existing NHPRC regulations, give the records program increased visibility and probably give individual board members more incentive to meet assigned responsibilities. While this procedure should be continued, problems exist when a governor's office gives little or no priority to the filling of board vacancies or when political factors become involved in the appointment process. A procedure is needed to insure that the board will be at necessary strength at all times.

Recommendation 3

Appointments to the advisory board will be made by the governor. In the event that a governor does not make an appointment to a board within three months of notification of a vacancy, the coordinator will be requested by the NHPRC to fill the position on an interim basis.

D. Flexibility in establishing an advisory board

In meeting the need to establish an advisory board, there is obviously no reason for a governor to duplicate activities within the state. If circumstances permit, the governor should be allowed the flexibility of utilizing an existing state board for advisory board purposes.



#### Recommendation 4

In any state where the possibility may exist, the governor will have the option, with the approval of the NHPRC, of using an existing and duly constituted state board, commission, etc., as the State Historical Records Advisory Board. Such a state entity must meet the requirements established by the NHPRC.

#### E. Composition of the advisory board

Although experience has proven that it is unrealistic to require that gubernatorial appointments to advisory boards be confirmed by or cleared through the federal commission, it is nevertheless expected--in line with existing regulations--that (1) the head of the state archival agency and the head of the state-funded historical agency will, in each state where such agencies are in operation, be recognized as ex officio members of the state board; (2) a majority of the individuals named to a board will "have recognized professional experience in administration of historical records or archives"; and (3) the board will "be as broadly representative as possible of the public and private archival and research institutions and organizations in the State."

A source of some difficulty is the related NHPRC requirement that an advisory board consist "of at least seven members, including the State Historical Records Coordinator, who chairs the Board." A problem is recognized in those states where the number of available historical records administrators and archivists are in short supply. While there is no need to establish the maximum size of an advisory board, regulations should be altered to allow a somewhat smaller board.

Moreover, a procedure should be adopted which will allow for the possibility of persons other than state coordinators to serve as chairpersons of advisory boards. Since a coordinator may be the head of a state-funded historical agency but have no real understanding of records problems or archival techniques, the work of the board could be facilitated if an individual with recognized expertise in archival administration could function as chairperson. Perhaps that person could be elected by the board members from among their number. Perhaps, if the head of the state-funded historical agency is the designated coordinator, the head of the state archival agency (if both agencies exist in the state) could serve as chairperson.

#### Recommendation 5

The State Historical Records Advisory Board will consist of at least six members, including the records coordinator. The coordinator will serve as chairperson, unless the board develops a procedure, approved by the NHPRC, making it possible for another person to serve in that capacity.

#### F. Terms of office of advisory board members

In accordance with NHPRC guidelines, board members, with the exception of the coordinator, are to be appointed for three years with the possibility of reappointment. To insure a measure of continuity and at the same time allow the infusion of "new blood," terms of office should be staggered.

Recommendation 6

Board members are to be appointed for three years with the possibility of reappointment. Terms are to be staggered.

Section IV

FUNDING: ISSUES AND OPTIONS

As an issue, funding was a major stimulus leading to the Atlanta conference. Throughout, the focus of attention was on:

1. The total amounts available for the records program
2. The policies/procedures governing the distribution of funding by the NHPRC

While there was uniform agreement on the need for larger congressional allocations for this program, discussion was more spirited on the means by which distribution decisions should be made by the NHPRC.

Among the conference attendees, sentiment ranged broadly from those who supported the maintenance of the present system of competitive grants review at the commission level to those who would revise NHPRC procedures in favor of greater reliance on block grants (or pass-through funding) similar to that of the State Historic Preservation Program (SHPP). As noted above in Section II, this latter viewpoint appeared to relate to perceptions of funding inequities, or aberrations, in the present system. The coordinators, in ratifying the recommendations which follow, opted for a more moderate and diverse response to this problem.

Nonetheless, the coordinators noted that greater consideration might be given to block grant procedures once mature state plans (within the meaning of Section I) are in place.

In sum, a consensus was developed to the effect that the federal commission should expand its funding repertoire to include the procedures recommended below. This should be considered as an elaboration on, or expansion of, the present system of grants administration. In that respect, the coordinators anticipate the maintenance of the regular competitive grant application schema, with those modifications recommended below given consideration in that context.

### Recommendation 1

The NHPRC should provide funding for the preparation of statewide records plans addressing the goals and objectives in Section I and for the administrative support of state advisory boards. The NHPRC should prepare and issue a simple grant application form for administrative costs that do not exceed \$10,000.

### Recommendation 2

In the interest of equity, the NHPRC should annually set aside a certain percentage of its available grant funds for distribution to the states on an equal basis. The NHPRC should also set aside a certain percentage of its available grant funds for distribution to the states on the basis of population. However, states must file a statement of priorities and preferred approaches before being eligible for these base grants.

### Recommendation 3

All regional and national projects should be subject to review and approval by a committee of the

state coordinators' organization. Regional projects should be subject to review and approval of the boards and/or coordinators of the affected states. Regional projects which involve public records should be subject to the review of the archivists of the affected states. It should be required of applicants of such projects that they coordinate directly with the archivists of the affected states.

#### Recommendation 4

The state coordinators or their representatives assembled at the Atlanta conference should communicate to the Congress and the president of the United States their abiding concern for the need of a substantial increase in NHPRC funding. A minimal annual appropriation of \$12,000,000 is considered necessary, and should be requested, for a national program that will begin to address the acute historical records problems. (A committee of coordinators was formed to draft and transmit such a statement. This directive has been fulfilled with the posting of a communication under date of June 19, 1980, to congressional leaders and the president of the United States.)

#### Recommendation 5

The NHPRC should fund an annual meeting of state coordinators or their designees.

Section V

FORMATION OF A CONTINUING ORGANIZATION TO REPRESENT  
THE INTERESTS OF COORDINATORS AND BOARDS

Charles Lee, invited to address the conference on the subject of whether there should be a continuing organization of coordinators and boards, outlined the options for the composition, organization, and implementation of such an association. While substantial interest was demonstrated in the establishment of such an organization, the following was unanimously decided:

that the steering committee elected by this meeting have as one of its tasks the development of recommendations for a continuing organization for this body to be presented to it at its next meeting.

In addition to this mandate, the steering committee\* was made responsible for the following:

the drafting and submission of a suitable distribution (funding) formula as a surrogate to Resolution 2, Section IV, in the event that Resolution 2 proves unacceptable to federal budget procedures and congressional authorizations.

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\*The steering committee for 1980-1981 includes F. Gerald Ham, Peter T. Harstad, Elbert R. Hilliard, Sidney F. McAlpin, Marlene Wallace, and Julia A. Yelvington.

NOTES

<sup>1</sup>The introduction to the report is included in the foreword, p. v.

<sup>2</sup>National Historical Publications and Records Commission. A Report to the President (Washington, 1978).

## RESPONSE

The following statement by the National Historical Publications and Records Commission regarding the recommendations of the Atlanta conference was received by the steering committee from Larry Hackman, Director of the NHPRC Records Program, on November 3, 1980, and is circulated with his permission.

### INTRODUCTION

The National Historical Publications and Records Commission (NHPRC) wishes to express its appreciation to State Historical Records Coordinators and other official representatives of State Historical Records Advisory Boards who participated in the June 6-7 Atlanta conference. The commission has reviewed the written report from the Atlanta meeting and discussed it on October 23, 1980, with representatives\* chosen by the state delegates in Atlanta.

The commission agrees with the overall direction for future program development implied in the Atlanta report and with many of its specific recommendations. The commission expects the report to be an important reference document in a general review of the mission, goals, objectives, and procedures of the records grant program. To carry out this detailed review in an expeditious manner, the commission's chairman has appointed a committee of NHPRC members who will begin their work shortly and will report to the commission

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\*Albert H. Whitaker, A. K. Johnson, and Peter T. Harstad.



during its next several meetings. Commission members appointed to the committee are Norbert Brockman, H. G. Jones, John Lorenz, Mary Lynn McCree, and David Trask. The commission expects that the committee will work closely at times with the steering committee chosen by attendees at the Atlanta meeting last June and chaired by Peter Harstad, Historical Records Coordinator for Iowa.

For the present, the commission wishes to make its views known in several specific areas indicated below. It should be noted that this statement does not represent in itself an overall review of the records program, but is rather a partial reaction to some of the recommendations in the Atlanta report regarding the role of the states in the records program. The overriding goal of the NHPRC's records program remains the same, that is, to have the maximum positive impact on improving the preservation and use of historical records in the United States.

#### GENERAL

The NHPRC seeks increased responsibility and improved performance at the state level in the development of the historical records program. The pace and phasing of this movement are dependent upon several interrelated factors including the availability of sufficient appropriated funds for grants and support services, the careful investigation of revised policies and procedures, the relative success or failure of these policies and procedures as they are put into practice, and the continuing need to address some problems from national and regional perspectives as well as at the state level. In supporting increased responsibility and improved performance at the state level, the commission continues to believe strongly that nonfederal contributions should meet or exceed federal funds for the records program as a whole.

## STATE PLANNING

The commission recognizes the need for much more attention to, and support for, state planning for historical records program development. Strong state performance in this area is likely to be one of two key ingredients (the other being availability of increased funds to NHPRC) in a stronger role for state advisory boards in the administration of the records program. The commission intends to examine this area in detail and to develop a policy on NHPRC funding for state planning, the nature of the state planning which will be supported, and the relationship of state planning to the granting and administration of NHPRC funds.

## STATE BOARD ADMINISTRATIVE EXPENSES

The commission sympathizes with the need for, and accepts the desirability of, sharing, on a trial basis, a portion of basic advisory board expenses for purposes such as board meetings, project oversight, and the initiation of state planning. The commission anticipates that an application process for grants for such expenses will be in place by the beginning of the next fiscal year, October, 1981.

## ALLOCATION OF FUNDS TO STATES

The commission will study the concept that a portion of its records program funds be reserved or allocated to individual states. In any case, the amount of funding to be reserved or allocated in such a manner would relate substantially to the appropriated funds available to the NHPRC's records grant program. Regardless of new policies and procedures which might

be developed, the commission will continue to be receptive to the use of block or pass-through grants for projects of statewide importance and of high priority to state boards, provided adequate procedures are assured at the state level. Any state allocations are likely to be tied closely to the development of state historical records plans and to the presentation of proposals for implementing such plans.

#### APPOINTMENT AND COMPOSITION OF BOARDS

The commission is sympathetic to the concerns of the Atlanta meeting regarding the appointment and composition of the State Historical Records Advisory Boards. The commission intends to prepare draft regulations on these matters to be published for comment in the Federal Register as soon as possible. The commission hopes that revised regulations on these matters can go into effect by October 1, 1981. The commission continues to have reservations, however, about the designation of an existing state body to function also as the State Historical Records Advisory Board.

#### CONFERENCE OF STATE REPRESENTATIVES

The NHPRC favors periodic meetings of State Records Coordinators or other representatives of state boards and will continue to explore ways whereby such meetings may be arranged and supported. Because of problems with federal funding of such conferences, it is hoped that alternatives other than the grant application process can be developed to provide support for conferences and meetings of state board delegates.

REGIONAL AND NATIONAL PROJECTS

The commission believes that review of grant proposals for regional and national projects should include evaluation by appropriate state coordinators and/or board members. The commission does not believe, however, that such applications require approval of a committee of state coordinators.

PARTICIPANTS

Alabama	Milo B. Howard
Alaska	John M. Kinney
Arizona	Sharon Womack
Arkansas	John L. Ferguson
California	Lynn Bonfield
Colorado	George E. Warren
Connecticut	Robert Claus
Delaware	Edward F. Heite
District of Columbia	Hardy Franklin
Florida	John Stewart
Georgia	Carroll Hart
Hawaii	Agnes Conrad
Idaho	Merle Wells
Illinois	William K. Alderfer
Indiana	John J. Newman
Iowa	Peter T. Harstad
Kansas	Eugene Decker
Kentucky	Howard T. Goodpaster
Louisiana	Donald Lemieux
Massachusetts	Albert H. Whitaker
Michigan	Martha Bigelow
Minnesota	Russell W. Fridley
Mississippi	Elbert R. Hilliard
Missouri	Gary Behan
Montana	Dale Johnson
Nebraska	James E. Potter
Nevada	Guy Louis Rocha
New Hampshire	Frank C. Mevers
New Jersey	Karl Neiderer
New Mexico	Joseph F. Halpin
New York	Edward Weldon
North Carolina	Larry E. Tise
North Dakota	Frank E. Vyzralek
Ohio	Dennis East

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Maine and Maryland were not represented.

Oklahoma	Thomas Kremm
Oregon	Louise Flannery
Pennsylvania	Harry E. Whipkey
Puerto Rico	Miguel Angel Nives
Rhode Island	Phyllis Silva
South Carolina	Charles Lee
South Dakota	Stan Heffner
Tennessee	Cleo Hughes
Texas	Charles R. Shultz
Utah	Melvin T. Smith
Vermont	Marlene Wallace
Virgin Islands	Henry C. Chang
Virginia	Louis Manarin
Washington	Sidney F. McAlpin
West Virginia	Rodney A. Pyles
Wisconsin	F. Gerald Ham
Wyoming	Julia A. Yelvington

RECENT ACCESSIONS

Georgia Repositories

Athens

Manuscripts Collection  
University of Georgia Libraries

BANKS FAMILY Papers, 1821-1930: Elbert, Oglethorpe, and Muscogee counties; 468 items.

DOWNING MUSGROVE BETHUNE Photographs, 1977-1979: Athens, Ga. area; 58 items (29 pictures and 29 negatives).

ALDEN SHIRLEY BRADLEY Papers, 1914-1951: Swainsboro, Ga. lawyer; 3 items.

WILLIAM HARRIS CRAWFORD (1772-1834) Papers, 1816-1818: U.S. Bank; 2 items.

F. M. DIMOND Letter, 26 May 1823: Mercantile matters; 1 item.

DAVID LEWIS EARNEST Photographic Collection (addendum), ca. 1900-1950s: Athens, Ga.; 519 items.

EPPS FAMILY Photographs, ca. 1900: Oconee County; 38 items.

D. N. HALL Letter, 1 Dec. 1841: Franklin College; 1 item.

JAMES HAMILTON ( -1829) Papers, 1785-1866: St. Simons, Ga. area; 113 items.

JOHNSTON FAMILY Papers, 1836-1871: Hancock County; 12 items.

SANFORD W. MCMULLAN Record Book and Ledger, 1850-1859: Henry County area; 1 item.

GILBERT MAXWELL (1910-1979) Archives, 1948-1979: Literary papers; 460 items.

MEADOWS FAMILY Papers, 1897-1970: Clarke and Madison counties; 35,000 items.

STEADMAN VINCENT SANFORD (1871-1945) Papers, 1865-1970: University of Georgia president and chancellor; ca. 15,500 items.

ALBERT BERRY SAYE (1912- ) Papers, 1946-1972: University of Georgia professor of political science; university and personal correspondence; 18,720 items.

JOSEPH BELKNAP SMITH Papers, 1861-1863: Civil War; 8 items.

BENJAMIN TALIAFERRO (1750-1821) Letter, 7 April 1800: Political; 2 items.

JENNIE TERRY Letter, 17 Jan. 1862: Civil War; 1 item.

ROBERT AUGUSTUS TOOMBS (1810-1885) Letter, 30 April 1867: Reconstruction; 2 items.

GEORGE MICHAEL TROUP (1780-1856) Letter, 30 May 1832: Political; 1 item.

AUGUSTUS P. WETTER Paper, 6 Nov. 1863: Civil War; 1 item.



Atlanta

Atlanta Historical Society

JOHN BERRY Papers, 1860-1865: Oath of allegiance, 1865; bill of sale for "Emeline" estate and slaves of Isiah Kirksey, 1860; pass issued to Berry, Stevens's Brigade, Walker's Division, July 13, 1864; two-dollar bill from Planters' Bank of the State of Georgia in Savannah, 1863; 4 items.

COX FAMILY Papers, 1848-1849, 1858: Thomas Cox was editor of the Atlanta Intelligencer and son of Colonel Oliver Cox; correspondence with some genealogical information and a document granting permission to Thomas Cox and Andrew Moore to practice law in Georgia; 4 items.

EPPE-GARRETT FAMILY Letters, 1834-1874: Correspondence, primarily from Matilda Garrett and Matilda Eppes to various family members; 8 items.

GRADY MEMORIAL HOSPITAL Collection, 1892-1980: Fulton-DeKalb Hospital Authority, Nancy Wooten, and the School of Nursing; minute books, correspondence, diplomas and certificates, printed material, clippings, and photographs; 8 cu. ft.

HAWK-HALE-AYCOCK FAMILY Papers, 1849-1899, 1945: Family genealogy; transcript of statements by witnesses concerning theft of livestock by Sherman's army in Social Circle, Ga.; deeds and indentures, petitions, promissory notes, and bill of sale; 14 items.

HOPKINS-TIMBERLAKE FAMILY Papers, 1909, 1930s, 1961: Family correspondence, scrapbooks, and autograph book; 4 items.

ROBERT HUNTER FAMILY Collection, 1864, 1890s, 1905: Ledger containing minutes of state House and Senate in

Milledgeville, Ga., 1864, kept by Ed Walker (great-great uncle of Robert Hunter), transcript included; certificates, patents, and insurance papers which belonged to E. A. Perkins (grandfather of Hunter); 1/4 cu. ft.

IVY STREET SCHOOL Roll Book, 1874-1876: Eighth grade classes of H. Smilie (1874-1875) and Katie B. Massey (1876); 1 item.

LONG-RUCKER-AIKEN FAMILY Collection, ca. 1880s-1980: Prominent black, Atlanta family--Jefferson Long, Georgia's congressman in 1871; Henry Rucker, Collector of Internal Revenue for the Georgia district, 1897-1913, and married to Long's daughter, Annie, in 1889; and the Ruckers' daughter, Lucy, who married Walter Aiken, a prominent Atlanta businessman and coach, in 1920. Correspondence, clippings, photographs, certificates and awards, memory books and auto-graph books; 10 cu. ft.

MANRY-PITTMAN FAMILY Collection, 1864-1950: Deeds, financial papers, Civil War papers, genealogy, clippings, certificates, and correspondence; 1/4 cu. ft.

MILLER'S BOOKSTORE Collection, 1862-1865, 1912, 1948-1979: John Miller, James Miller, and J. Lester Longino; correspondence, clippings, photographs, and cashbooks re Miller's Bookstore; Civil War papers belonging to J. R. Miller, father of John Miller, who founded Miller's; material from the National Stationery and Office Equipment Association of which Longino, president of Miller's, was president; 11 1/2 cu. ft.

BIRD ISAAC MOON Ledger, 1874-1877: Cabinetmaker in Harmony Grove, Ga.; ledger is partially indexed and contains the name of customers, items made for them, and the price; also clippings of obituaries, recipes, and poems; 1 item.

DEAN S. PADEN Collection, 1917-1919: Scrapbook, correspondence, and diary kept by Paden during World War I; a book, History of the 29th Division, and mimeographed copy of the "Blue and Gray Division, Historical Record of the 29th Division, 1917-1919"; Paden's diploma from Boys' High School, 1910, and class picture; 1/2 cu. ft.

SMITH-HAMMOND-SMITH Collection, 1899-1949: Case ledgers, letterbooks, minute books, and cashbooks from the law firm of Alex W. Smith, Theodore A. Hammond, and Victor Smith; also included is B. F. Abbott's personal ledger, 1901; 3 cu. ft.

VARSITY Collection, 1945-1980: Correspondence, clippings, and photographs regarding Frank Gordy and his restaurant, the Varsity Drive-Inn, on North Avenue in Atlanta; 3 cu. ft.

Special Collections  
Robert W. Woodruff Library  
Emory University

AMERICAN JEWISH COMMITTEE, ATLANTA CHAPTER. ATLANTA ORAL HISTORY PROJECT Collection: Part of an ongoing oral history project; most of the tapes are recorded interviews with prominent, longtime members of the Atlanta Jewish community in which these individuals recall their own lives, and the history of Atlanta and its Jewish community; 27 cassette tapes.

TOMMIE DORA BARKER (1888-1978) Papers (addition), ca. 1892-1978: Clippings, letters, notes, reports, and photographs about Barker, her sisters Jennie Meta Barker and Mary Cornelia Barker, the Carnegie Library of Atlanta, the Atlanta Public Library, and the Emory University Division of Librarianship; ca. 175 items. Finding aid in repository.

ADRIENNE BATTEY Papers (addition to Robert Battey Papers), ca. 1936-1978: Clippings, letters, legal documents, photographs, miscellaneous genealogical material; original will and codicils to Adrienne Battey's will; ca. 35 items. Finding aid in repository.

ALEX W. BEALER Papers (addition), 1968-1978: Correspondence, page proofs, and related material for his books--The Log Cabin, The Art of Blacksmithing, and The Successful Craftsman; 5 ms. boxes. Finding aid in repository.

BETHESDA ORPHAN-ASYLUM, CHATHAM COUNTY, GEORGIA. Records (addition), 1915-1945: Mainly papers of O. W. Burroughs, longtime superintendent at Bethesda; letters, papers, and pictures from the 1920s, 1930s, and 1940s concerning affairs at Bethesda, Telfair Academy, Rotary and Cosmos clubs, and the South Georgia Teachers' College; 1 ms. box (photocopies). Finding aid in repository.

HELEN BULLARD Papers, ca. 1940-1979: Atlanta political advisor and consultant; papers relate to activities as a political consultant to mayors, congressmen, and other office seekers from the Atlanta area including Ivan Allen and William Berry Hartsfield and to her work with the Atlanta Housing Authority; ca. 18 cu. ft.

ARCHIBALD MCLUCAS CALHOUN Letter (addition to Confederate Miscellany I, Contemporary Manuscripts), 1863: Autograph letter, May 30, 1863; Calhoun of the 21st Regiment, South Carolina Infantry, to his cousin, Roderick S. McLucas, of the 23rd Regiment, Company G, South Carolina Infantry; writing from near Jackson, Miss., Calhoun predicts a bloody battle near Vicksburg; 1 item. Finding aid in repository.

LUCY BEALL CANDLER (1883-1962) Papers (addition to Asa Griggs Candler Papers), 1897-1915: Correspondence

from family and friends and a few miscellaneous items, mostly dating from 1897-1901, the years during which she was often away from home attending West End Institute at Cartersville, Ga., and Wesleyan College at Macon, Ga.; 87 items. Finding aid in repository.

SAMUEL CHARLES CANDLER Papers (addition to Candler Family Papers), 1923-1942: Family correspondence and financial papers; miscellaneous papers and printed material re personal and business matters, Emory University, and the Methodist church; 1 ms. box. Finding aid in repository.

GRETTA DEWALD Papers, mainly 1970s: Georgia citizen active in both political and civic activities, an officer of local Democratic party organizations and a member of state and national Democratic party organizations; materials relating to her involvement in Jimmy Carter's gubernatorial and presidential campaigns, and in various other political and civic activities; ca. 8 cu. ft.

JOHN WILLIAMS ELWOOD (1842- ) Papers, 1862-1928: Union soldier, member of the 22nd Regiment, Pennsylvania Cavalry (Ringgold Cavalry); Civil War letters, postwar letters, and family information; reminiscences and historical information about the Ringgold Cavalry gathered after the Civil War; 2 ms. boxes. Finding aid in repository.

THOMAS DUNN ENGLISH (1819-1902) Autograph Poem (addition to Literary Manuscripts Collection): Typed first stanza of five-stanza poem "Ben Bolt," which was originally published in 1843; the accuracy of this typed stanza is verified by the poet's signature and the date 1895, March 11; 1 item. Finding aid in repository.

FEMINIST ACTION ALLIANCE Records (addition), ca. 1974-1979: Office files and noncurrent records documenting the programs and activities of the Alliance; 1 ms. box.

GEORGIA LIBRARY ASSOCIATION Records, mainly 1970s: Office files including correspondence, reports, committee records, and printed material from the headquarters of GLA; ca. 6 cu. ft. Finding aid in repository.

CORRA MAY (WHITE) HARRIS (1869-1935) Papers (addition), 1924-1972: Letters, photographs of Corra Harris and her home, clippings and miscellaneous items; ca. 30 items. Finding aid in repository.

PHILIP JAFFE Papers, ca. 1933-1947: Businessman who edited two well-known journals on Asian affairs, China Today (1933-1937) and Amerasia (1937-1947); Jaffe and Amerasia were among the subjects of a 1945 Justice Department prosecution, and the "Amerasia case" resurfaced during the McCarthy years of the early 1950s; correspondence, reports, notes, and memoranda, as well as the personal library of Jaffe; materials relating to Communism in America, Japan, and China; ca. 22 cu. ft. In process; closed until processing completed.

KANSAS INFANTRY (COLORED) Enlistment Agreements (addition to Union Miscellany), 1863: "Volunteer Enlistment" agreements for three Georgia blacks enlisting in the Union Army at Fort Smith, Ark., Sept. and Oct., 1863; the men were mustered into the 2nd Regiment of the Kansas Colored Volunteers, which later became the United States Colored Troops, 83rd Regiment; 3 items. Finding aid in repository.

WILBUR GEORGE KURTZ (1882-1967) Collection (addition), 1888-1979: Atlanta artist, writer, and authority on local history and the Civil War; biographical information, clippings, photographs, correspondence, miscellaneous drawings and writings; additional material about Gone With the Wind, the Cyclorama, Andrews' Raid, Warm Springs, Uncle Remus, and Stone Mountain; 1 ms. box. Finding aid in repository.

FRANK A. LAMONS (1900-1966) Papers (addition), ca. 1951-1976: Atlanta dentist and faculty member of the Emory University School of Dentistry; personal files including printed material, lecture notes, administrative material, and correspondence concerning the School of Dentistry, various dental professional and social organizations, dental alumni activities, and related topics; ca. 2 cu. ft. Finding aid in repository.

NAT G. LONG Papers, 1900-1980: Georgia Methodist minister and educator; reminiscences, scrapbooks, manuscripts, letters, memorabilia, and photographs documenting the lives of Long and other members of his family; also sermons, speeches, printed material, and books recording the history of his service to the Methodist church; ca. 30 cu. ft.

FRANCES AUGUSTA COLEMAN MCCANDLESS (1819-1889) Papers, ca. 1840-1880: Pioneer Georgia educator; biographical and genealogical information; notebooks, essays, poems, letters, etc., written by McCandless, some while she was at Patapsco Female Institute; 1 ms. box. Finding aid in repository.

RALPH EMERSON MCGILL (1898-1969) Papers (addition), ca. 1969-1970: Award-winning columnist, editor, and publisher of the Atlanta Constitution; correspondence of Edward Weeks of the Atlantic Monthly Press soliciting source material for McGill biography; recollections and letters about McGill including reminiscences by Ralph Bunche, Jonathan Daniels, Mark Ethridge, and Harry Golden; photocopies of eulogies about McGill from newspapers around the country; ca. 250 items. Finding aid in repository.

METHODIST EPISCOPAL CHURCH, SOUTH. CONFERENCES. NORTH GEORGIA. OXFORD DISTRICT. OXFORD CHARGE. Quarterly Conference Record Book (addition to Methodist Miscellany Collection), 1891-1894: Annual membership rolls, minutes in the form of answers to printed

questions for the four conferences each year, and supplemental narrative reports for each conference meeting; 1 bound vol. Finding aid in repository.

CHARLOTTE MORAN Papers, mainly 1970s: Civic and political leader of DeKalb County, Ga.; document civic activities and involvement with such political organizations as the Democratic Women of DeKalb and the League of Women Voters; ca. 6 cu. ft.

NEWSWEEK Collection, mainly 1950s and 1960s: Correspondence, articles, memoranda, clippings, and other materials from the office of Joseph B. Cumming, former Atlanta bureau chief for Newsweek magazine; much of the collection deals with the civil rights movement and activities of the 1950s and 1960s; ca. 16 cu. ft.

WILLIAM DUMMER NORTHEND (1823-1902) Papers (addition), ca. 1673-1950: Lawyer and politician of Salem, Mass.; letters, deeds, documents, certificates, small volumes, broadsides, clippings, notices, and a few autographs of prominent persons; some items relate to Northend family matters, others were apparently collected by members of the Northend family; 3 ms. boxes.

PARKE FAMILY Papers (addition), ca. 1857-1920: Biographical information, clippings, photographs, manuscript poems, family letters, and printed material concerning Benjamin Parke Avery, resident of California and U.S. minister to China, 1872-1875; also included are genealogical information about the Parke family, letters of Eugenia Parke Detweiler, and miscellaneous printed material; 1 ms. box. Finding aid in repository.

GEORGE WASHINGTON PEDDY (1834-1913) Papers (addition to Lucius Horace Featherston Papers): Records documenting George W. Peddy's service as a surgeon, 56th Georgia Volunteer Infantry, during the Civil War (photocopy from the National Archives); original typescript of complete Peddy family genealogy compiled by George P. Cuttino and June Hart Wester; 2 items.



MANSFIELD THEODORE PEED (1859-1925) Papers, 1877-1970: Professor of Mathematics and astronomy at old Emory College and at Emory University; writings, notebooks, correspondence, family photographs, diplomas, certificates, and memorabilia of Peed and his family; 4 ms. boxes, 2 oversized fldrs. Finding aid in repository.

VESSIE THRASHER RAINER Collection, ca. 1966-1980: Local historian of Henry County, Ga.; church histories, family Bible records, and family histories; collection consists mainly of clippings, photocopies, and typed and handwritten notes; 1 ms. box. Finding aid in repository.

MARY LOUISE HAYGOOD TROTTI (1892- ) Papers, ca. 1933-1980: Family genealogist and granddaughter of Methodist bishop Atticus Greene Haygood (1839-1896); family, genealogical, and miscellaneous information about Trotti and Haygood families; pages from scrapbooks of Trotti family members on which are mounted photographs, certificates, clippings, letters, explanatory notes, and miscellany; 2 ms. boxes. Finding aid in repository.

GOODRICH COOK WHITE (1889-1979) Papers (addition), 1905-1979: Georgia educator, faculty member, dean, and president of Emory University; biographical sketches and fact sheets, news releases, writings and speeches, photographs, and clippings collected about White by the Emory University Information Services department; 1 ms. box. Finding aid in repository.

VINNIE WILLIAMS Papers (addition), ca. 1970-1980: Georgia author; letters, postcards, and greeting cards exchanged between Williams and Bill Baxter of Bremen, Ga.; 43 items. Finding aid in repository.

CARY B. WILMER Collection (addition), ca. 1936-1979: Atlanta photographer; photographs, slides, negatives, miscellaneous correspondence, clippings, newspapers, and printed material; photographs, slides, and

negatives cover Gone With the Wind and Metropolitan Opera parties in Atlanta, Piedmont Hospital events, and various Atlanta social occasions and prominent persons; 3 ms. boxes. Finding aid in repository.

WORLD WAR II Miscellany: Pre-World War II German broadsides, newspapers, handbills, and travelers' information; many items date from the time period of the 1932 German presidential election; 1 ms. box. Finding aid in repository.

WILLIAM BUTLER YEATS (1865-1939) Collection (addition), ca. 1890-1925: Autograph letters, some concerning his works, autograph drafts and manuscripts of poems and plays, some with holograph notes and corrections, of Yeats; materials relating to Lady Augusta Gregory, Yeats's friend and collaborator, including an autograph diary (March 1880-May 1882), autograph manuscripts, page proofs, and typescripts of her works with her holograph notes and revisions, autograph drafts of stories and plays, some with holograph notes by Yeats, and presentation copies of some of his works signed by Yeats to Lady Gregory; ca. 100 items.

Georgia Department of Archives and History  
Governmental Records Section

DEPARTMENT OF AGRICULTURE: Animal Industry, Administrative Subject Files, 1976 (1 cu. ft.); Fuel and Measures Division, Subject Files, 1976 (1 cu. ft.).

ATTORNEY GENERAL: The History of the Attorney General's Office (.10 cu. ft.).

COURT OF APPEALS: Case Files, 1978 (114 cu. ft.); Case Files, 1978-1979 (106 cu. ft.); Case Files, 1979-1980 (56 cu. ft.).

JUDICIAL PLANNING COMMITTEE: Georgia Courts Plans 1981 (.10 cu. ft.).

DEPARTMENT OF EDUCATION: State Superintendent of Schools, Subject Files, 1976-1978 (10 cu. ft.); State Board of Education, Correspondence Files, 1978 (1 cu. ft.); Office of State Schools and Special Services, Civil Rights Compliance Advisory Files (1 cu. ft.).

EXECUTIVE OFFICE: Office of the Governor, Subject Files, 1975-1978 (34 cu. ft.); Governor's Intern Program, Study Reports, 1979 (3 cu. ft.).

DEPARTMENT OF HUMAN RESOURCES: Family and Children Services, Cuban Refugee Assistance Files, 1962-1978 (1 cu. ft.); District Program Division, Governor's Special Council on Family Planning, Director's Subject Files, 1971-1979 (1 cu. ft.); Physical Health Division, Maternal Health Service Report Files, 1975-1976 (2 cu. ft.), Midwife Annual Certification Listing Files, 1975-1976 (2 cu. ft.); Commissioner's Office, Commissioner's Subject Files, 1968-1975 (3 cu. ft.).

DEPARTMENT OF LABOR: Appeals Decisions, 1979-1980 (14 cu. ft.).

METROPOLITAN ATLANTA RAPID TRANSIT AUTHORITY (MARTA): Board of Directors, Subject Files, 1973-1975 (6 cu. ft.); Real Estate Division, Real Estate Appraisal Report Files, 1974-1975 (9 cu. ft.), Real Estate Community Hearing Files, 1973-1980 (1 cu. ft.); General Manager, Subject Files, 1976-1979 (6 cu. ft.).

DEPARTMENT OF NATURAL RESOURCES: Environmental Protection Division, Director's Subject Files, 1970-1977 (9 cu. ft.); Historic Preservation Section, Historical Societies Activities Files (2 cu. ft.).

PUBLIC SERVICE COMMISSION: Annual Report of the PSC and State Railroad Commission, 1886-1980 (5 cu. ft.).

SECRETARY OF STATE: Elections Division, Special Elections and Local Referendums, 1980 (6 cu. ft.); Office of Secretary of State, Subject Files, 1975-1977 (5 cu. ft.).

SUPREME COURT: Case Files, 1976-1977 (105 cu. ft.).

DEPARTMENT OF TRANSPORTATION: Office of Road and Air-port Design, Highway Project Plans, 1969-1975 (5 cu. ft.); Commissioner, Subject Files, 1974 (14 cu. ft.).

### Manuscripts Section

CECELIA ABBOTT Estate Papers, 1832-1879: Original papers documenting the heirs of Abbott, descendants of slaves owned by Sarah Armstrong of Chatham County; 39 items.

LEWIS BLACKBURN INN Account Book, 1837-1839: Record of individuals with accounts at this Forsyth County inn documenting lodging and goods purchased; indexed by name of account; 1 vol. (on microfilm).

BENJAMIN K. BUTTS Papers, 1829-1834: Original family and business records of Butts, sheriff of Hancock County; 24 items.

HILLIARD L. CURRIER Field Survey Notebook, 1837: Original volume of notes and sketches made during the original survey of the Western and Atlantic Railroad's route from Atlanta to Chattanooga, Tenn.; 1 vol.

AMORY DEXTER Diary, 1861: Photocopy of diary kept by Dexter, a civil engineer for the Yahoola River and Cane Creek H.H. Mining Company in Lumpkin County; 1 vol.

SHADRACH E. DICKEY Estate Papers, 1848-1861: Records of the settlement of this Thomas County estate; includes information on the family relationships of some of the sixty-one slaves in the estate; 1 vol. (on microfilm).

MARY JOE DOWNER FAMILY Letters and Papers, 1860-1877: Incoming letters to a school-age girl of Polk County; 98 items, originals and photocopies.

ANNIE LAURIE GREENE EWALD (1896-1975) Genealogical Papers, ca. 1950-1970: Well-organized genealogical notes and papers collected by Ms. Ewald on numerous Georgia and Virginia families; 1 1/2 cu. ft.

GEORGE N. FLOWERS Business Records, 1876-1938: Original store account books, physician register, and other records kept by Dr. Flowers and sons of Doraville, Gwinnett County; 138 items, 4 vols.

GEORGIA HISTORICAL ASSOCIATION Records, ca. 1916: Original papers of the association which preceded the establishment of the Georgia Department of Archives and History; 77 pieces.

HAMBURG-BREMEN AND NIAGARA FIRE INSURANCE COMPANY Records, 1887-1893: Record of insured buildings and companies primarily in Gainesville, Ga.; includes some physical descriptions of insured buildings; 1 vol. (on microfilm).

CAPTAIN WILLIAM JONES Letter and Orderly Book, 1812-1821: Original volume of letters and orders of Jones, a recruiter for the 8th U.S. Infantry; lists the ages, physical description, occupation, and places of birth of some of the recruits; indexed; 1 vol.

WILLIS NEWTON Business Papers, 1887-1895: Original papers relating to the Jasper County Board of Education and to the textbook and school supply business; included are attendance records for black and white schools; 14 items.

OCKLOCKNEE GRANGE NO. 228 Treasury Book, 1873-1881: Original record of receipts and disbursements; 1 vol., 9 items.

O'FALLON & COMPANY Correspondence, 1866: Augusta, Ga., cotton merchants; original letters concerning the U.S. Treasury Department's confiscation of warehoused cotton; 2 items.

PRESCOTT AND GREENE STORAGE COMPANY Records, 1837-1846: Record of merchandise, cotton, and equipment stored in this Fort Gaines, Ga., company's warehouse on the Chattahoochee River; 1 vol. (on microfilm).

WHIGHAM (GA.) MASONIC LODGE Minutes, 1891-1905: Record of the proceedings of this Grady County Masonic Lodge including a listing of charter members and cash accounts; 1 vol. (on microfilm).

Southern Labor Archives  
Georgia State University

BROTHERHOOD OF CARPENTERS, LOCAL 531 (ST. PETERSBURG, FLA.), Records, 1900-1977: Primarily minutes and financial records depicting Local 531's successful efforts to form a city-wide trades assembly and to raise wages of union carpenters; wage scales, negotiations with area contractors, and the organization of related crafts such as scaffolding workers, floor layers, and dry wall workers were also constant concerns; separate locals for millwrights (1950), black carpenters (1954), and interior house workers (1960) were chartered by Local 531. The records also reveal Local 531's interest in education and safety training, preventing the use of prison labor in competition with free workers, enforcing union work standards, and maintaining a blood bank for its members; 16 lin. ft.

BROTHERHOOD OF CARPENTERS, LOCAL 2261 (FT. MYERS, FLA.), Records, 1925-1978: Financial documents, minutes, journeyman carpenter examinations, and assorted printed items concerning wage negotiations, local union finances, attempts to increase employment, relations with the Carpenters' District Council, and services

provided for the good of the community; document Local 2261's growth as a bargaining unit for its members and as an active participant in the civic affairs of Ft. Myers; 2 1/2 lin. ft.

INTERNATIONAL ASSOCIATION OF HEAT AND FROST INSULATORS AND ASBESTOS WORKERS, LOCAL 48 (ATLANTA, GA.), Records, 1919-1979: Primarily correspondence and financial documents, with the chief correspondent being H. M. Hoffman, Business Agent and Financial Secretary of Local 48; communication with employers concerns all issues subject to collective bargaining agreements, with International Secretary-Treasurer and President C. W. Sickles concerns joint trade agreements, the chartering of new locals in the South, and jurisdictional disputes with other craft unions. Local 48 participated in the Southeast States Conference of Asbestos Workers in order to obtain standardized wage scales, more jobs, and the prevention of legislation unfavorable to organized labor; 1 1/4 lin. ft.

### Carrollton

Annie Belle Weaver Special Collections  
Irvine Sullivan Ingram Library  
West Georgia College

IRVINE SULLIVAN INGRAM (1892- ) Papers, 1925-1975: Principal, Fourth District Agricultural and Mechanical School, Carrollton, Ga., 1920-1933; President (1933-1960) and Acting President (1961), West Georgia College; author of columns for local newspaper and Wesleyan Christian Advocate and active in promotion of adult education; general and personal correspondence, photographs, and scrapbooks; 21 2/3 lin. ft.

WILLIAM HAMILTON ROW (1907-1961) Papers, 1946-1961: Chairman of the English Dept. (1946-1950),

Administrative Dean (1950-1960), and President (1960-1961), West Georgia College; consultant for University of Georgia in-service teacher workshops held at Rome, LaGrange, and Augusta and chairman of numerous evaluation committees for Georgia high schools; 10 ms. boxes (4 1/6 lin. ft.).

## East Point

### Federal Archives and Records Center

BUREAU OF MINES Records, RG 70, 1902-1968: Research centers and Bureau of Mines' offices in Ala. and Tenn.; relates to mining techniques, research into metallurgy, coal and noncoal production, and other programs monitored by this bureau; 171 cu. ft.

BUREAU OF PUBLIC ROADS Records, RG 30, 1931-1960: Maps, correspondence, and project files from offices in Ala., Fla., Ga., Miss., N.C., S.C., and Tenn. concerning the designation and construction of highways as federal aid projects; 295 cu. ft.

OFFICE OF EDUCATION Records, RG 12, 1967-1975: Regional office; includes copies of final reports of educational research projects conducted by grant recipients throughout the Southeast and a sample of case files for different types of Office of Education assistance grants in Ala., Miss., and S.C.; 3 cu. ft.

FEDERAL HOUSING ADMINISTRATION Records, RG 31, 1962-1971: Selected master drawings, specifications, and plans for multifamily housing projects receiving federal aid from the Atlanta office, which include housing for the elderly, experimental housing, low-cost housing, nursing homes, and other projects; 53 cu. ft.



TENNESSEE VALLEY AUTHORITY Records, RG 142, 1933-1953: Records of the Board of Directors, Records of David E. Lilienthal, 1933-1946--Lilienthal was a member of TVA's first Board of Directors and was Chairman of the Board from 1941-1946; records document the establishment and development of policies, organization, and functions and include progress reports of all TVA operations; (79 cu. ft.). In-house finding aid available. Division of Navigation and Regional Studies, Studies and Surveys of the Social and Economic Division, 1933-1936--studies done in cooperation with the Civil Works Administration, and state, county, and municipal governments; topics include education, taxation, agriculture, life-style, health, and economics; (11 cu. ft.). Division of Property and Services, Records Relating to Family and Institutional Readjustment, 1933-1953--includes interview forms which document the removal and readjustment of those affected by TVA dam and reservoir projects and comprehensive social and economic information on the people of the Tennessee River valley area; (45 cu. ft.).

UNITED STATES COAST GUARD Records, RG 26, 1971-1979: Unit Logs of Coast Guard Cutters, Shore Unit Logs, and Unit Logs for ground installations; 74 cu. ft.

### Fort Valley

Learning Resources Center  
The Fort Valley State College

HENRY ALEXANDER HUNT (1866-1938) Miscellaneous Papers, 1904-1940: Newspapers, articles, clippings, and photographs.

CORNELIUS VANDERBILT TROUP (1902-1977) Miscellaneous Papers, 1942-1976: Speeches--religious (1959-1963), vesper (1945-1963), miscellaneous (1941-1976), general

(1941-1952), dedicatory (1948-1966), Ham and Egg Show (1942, 1945, 1948, 1966), and emancipation (1931-1962); poems, photographs, letters, books, articles, newspaper clippings, programs, correspondence, and reports; 1,107 items.

## Savannah

### Georgia Historical Society

L. M. BARLOW (d. 1864) Letters, 1863-1864: Personal letters to his wife describing life in the Confederate Army as it traveled through coastal Georgia, the Carolinas, and Virginia; 21 items.

OLE. WICLIFF BURROUGHS (1873-1958) Papers (addenda), 1915-1956: Superintendent of Bethesda Home for Boys; concern his work and civic activities; 1 doc. box.

CASSELS COMPANY, SAVANNAH, Ledger, 1905-1918: Company involved with wholesale produce and naval stores; 1 vol.

CENTRAL OF GEORGIA RAILROAD COMPANY Record Books (addenda), 1826-1968): Records of the Central of Georgia Railroad Company and other companies under its control, e.g., Savannah and Ogeechee Canal Company, Thomaston and Barnesville Railroad Company, Southwestern Railroad Company, Ocean Steamship Company, Empire Land Company, etc.; minutes, contracts and agreements, stock transfers, etc.; 242 vols.

THOMAS T. OSTEEN Deeds and Indentures, 1815-1900: Concerning family land ownership in Bryan County; 40 items.

SAVANNAH PARK AND TREE COMMISSION Official Papers (addenda), 1896-1960: Activities of the Commission in

caring for the various city parks and cemeteries; includes some personnel records; 58 doc. boxes.

TRINITY UNITED METHODIST CHURCH, SAVANNAH, Official Records, 1834-1978: Established as Wesley Chapel in 1812 and moved to its present site and building on Telfair Square in 1848; minutes of the Quarterly Conference, Board of Stewards, and Administrative Board; church register, Sunday school records, treasurers' records, Methodist Men's Club records, and church bulletins; 17 doc. boxes. Restricted.

In-house finding aids available for all collections.

### Out-of-state Repositories

#### North Carolina

Southern Historical Collection, Wilson Library  
University of North Carolina  
at Chapel Hill

THOMAS W. BURTON Papers, 1809, 1846, 1858-1921: Lived in Yanceyville, Caswell County, N.C., from about 1850-1908; correspondence between Burton and family members in Miss., Ga., and Ala. concerning health of family members, weather, price of crops, price of slaves, and the progress of the Civil War; financial and legal documents which trace family crop sales and farm purchases; 1908 listing of Burton's personal property; 44 items.

DANIEL ROBINSON HUNDLEY (1832-1899) Papers, 1861-1862, 1864: Colonel in the Confederate Army and author of Social Relations in Our Southern States; photocopies of two diaries and one folder of miscellaneous material; Ala., Ga., Ky., N.C., Tenn., and Va.; 7 items.

JOHNSTON FAMILY Papers, 1758-1979: Copies of items relating to the Johnston/Johnstone family, including obituary of Lancelot Johnston, Caswell County, N.C., 1832; letter from William Johnston of Madison, Ga., 1849; and papers relating to Gilbert Johnstone (1725-1794) of S.C. and his family history; also printed reports regarding the Johnston/Annandale Peerage Case; some family photographs and clippings; 26 items.

WILLIAM HALL JOHNSTON (1819-1859) Papers, 1840-1846, 1861: Son of Doreas Hall Knox and Robert Johnston of Mount Vernon, Rowan County, N.C.; family letters which deal with conditions at home and at Davidson College and Princeton Theological Seminary, 1840-1844 (those to and from Susan are love letters in which William explains his reasons for becoming a minister in the small town of Lafayette, Ga., 1846); includes an 1861 letter from Samuel Adams, Susan's father, expressing sympathy on the death of Robert Johnston; a list of the value and ages of Negroes belonging to the estate of Robert Johnston, 1842; and a statement of accounts, 1844; 1 in.

CAROLINE SWAIN (MRS. CRAWFORD W.) LONG Papers, 1858-1860: A journal kept by Ms. Long in 1858-1860, while living in Athens, Ga.; mostly concerns the death of her young daughter, Ellen (Ella) Rosetta; includes lists of clothing, expenses, and names and birthdates; 1 item.

MRS. FRANK P. MCINTIRE Papers, 1855-1900, 1924, 1932: Materials from the scrapbook of Florence Barclay Barrow McIntire, born ca. 1884, the daughter of U.S. Senator Pope Barrow (1830-1903) and the niece of U.S. Minister to Mexico Henry Rootes Jackson (1820-1898); clippings pertaining to the public life of her father and other family members--Davenport Jackson, David C. Barrow, Captain Harry Jackson, and Rev. T. A. Barrow--as well as family correspondence, invitations, photographs, and diplomas; 4 in.

MISCELLANEOUS Letters (addition), 1854, 1856-1860: Letter (May 15, 1854) from Charles Ward, artist and member of a distinguished New York family, to his mother recounting a recent visit to Ga.--slavery, a plantation, and Bonaventure Cemetery in Savannah (4 pp.); letters (April 6, 1856, and June 27, 1860) of prospector James Dorn, Dorn's Mines near Sleepy Creek, Ga., to his financial backer, J. Slocum, in New York concerning copper and gold mining in Ga. and the new prospectors arriving daily, mentions buying corn from Augusta, Ga. (3 pp.).

ED E. ROSE (b. January 10, 1873) Papers, 1920: Son of William Nicholas and Sarah (Langston) Rose; autobiography which describes growing up in Bentonville, Johnston County, N.C., an area devastated by the Civil War; teaching experiences (1892) in Princeton, N.C., and travels (1894) to teach in Wayne County near Savannah, Ga.; and years as a Methodist minister serving rural areas of Ga., 1895-1920.

THOMAS EDWARD WATSON Papers (addition), 1904-1920, 1979: Correspondence, 1905 New York speech, 1920 Georgia Democratic Primary ballot, clippings, photographs; file from the Ga. Dept. of Natural Resources approving nomination of Watson's home, "Hickory Hill," to the National Register of Historic Places, 1979; 30 items.

More detailed surveys are available in the repository.

Special Collections, J. Murrey Atkins Library  
University of North Carolina  
at Charlotte

CLARKSON FAMILY Papers, 1829, 1875-1970: Miscellaneous papers relating to the Clarkson family of Charlotte, N.C.; includes a 121-page autobiography written in 1829 by Clarkson ancestor Jane Campbell Harris of S.C. (wife of Captain Joseph Woodruff of Ga.), which

documents their purchase of a plantation in Fla. and the subsequent trials and tragedies of the family's removal to frontier life; ca. 100 items. Unpublished finding aid available.

VAN LANDINGHAM FAMILY Papers, 1860-1960: Charlotte, N.C.; includes segment of material (1880-1910) of Susan Harwood of Atlanta, who married Ralph Van LANDINGHAM in 1901; contains ca. 50 photographs of the Harwood family, two diaries (1888, 1894) kept by Susan reflecting her European travels and her broken engagement with Lucien McKlosky of Atlanta, material relating to her ownership and management of the Majestic Hotel in Atlanta, and several scrapbooks documenting contemporary social and political life in Atlanta; includes ANS to Susan from Populist Thomas E. Watson; ca. 3,000 items. Unpublished descriptive inventory available.

ARCHIVE NOTES

Georgians have given more than eight thousand names to their communities during the state's history. From Amsterdam to Waterloo, and from Alligator to Tiger, Georgians have found interesting names for the towns in which they live. Cities, Towns and Communities of Georgia Between 1847 and 1962, 8500 Places and the County in Which Located, by Marion R. Hemperly, Deputy Surveyor of Georgia, is available for \$16.85 from the Southern Historical Press, c/o Rev. S. E. Lucas, P.O. Box 738, Easley, SC 29640.

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The South Atlantic Chapter of the Special Library Association (SLA) is sponsoring a continuing education course entitled "Fundamentals of Public Relations for Special Libraries and Information Centers." The course will be offered on March 10, 1981, at the Atlanta Hilton. For more information contact: SLA, 5555 Roswell Road, N.E., Atlanta, GA 30342.

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The Spindex Users' Network has published a newsletter, SUN, since November, 1979. Full membership in the network is available only to institutions for \$75 a year, but adjunct membership is open to all interested individuals and organizations for \$10 per year. Adjunct members receive the SUN newsletter and other network publications. For more information contact: John Burns, Washington State Historical Records and Archives Project, Central Washington University, Ellensburg, WA 98926.

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The Southern Historical Collection of the University of North Carolina at Chapel Hill has published a Guide to the Microfilm Edition of the Hayes Collection, 1694-1928. The collection consists of thirty-five reels of microfilm. Two families, the Johnstons and later the Woods, owned and operated the Hayes plantation for which the papers are named. Both families played an important role in the politics and economics of North Carolina and the South. For more information on the guide and the microfilm contact: Southern Historical Collection, Wilson Library 024A, University of North Carolina, Chapel Hill, NC 27514.

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The Kansas City Federal Archives and Records Center has published the proceedings of the symposium held at Drake University, October 20-21, 1978, entitled Preserving Your Historical Records. The theme of the symposium was the conservation of documents and photographs. Featured speakers included George Cunha, Robert MacClaren, Richard D. Smith, and Henry Wilhelm.

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A "Listing of Archival Supplies and Services" compiled by the Historical Records Awareness and Assistance Project of the Library Council of Metropolitan Milwaukee includes a glossary of archival supplies and the addresses of fifty-nine suppliers of various archival products. For a copy of the "Listing" contact: Mr. Michael Kohl, Project Archivist, 814 West Wisconsin Avenue, Milwaukee, WI 53233.

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Early in August, 1980, a large part of Cinematheque Francaise, an important French collection of motion picture films, burned in a warehouse near Rambouillet, southwest of Paris. CF was founded in 1936 by a private film collector, the late Henri



Langlois. Suspicious of government interference in his work, Langlois kept his films out of the official film archives at nearby Bois-d'Archy, and not only stacked them haphazardly inside and outside his own house, but also dispersed them in France and abroad. Since he kept poor records, it was not clear exactly what was lost in the fire, nor how many of the films were unique.

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The Georgia Department of Archives and History has begun accepting applications for its three-week Institute, sponsored in conjunction with the Emory University Division of Librarianship. The fifteenth annual training seminar for archives professionals will be held in Atlanta, August 3-21, 1981.

The Institute offers general instruction in basic concepts and practices of archival administration and management of traditional and modern documentary materials. The program focuses on an integrated archives/records management approach to records-keeping, and features lectures, seminars, and supervised laboratory work. Topics include records appraisal, arrangement and description of official and private papers, control systems, micrographics, conservation, and reference service.

Tuition is \$225 for noncredit status and \$640 for five quarter hours of graduate credit from Emory University. Those wishing to apply should be presently employed in an archival institution. Enrollment is limited to fifteen participants and the application deadline is May 1. For more information and an application write: Institute Coordinator, Georgia Department of Archives and History, 330 Capitol Avenue, S.E., Atlanta, GA 30334.

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South Carolina has its first formal, professional archival organization. The Archives and Special Collections Roundtable of the South Carolina Library Association was organized on October 9, 1980, at the annual meeting of the association. Its purpose is to foster high standards in the preservation of archives, manuscripts, and special collections materials; to develop professional cooperation among those involved with archives and special collections in South Carolina; and to encourage the use of archives and special collections in South Carolina.

The Roundtable's officers include Ron Chepesiuk of the Winthrop Archives, chairman; Kathy Roe-Coker of the South Carolina Department of Archives and History, vice-chairman; and Robert Williams of the University of South Carolina Library School, secretary.

The Roundtable is open to all archivists and librarians, provided they are members of the South Carolina Library Association. For further information contact: Ron Chepesiuk, Archives, Dacus Library, Winthrop College, Rock Hill, SC 29733.

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In order to produce a directory of photograph collections in Georgia, questionnaires have been sent to libraries, local history societies, museums, galleries, newspaper and magazine offices, and other associations in Georgia. If you or your organization own a collection of photographs, or if you know of major collections in your area, please contact: Sherry Konter, Vanishing Georgia Photograph Project Coordinator, Georgia Archives, 330 Capitol Avenue, Atlanta, GA 30334, or Marie Morris Nitschke, Reference Librarian, Woodruff Library, Emory University, Atlanta, GA 30322.

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Three recently published articles cover widely varied aspects of the preservation of research materials. The first, published in the fall, 1980, issue of Library Resources and Technical Services, continues the debate over the relative merits of silver and non-silver microfilm, such as vesicular. Don Avedon, vice-president of Automated Datatron, contends that nonsilver films possess many advantages for the archivist and the user. The article is nontechnical and clearly sets out the issues in this continuing discussion.

An article by Shirley Baker, with the Eisenhower Library at Johns Hopkins University, in American Libraries (November 1980) attempts to raise the visibility of paper conservation as a priority for its readers, most of whom are librarians. Ms. Baker explains the changes in paper manufacturing over the last two centuries and the implications of those changes for the survival of all research materials on papers, and argues that the new papermaking technology of the nineteenth century is now haunting those responsible for preserving research materials in the twentieth century. Much of the article consists of discussion of the skimpy body of literature which deals with paper conservation.

Finally, the Library of Congress Information Bulletin (Vol. 39, No. 25) brought word on the efforts of film archivists to deal with the grave problem of the fading of color film. Cold storage has been the traditional approach to extending the useful life of color emulsions. The experimental basis for this or any other method of preserving color film is apparently quite limited, however. As with many other conservation topics, further research will perhaps help us to deal with our truly massive problems in the preservation of research materials.

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Peter G. Sparks has been appointed chief of the Preservation Office of the Library of Congress, effective February 17, 1981. Dr. Sparks, who is in charge of the Institute of Energy Conversion of the University of Delaware, is also currently president of the board of the Conservation Center for Artistic and Historic Artifacts, a regional conservation center in Pennsylvania.

BOOK REVIEWS

A MANUAL OF ARCHIVAL TECHNIQUES. Edited by Roland M. Baumann. (Harrisburg: Pennsylvania Historical and Museum Commission, 1979. Pp. vii, 127. Paper. \$2.75.)

In 1978, the Pennsylvania Historical and Museum Commission (PHMC), with support from the National Historical Publications and Records Commission (NHPRC), conducted three workshops in archival techniques attended by 225 people from a wide range of state, private, and public archival institutions. The workshops served as the first systematic effort by the PHMC to provide instruction to people from agencies which had been unable to care for the manuscripts they had accumulated over the years or to make them accessible for research use. To reach people who did not attend the workshops, and to communicate with workshop participants a second time, the PHMC secured additional funding to publish papers from these workshops in A Manual of Archival Techniques.

Due to the format of these workshops and the limited professional expertise of many people who participated in them, the papers offered in the published version are all relatively brief (under ten pages each) and are primarily devoted to general accounts of archival procedures and practices rather than to their in-depth treatment. Beginning with Peter Parker's wry overview of the administration of historical records, through a case study of the mythical Yahoo Historical Society, the Manual considers arrangement and description of manuscripts; planning for users; security and space; conservation of historical materials; and sources of financial assistance from state and federal agencies.

Most of the papers published in the Manual are well done, capturing the essence of their subject matter in a manner suitable to the professional level of workshop participants and less experienced archivists in general. The better pieces include Elisabeth Betz's work on photographs, Leon Stout's comments on cartographic records, George Chalou's article on reference work, Willman Spawn's article on disaster planning, and Norvell Jones's advice on first steps in the preservation of paper objects. The four pieces on possible sources of funding (from the Commonwealth of Pennsylvania as well as the National Endowment for the Humanities and the NHPRC) are also useful, though rather abbreviated.

Several less successful presentations are also offered. Their chief defect lies in their unsystematic treatment of their respective subjects. The authors of this latter group of essays readily acknowledge that better treatments of their topics can be found in the Society of American Archivists' Basic Manual Series and in the works of Duckett, Kane, and others. Even so, they fail to provide the kinds of specific information (e.g., specimens of card catalog entries and sample agency forms) that are sorely needed by inexperienced archivists in the course of their work.

Since many of the techniques covered in this volume have been sufficiently explored in earlier publications, the Manual's main contribution lies in its service as a written record of the three Pennsylvania workshops. The volume will also serve to remind us of the commendable efforts of the PHMC in promoting the professional collecting, processing, and preserving of archival materials and in assisting with the education of those vested with the responsibility for the protection of our historically significant records.

Chicago Historical Society

Archie Motley

GUIDE TO THE RECORDS GROUPS IN THE PENNSYLVANIA STATE ARCHIVES. Edited by Frank M. Suran. (Harrisburg: Pennsylvania Historical and Museum Commission, 1980. Pp. iii, 84. Index. Paper. \$5.)

Another in a series of guides to the Pennsylvania State Archives published by the Pennsylvania Historical and Museum Commission, this volume provides a description of the provincial and state records housed in that repository. As such, it is a complement to the Guide to the Manuscript Groups in the Pennsylvania State Archives, compiled by Harry E. Whipkey and published in 1976; it will further be complemented by a similar guide to the county and municipal records housed in the Pennsylvania State Archives in a future volume.

In the present Guide a description is provided for each of forty-six record groups which, with few exceptions, have been established at the level of executive branch departments. For each record group a brief administrative history is given, followed by a listing of subgroups and series. The series title, the dates of the records, and a statement of the volume are given for each series. Researchers requiring more information are requested in the preface of this Guide to inquire concerning the more detailed unpublished inventories which exist for many record groups. A general index to the guide is also provided.

In the preface, the compiler indicates that "the Archives would have liked to have prepared a more comprehensive guide with full administrative histories and detailed descriptions of each record series, [but] the publication of such a finding aid was not possible at this time." In these days of economic retrenchment, an inability to fund comprehensive guides is not difficult to understand. One must nevertheless question the utility of a limited guide such as this.

The series descriptions are sparse in the extreme; some information on types and forms of records should have been provided. In addition, a more standard description of volume, which is here expressed in terms of boxes, cartons, or file drawers, would have been preferred. While a table for converting these measurements to cubic feet is provided, one would normally expect the repository to describe its records in more routine fashion.

To a researcher unfamiliar with the history and structure of the Pennsylvania state government, the Guide is bewildering rather than helpful; and the index is of little assistance in sorting out the history of the various changes in agency structure and title. One can only find, for example, that the Department of Public Instruction (of which the present State Archives was once a part) has been subsumed into the present Department of Education in the very last sentence of the administrative history of the successor agency. In addition, the index is of no help at all in finding records by type. If one is interested in maps, for example, one must approach these records through the provenance of the producing agency, which is a tricky business at best. The same may be said for photographs.

With the exceptions noted above, the compiler of this Guide seems to have succeeded in producing what he set out to do. However, in a period when technology opens a vista of much greater detail in finding aids, rather than less, and consequently much better capabilities for the efficient storage and retrieval of information, one is chagrined to see the production of a guide of such limited utility to the general researcher. One hopes that it will not forestall the production of the more comprehensive work envisaged in the author's preface.

The University of Texas  
at Arlington

Robert S. Martin



SYSTEMS AND PROCEDURES EXCHANGE CENTER: SPECIAL COLLECTIONS KIT 57. Prepared by the Office of Management Studies, Association of Research Libraries. (Washington, D.C.: Association of Research Libraries, 1979. Pp. 107. Illustrations, sample forms. Paper. \$7.50 ARL Members and SPEC Subscribers/\$15.00 others.)

For several years the Systems and Procedures Exchange Center (SPEC) of the Association of Research Libraries (ARL) has been collecting and making available current information on management practices at research libraries in the United States. In the form of kits, each compilation is a collection of documents, reports, and forms dealing with a specific management topic. In the past there have been kits produced on such topics as collection development, acquisition policies, library instruction, preservation of library materials, theft detection and prevention, and microform collections. Special Collections Kit 57 deals with current problems and trends in the administration of special collections departments.

Special Collections Kit 57 lists first the statistical results of the SPEC survey, reporting on the staffing, size, and expenditures of eighty-six ARL members. The documents and forms that follow are divided into four categories. There are eight on collection development policies, five on use policies, four on facilities and housing, and six on fostering support/use. Some of the institutions represented by documents and forms are the University of Tennessee, Iowa State, Princeton, Stanford, the University of Cincinnati, University of North Carolina at Chapel Hill, Brown, Yale, Emory, Duke, and the University of Wisconsin.

The SPEC survey reveals that special collections operations in academic and research libraries today are being forced to reduce rather than expand their activities. Whereas in the 1960s, the rising college or university was often characterized by the expansion

of its archives, manuscript, and rate book collections, the late 1970s witnessed a growing retrenchment. The report states:

A fundamental concern of special collections units as they attempt to respond to a tightening economy and increased emphasis on accountability is justification of the high costs of acquiring, cataloging, preserving, and storing materials that are of national importance but are difficult to support at a local level. It is becoming more difficult to maintain and expand subject strength collections based solely on past collecting patterns.

It would appear that this is true of university special collections, as well as those of small colleges.

Certain statistics reported by the survey are depressing. For example, of fifty-four libraries reporting on environmental controls, only eighteen are considered adequate; of sixty-eight reporting on space for collections and work areas, again only eighteen are adequate. Furthermore, it hardly comes as a surprise to learn that "bibliographic control continues as a prime concern," because of the time requirement for cataloging special materials, the existence of backlogs of unprocessed records/manuscripts, and the pressures on special collections staffs for reference service: waiting on researchers, surveillance of users in reading rooms, and handling reference requests by mail and telephone.

For archivists, Special Collections Kit 57 inevitably invites comparison with the Society of American Archivists' Forms Manual. In this regard, the SAA manual is larger, more comprehensive, and covers many more facets of archival operations than does Kit 57. Although it serves as a good introduction to special collections work, especially for those persons involved in developing policies and procedures for

their institutions, Special Collections Kit 57 actually whets the appetite for more. For example, one wishes for the inclusion of explanations of copyright and analyses of legal problems associated with deeds of gift. On the other hand, Kit 57 does provide examples of attempts at rare book definition and statements of policies on rare book collecting, problems that many libraries, both large and small, have struggled with over the years. For those persons charged with administering a special collections department comprised of rare books, archives, and manuscripts, the section on "Roles and Functions," or collection development policies, probably will prove to be the most useful part of Kit 57.

All in all, it is a useful and worthwhile compilation and one which many librarians, archivists, and curators, particularly those engaged in establishing, reviewing, and revising special collections programs, will refer to again and again.

Berea College

Gerald F. Roberts

MANUAL FOR ACCESSIONING, ARRANGEMENT, AND DESCRIPTION OF MANUSCRIPTS AND ARCHIVES. Prepared by University Archives and Manuscript Division, University of Washington Libraries. (Seattle: University of Washington Libraries, 1980. Pp. 55. Appendices, sample forms. Paper. \$5.)

The University of Washington Library's recently expanded Manual for Accessioning, Arrangement, and Description of Manuscripts and Archives is an in-house publication devoted to a detailed consideration of University Archives rules and procedures. However, the Manual also lays a broad and coherent foundation for the general handling of archival materials and manuscripts. In a comprehensive manner, this volume carefully examines both the theory and the practical

application of methods for the maintenance of essential collections. While one may question the validity of the author's specific prescriptions, few archival manuals offer such a complete overview of procedural needs and practices.

Though this work may be of greatest use to those establishing university or college archives programs of their own, the Manual is also of more general interest as a theoretical and professional statement. This volume is in effect both a summation and an addendum to various archival publications prepared by Richard C. Berner, director of the University of Washington program since the early 1960s. As one might expect, the Manual consistently respects generally accepted archival practices and theory. It also illustrates the practical aspects of Berner's own methods of accessioning and processing, and in this regard invites criticism.

Berner advocates a unitary approach to the treatment of both archival and manuscript collections, an approach which fails to take into account the inherent differences between these two very different types of materials. The author's treatment of collection description in particular is adversely affected by his unitary perspective. The Manual, for example, discourages narrative description of collection contents. The absence of narrative description is certainly acceptable for organizational archives, where record volume is often a limiting factor. However, without the flexibility that a narrative approach offers, finding aids to manuscript collections would provide only partial access to their contents. Admittedly, there is the danger of personal bias in a narrative approach in collection description. However, the benefits to be gained in terms of greater user access to the intellectual contents of the collections in question far outweigh this limitation.

One of the most interesting discussions in the Manual concerns the procedures employed in deciding the level at which a collection is to be processed (e.g., collection, series, folder, or item level). While the author does indicate that a given collection may be processed at any of these levels as its contents dictate, he argues that one should not vary the level of description within a particular collection. As before, Berner's approach suffers here from its inflexibility. Why not treat the more important components of a collection to a detailed level of processing and description while treating less significant materials more generally?

Another problem with this volume is its addenda, which represent one-third of the Manual. Here the author devotes considerable space to a discussion of corporate and subject terms germane to the description of the University of Washington repository's holdings, but of only limited applicability elsewhere. As a general format, however, the addenda thesaurus may prove useful as the basis for further considerations by others in the field of archival description. Perhaps the Library of Congress Guide to Subject Headings might also serve as an example in this regard.

To be fair, one must acknowledge that this Manual was not designed as a profession-wide guide, but rather as an in-house tool. The author has certainly done his university a service by writing it. To archivists outside of the University of Washington system, the volume's greatest value is realized when reading it in conjunction with Berner's earlier publications. As a corpus of works, they offer a sound illustration of the practical application of archival theory.

DeGolyer Library  
Southern Methodist University

Clifton H. Jones

REVIEWS IN BRIEF

THE HISTORY OF ARCHIVES ADMINISTRATION: A SELECT BIBLIOGRAPHY. Compiled by Frank B. Evans. (Paris: UNESCO, 1979. Pp. 255. Indexes. Paper. Distributed in the United States exclusively through UNIPUB, 345 Park Avenue South, New York, NY 10010. \$17.50.) Frank B. Evans has already established himself as the leading bibliographer of archival literature through the publication of Modern Archives and Manuscripts: A Select Bibliography (Chicago: Society of American Archivists, 1975). This earlier work brought together a vast body of readings pertaining to most aspects of the archival profession arranged topically. As the author himself points out,

the present select bibliography brings together many of these writings as they document the accomplishments and the needs of national communities throughout the world. It is intended to assist in the development of training courses and studies in which the past as recorded in archives is used to serve the needs of the present and the future.

The first two sections of the Bibliography deal with archival concepts, traditions, and procedures. They are followed by what is the largest, and from an American perspective the most interesting, section of the book dealing with the history and development of archival programs throughout the world. Evans includes chapters on various European countries, the Soviet Union, and Asian, Latin American, and African nations. The Evans volume concludes with bibliographic information pertaining to international archival organizations. As with his first work, readers will find this reference work comprehensive, accurate, and well-organized (including both subject and author indexes). Frank Evans has done us all a great service with this timely and useful publication.

THE WINTHROP COLLEGE ARCHIVES AND SPECIAL COLLECTIONS: A GUIDE TO THE RECORDS RELATED TO WINTHROP COLLEGE. Compiled by Ron Chepesiuk. (Rock Hill, S.C.: Winthrop College, 1979. Pp. vii, 39. Photographs, index. Paper. \$2.) A brief guide to the archives of Winthrop College describing some 360 linear feet of boxed records, 950 bound volumes, 33 file drawers, 331 reels of microfilm, and 21 oral history tapes. The guide lists record groups, series, and subseries within the collection. While the arrangement of these materials does not appear to have a logical order, it is well indexed for ease of access.

PRESERVING THE PAST FOR THE FUTURE: LOCAL HISTORY AND THE COMMUNITY: PAPERS PRESENTED AT CHESTER, LANCASTER, YORK, AND ROCK HILL, MARCH 24-27, 1980. Edited by Ron Chepesiuk. (Rock Hill, S.C.: Winthrop College, 1980. Pp. 45. Photographs. Paper. \$4.) This collection of papers was originally delivered as a set of presentations analyzing the interdependent activities of humanists, genealogists, professional historians, archivists, amateur historians, and the public in general. The individual authors focus on various aspects of local historical research: "writing your own local history," "the role of the archives and the local historical society in preserving local history," and "new methods for documenting local history." This volume constitutes an excellent example of the exploitation of modest resources to produce a practical community program concerned with applied history and archival outreach.

SPINDEX: AN INTRODUCTION FOR NEW AND PROSPECTIVE USERS. Prepared by Nancy Sahli. (Copies may be obtained from: SPINDEX USERS' NETWORK, c/o Historical Records Project, Peterson Hall, Central Washington University, Ellensburg, WA 98926. Pp. 14. Glossary, bibliography. Paper. Available without charge.) Written in the form of a series of questions and

answers, this little booklet describes the history, development, design, and current and potential applications of SPINDEX. While it was prepared in part as a promotional publication for SPINDEX and the SPINDEX USERS' NETWORK, Sahli does admit that the SPINDEX package is both hardware dependent and lacks an interactive capability. Those interested in automated information indexing and retrieval will find this work useful and instructive; the computer novice will find it an easily understood introduction to the single most widely employed automated archival system in the United States.



LETTERS TO THE EDITORS

Letters to the Editors which include pertinent and constructive comments or criticism of articles or reviews recently published in GEORGIA ARCHIVE are welcome. Ordinarily, such letters should not exceed three hundred words.

To the Editors:

I enjoyed reading Karen Benedict's article on "Archives, Automation and National Networking" and Benjamin Shearer's review of the Guide to the ALA Archives in the fall 1980 issue of Georgia Archive. The interest in archival automation demonstrates a timely concern for using contemporary technology to improve access to archival resources.

Mrs. Benedict states that the University of Illinois PARADIGM system was created for administrative control of records at the collection level and that Illinois "rejected subject indexing." The latter statement is incorrect. The PARADIGM system developed in 1970 to obtain administrative control over archival holdings included subject indexing. The first subject indexes were produced in 1974. The system went online in 1976. Since the development of COM programs in the 1978-80 period, comprehensive subject indexes (11,211 entries of 3,483 subject descriptors) have been provided in low cost format. While box level indexing is possible, staffing limitations preclude the detailed control of 3,400 record series (26.3 million documents) in a repository with only one full-time professional archivist.

In Benjamin Shearer's review of the Guide to the ALA Archives, it is stated that "the microfiche appear to have been produced by filming computer print-outs." Actually, the negative fiche was produced by COM printer from a computer tape. No paper printout was used. I concede that a decimal point may be difficult to see on a microfiche reader, but the difference between .3 and 3.0 cubic feet is also indicated by the use of two digits for the latter figure. The lack of personal papers in the ALA Archives is due to the policy of not collecting them. Personal papers will appear in the National Catalog of Sources for the History of Librarianship, a companion guide that will cover archives and manuscripts in other repositories.

Each archival subject index must represent the unique content of the source documentation. We have analyzed indexing terms used in the ALA Guide as follows:

Persons	31.9%	Publications	6.2%
Offices & committees	22.1	Professional assns.	2.7
Functional subjects	17.9	Locations	2.4
Programs & projects	8.1	Institutions,	
Institutions	6.7	types of	1.9

We have not used hierarchically structured indexes familiar to librarians because we prefer description-derivative subject descriptors that allow users to make their own determinations of "like subjects" without the limitations of preconceived structured systems.

While the PARADIGM system has not resolved the problems of subject indexing that Mr. Shearer raises, it is an effective low cost system for a small repository. It is also the only completely automated comprehensive university archival control system.

Maynard Brichford, University Archivist  
The University of Illinois  
at Urbana-Champaign

INFORMATION FOR CONTRIBUTORS

Editorial Policy

1. Members of the Society of Georgia Archivists, and others with professional interest in the aims of the Society, are invited to submit manuscripts for consideration and to suggest areas of concern or subjects which they feel should be included in forthcoming issues of GEORGIA ARCHIVE.
2. Manuscripts received from contributors are submitted to an editorial board. Editors are asked to appraise manuscripts in terms of appropriateness, pertinence, innovativeness, scholarly worth, and clarity of writing.
3. Only manuscripts not previously published will be accepted, and authors must agree not to publish elsewhere, without explicit written permission, a paper submitted to and accepted by GEORGIA ARCHIVE.
4. Two copies of GEORGIA ARCHIVE will be provided to the author without charge.
5. Letters to the Editor which include pertinent and constructive comments or criticism of articles or reviews recently published in GEORGIA ARCHIVE are welcome. Ordinarily, such letters should not exceed 300 words.
6. Brief contributions for the special sections of GEORGIA ARCHIVE--News Notes and Accessions--may be addressed to the editors of those sections or to Box 261, Georgia State University, Atlanta, GA 30303.

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1. Manuscripts should be submitted in double-spaced typescripts throughout--including footnotes at the end of the text--on white bond paper 8 1/2 x 11 inches in size. Margins should be about 1 1/2 inches all around. All pages should be numbered, including the title page. The author's name and address should appear only on the title page, which should be separate from the main text of the manuscript.
2. Each manuscript should be submitted in two copies, the original typescript and one carbon copy or durable photocopy.
3. The title of the paper should be concise, accurate, and distinctive rather than merely descriptive.
4. References and footnotes should conform to accepted scholarly standards. Ordinarily, GEORGIA ARCHIVE uses footnote format illustrated in the University of Chicago Manual of Style, 12th edition.
5. GEORGIA ARCHIVE uses the University of Chicago Manual of Style, 12th edition, and Webster's New International Dictionary of the English Language, 3d edition (G. & C. Merriam Co.) as its standards for style, spelling, and punctuation.
6. Usage of terms which have special meanings for archivists, manuscript curators, and record managers should conform to the definitions in "A Basic Glossary for Archivists, Manuscript Curators, and Records Managers," American Archivist 37, no. 3 (July 1974). Copies of this glossary are available for \$2 each from the Executive Director, SAA, University of Illinois at Chicago Circle, Box 8198, Chicago IL 60680.







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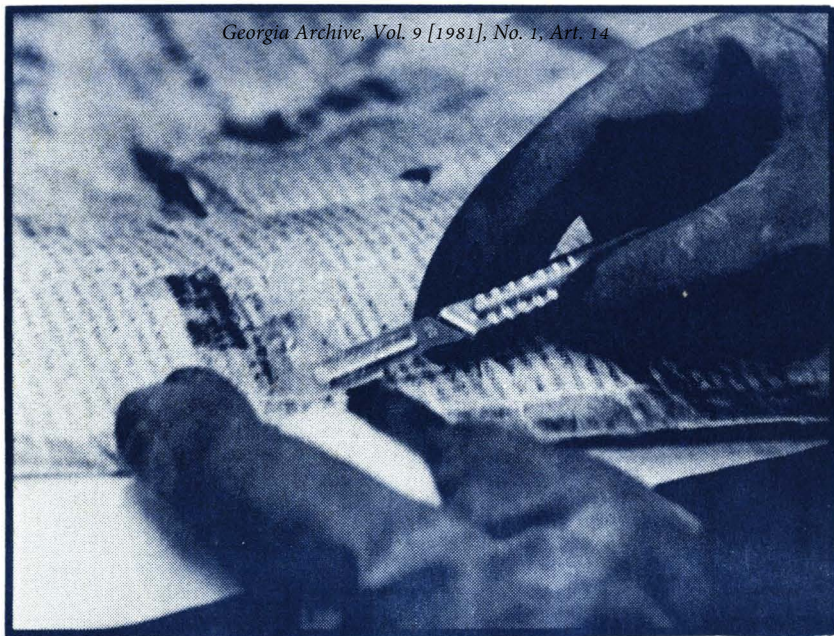
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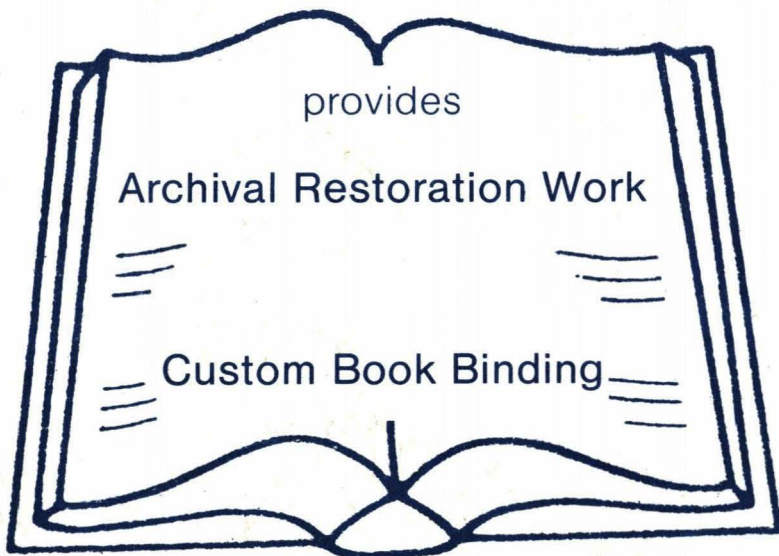
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