

FIVE-YEAR PLAN FOR THE RECORDS OF CONGRESS

PRESERVATION

The Advisory Committee concludes that, although the records of Congress in the National Archives are generally in good condition, much work remains to be done. As a result of an extensive preservation project begun in 1982, legislative records are now the best maintained in the Archives. Launched by a \$600,000 congressional appropriation, the project focused first on general preservation needs. Congressional documents were unfolded and placed in acid-free folders and boxes. Documents of high intrinsic value received the full measure of treatment needed in the preservation lab. Approximately 650 Senate documents and almost as many House documents received careful, extensive treatment. In addition, a number of bound volumes of records, such as selected Senate journals from the early federal period, were rebound. The progress made in preservation, however, should not obscure the fact that important legislative records still require treatment.

Preservation will remain the highest priority during the next five years so that the Center can continue to make progress in preserving the records in its care. These tasks, outlined by the Center in priority order, are described below:

Proposed Preservation Plan with Suggested Priorities

1. Records of the First 14 Congresses

The Center's highest preservation priority is to microfilm all of the records of the first 14 Congresses so that the original documents may be retired from research. All of the bound volumes for the period (1789-1817) have already been microfilmed. The unbound records of these early Congresses that have not been filmed are those of the 5th and 6th, and 9th through 14th Congresses. The Center's first priority will be to complete the filming of these records, which comprise

forty-seven cubic feet of Senate documents and sixty-nine cubic feet of House documents. An estimated sixteen-hundred hours will be required for the archival work on these projects, which should be completed by the end of fiscal year 1992.

The Center's archival staff will also conduct a survey of the records of the first 14 Congresses to determine the need for additional laboratory conservation treatment, such as mending, cleaning, or encapsulation. These 68 cubic feet of Senate records and 90 cubic feet of House records received considerable repair years ago when the preferred method of preservation was deacidification and lamination. (Although lamination is a treatment no longer recommended for the preservation of documents, these records are deemed to be in stable condition. Delamination, when feasible, will only be done when there is evidence of instability and the document is in jeopardy.) More than half of the records of this period were laminated in the early 1960s, although the extent of the treatment was inconsistent. All of the House records of the 1st Congress and 14th Congress, for example, were deacidified and laminated and will receive no further treatment. However, the records of the 12th and 13th Congresses have received little attention. The preservation of Senate records has been similarly uneven. A careful survey of these records, and the preparation of documents to be sent for laboratory treatment, will require approximately 600 hours of an archivist's time or about one-third of a staff year.

2. Records of Extraordinary Historical Value

The Center has identified for special attention a number of the nation's most significant documents in congressional records, such as the Monroe Doctrine, Washington's First Inaugural Address, the Senate resolutions containing the Bill of Rights, the bills comprising the Missouri Compromise, Alexander Hamilton's "Report on the Subject of Manufactures," Andrew Jackson's veto of the Bank of the U.S., the ballots from the Andrew Johnson impeachment vote, and a selection of presidential nominations of famous Americans. These records have been stored in a special locked enclosure. The archival staff will intensify this program to identify other historically valuable documents and designate them for extraordinary care based on the recommendations of conservators. This will be an ongoing project.

3. Holdings Maintenance and the Thermofax Copy Problem

The basic preservation work conducted by the Center's archival technicians includes unfolding and flattening documents, removing fasteners that will damage paper, and placing the records in acid-free folders and boxes. This routine sequence, known as holdings maintenance, has proceeded through the records of Congress chronologi-

cally and represents an ongoing task that will continue as long as new records are accessioned. The holdings maintenance work has progressed into the records of the early twentieth century Congresses: through 1929-1931 for the Senate records and through 1917-1919 for the House records. In order to preserve some of the most vulnerable records produced by modern Congresses, the archives technicians will skip ahead in the holdings maintenance to the records of the 1950s and 1960s. The volume of records for this period (1955-1971) is about 12,000 cubic feet—significantly more than that for the records of the 1930s and 1940s. These records contain highly unstable copies made by a thermal reproductive process (trade name Thermofax) which are now beginning to deteriorate to the point where they soon will be unreadable. In fiscal year 1992 the archives technicians will devote 700 staff hours to the replacement of Thermofax copies with electrostatic copies on archival bond paper while performing the other holdings maintenance functions for these records as well. The Center believes it is logical to do the complete range of holdings maintenance functions on records of this period rather than only copy Thermofaxes in order to avoid going through the same 12,000 cubic feet a second time. The Center has no definitive estimate for the number of Thermofax copies that exist in the records. In a pilot project surveying the records of the Senate Foreign Relations Committee, staff replaced 3,000 pages of these copies from a volume of 136 cubic feet (320 boxes).

An estimate for the staff time needed to review the records of the seventeen-year period (1955-1971) in which the bulk of the Thermofaxes are found, copy the Thermofaxes, and perform other holdings maintenance functions, is six and two-thirds years with the current Center staff of archives technicians.

4. Treatment of Bound Volumes

There are an estimated 10,000 bound volumes of House and Senate records, the majority of which are original House and Senate reports and documents, original and engrossed bills, and minute books and journals. Most of these volumes are in good condition. There are, however, four groups of records which require conservation treatment.

The most intrinsically valuable volumes requiring treatment are the original journals and minutes of the Senate. This series has already been surveyed by the National Archives conservation staff, which has also treated a number of individual volumes. Treatments have included rebinding, binding repair, and re-housing in specially designed enclosures. The preservation plan for these volumes should be dictated by the condition of each volume and ultimately determined by the conservation staff.

A second series of intrinsically valuable documents consists of the sixty oversized volumes of Senate enrolled bills from the 15th-52nd Congresses (1837-1893). Earlier volumes have been rebound. Since the documents have exhibit value, disbinding and repairing individual documents and storing in oversized archives boxes might be a more appropriate approach to their treatment.

Of less intrinsic value, but a greater problem in scope, are the approximately 2,000 volumes of original Senate reports and documents which are bound in badly deteriorated suede leather. The bindings lack intrinsic value but the documents contain original presidential messages transmitting executive communications. There are a number of options for dealing with these records.

One possible procedure is to disbind the volumes and place the pages of each volume in specially designed boxes, labeled with the information currently on the spines. The advantage to this method of preservation is it is less costly than rebinding; furthermore, it makes the most intrinsically valuable documents more easily exhibited.

Another option would be to rebind the volumes, replacing the leather binding with cloth machine-process bindings. About ten years ago, the secretary of the Senate arranged congressional funding for a project to bind these records; and the Government Printing Office subsequently rebound approximately four hundred volumes. The House had about six thousand similar volumes rebound over a thirty-year period ending in the late 1970s. To follow this option with any degree of timeliness would require contracting with the Government Printing Office or a private bindery. Rebinding is a proven method for treating such records, but it would make the exhibition of the individual documents more difficult and would be significantly more expensive than the first option.

Although the options above are the two major choices for treating the majority of bound volumes, variations on these procedures may be appropriate for volumes needing special treatment. Some volumes, for example, may warrant period rebinding with deacidification and repair of individual pages. Individual choices on rebinding or boxing of volumes, or other conservation treatments, will be based on an evaluation of their condition.

The last series of records consists of approximately 300 volumes of House committee docket and minute books for the period, 1913-1945. These volumes were not sufficiently old or deteriorated to be rebound during the previous House rebinding project. While not in as poor a condition as the other volumes mentioned above, these bound records are important; and their preservation should be planned before their condition deteriorates further.

All of these actions involving bound volumes will depend upon the availability of time and resources from the Archives' conservation laboratory or upon funds for contracts to outside binderies. The time

needed by staff of the Center would be used to prepare paperwork such as requisitions and label lists and would probably not exceed one-half of a staff year (eight hundred hours) if the work is done by the National Archives' laboratory. If outside contractors are used, significantly more time will be needed for writing specifications, reviewing bids, and handling other paperwork required by the contracting process.

5. Petitions

The large numbers of petitions sent to Congress in the nineteenth century are now valuable historical sources that reflect public opinion and demonstrate the effect of organized mass movements in different parts of the country. Anti-slavery petitions are a prime example of these important records. Many of these petitions require special preservation measures. Some petitions contain so many signatures—on separate sheets which have been attached to each other—that they are rolled up, sometimes around wooden dowels. Some of these rolls are ten inches or more in diameter. There are over one-hundred petitions to the Senate of this type and about thirty-five to the House.

These petitions must have laboratory attention because if unrolled without great care during research use they will tear and break apart. Conservation treatment on these petitions, and several hundred others which are not large enough to be in rolls but which cannot be safely unfolded without humidification, will be determined by the Archives' laboratory's capacity to deal with these very awkward documents or the availability of resources to contract for repair by outside facilities.

6. Preservation of Special Series of Records

Two additional projects involving records that are both unique and intrinsically valuable require attention. Among Senate records are the credentials of the individual senators, 1789-1990, arranged by state. These have significant exhibit value as they are often elaborate manuscripts signed by the governor with wax seals of the states. They comprise about 15 linear feet and will require some cleaning and mending by conservators. In addition some will have to be unfolded and placed in oversize boxes or polyester sleeves.

The House Territorial Papers is a collection created when records of the House relating to events in the U.S. territories were removed from committee records to be used for the documentary publication, *Territorial Papers of the United States*. These records are arranged by name of territory and include petitions, bills, committee reports, and other papers. This series is also approximately 15 linear feet and contains numerous documents of high intrinsic value. Many of the

records will require extensive conservation treatment, including mending and encapsulation.

7. Additional Resources

It is clear that a continuation of basic preservation of legislative records will require additional resources. **The Advisory Committee supports the recommendation** that at least one GS-12 conservator and a conservator aide should be added to the staff of the Document Preservation Branch and assigned to work exclusively with legislative records. One of the conservator's first tasks would be to undertake, in cooperation with archivists on the Center's staff, a comprehensive survey of legislative preservation needs, in addition to the projects mentioned in this section. A more complete work plan could then be developed for review by the Advisory Committee.

ELECTRONIC RECORDS

The Advisory Committee recommends that the Center carefully monitor the development of electronic records as computer technologies become more widely utilized on Capitol Hill. The Center has agreed to work closely with the appropriate House and Senate offices to survey and identify the electronic records in existence today and to remain informed about the creation of new electronic records. The foremost task is to identify the permanently valuable records of Congress that exist in electronic form and ensure that they are eventually transferred to the National Archives where they can be preserved on stable media and be migrated to new technologies to avoid obsolescence. This process will be materially aided by the specialists on the staff of the Center for Electronic Records as they have a wealth of experience in the maintenance and preservation of federal government electronic records for the National Archives.

Electronic records transferred by Congress to the Center for Legislative Archives will be stored in the special facilities provided by the Center for Electronic Records, where they will receive the specialized care necessary for their preservation and maintenance. The Center for Electronic Records customarily copies the original electronic records to a stable medium. In addition, the Center for Electronic Records can make additional copies of electronic records from the copy in its possession to answer committee requests. In the future, the National Archives may also be able to transfer electronic information back over telephone lines to the committee of origin.

As electronic records increase and become a significant share of the records of Congress, the Center for Legislative Archives must

develop the on-site capability to provide access to and reference service for the electronic records in its care. This development will require the purchase of hardware and software to provide access to the electronic files that have value as reference sources. For the next five years, the Center for Legislative Archives plans to focus its efforts on the following issues of special importance.

1. Monitoring the Introduction of Electronic Records:

Perhaps the Center's most basic challenge is to anticipate and respond to the changes in the world of record keeping as electronic records and processes become more prevalent in Congress. More and more, the evolutionary record documenting a bill's progress through the legislative process is created and tracked by electronic means. At present, paper copies of electronic records are produced and constitute the permanent record copy of documents. At some point, however, the electronic version of records may represent the sole copy and permanent record of some types of documents. The Center should periodically consult with the appropriate House and Senate offices to keep abreast of changes in definition of the record copy of documents that exist in electronic format. In addition, the computer tapes that contain the data to track the many stages in the legislative process may contain permanently valuable information and may warrant transfer to the Center. The preservation of these tapes and their potential future use at the Center for reference and research purposes should be explored. These issues should be studied with an eye to the future so that the Center can contribute to their resolution.

2. Committee Records:

To date, congressional committees have typically created electronic records in the form of word-processing files only, which can be produced as permanent records in paper form. Computers, however, can be very useful in retrieving records from large volumes of documents; and there are arguments supporting the preservation of word processing files in electronic format. In addition, committees are currently exploring the creation of local area networks (LANs) to serve a number of terminals. (In the Senate, all major committees now have LANs.) The Center will work closely with the clerk of the House, the secretary of the Senate, and other offices to monitor these developments and evaluate their impact on record keeping practices. Some of these electronic records may warrant eventual transfer to the Center for Electronic Records. The electronic print files of House and Senate hearings, for example, may be accessioned as a research tool using software on personal computers or LANs.

3. Digital Imaging Technology:

The Center must stay informed in the event that the Congress moves toward the development and implementation of record keeping systems that combine electronic records, imaging technology to record full-text representations of documents, and digitally recorded video. Currently, the Senate Rules Committee has a pilot project underway to develop an optical disk imaging system to maintain its records. The Office of the Secretary of the Senate plans its own project to develop a similar imaging system. Imaging systems store an electronic image or "picture" of a document rather than the representations of individual characters as do other formats. They use laser technology to record, store, and re-create these images. They allow for faster retrieval of documents and permit multiple users to view the same document simultaneously. In sum, imaging systems enhance the preservation, retrieval, and circulation of documents and mean the creation of entirely new types of formats and records. Optical disk technology is also proprietary, and systems are currently incompatible. Thus, it is important for Congress to consider the adoption of standards for its systems. Study should also be devoted to the impact of imaging systems on the preservation of records, their effects on future research methodologies for the study of Congress, and the definition of hardware and software requirements necessary to provide access to these records in the future.

4. GPO Electronic Print Files:

The Government Printing Office (GPO) maintains a number of electronic print files for Congress. When Congress sends electronic records to GPO, as opposed to the records that are sent to GPO in camera-ready or hard copy form, they are maintained by GPO on mainframe computer tapes as electronic print files with encoded GPO print commands. Once GPO prints these electronic records in hard copy, however, it typically disposes of the electronic version, unless the committee of origin specifically requests that the electronic version be maintained. GPO reports that in general the various types of congressional electronic records are only saved for the life of one or two Congresses. Some of the files that currently exist in electronic format include the permanent, bound edition of the Congressional Record, bill files, journals, and committee reports. The Center, along with the Office of the Secretary of the Senate, the Office of the Clerk of the House, the House and Senate Historical offices, the Center for Electronic Records, and other interested offices and committees, should consider the value of these electronic records. A comprehensive survey and appraisal of the GPO print files should be made to identify the files that should be routinely destroyed, as under current

practice, and separate them from the permanently valuable files. If the electronic version, as well as the paper, should be retained, some mechanism should be established to transfer them periodically to the National Archives. GPO's procedures provide for retaining these records only when it receives direct instruction from its oversight body, the Joint Committee on Printing. As is true for other electronic records, the future reference and research value of these electronic files should be considered in decisions on their preservation.

5. Iran-Contra Records:

In the secure vault areas in the National Archives Building, the Center holds copies of the electronic records generated by the House of Representatives in its investigation of the Iran-Contra affair. In this collection are copies of 9 Wang computer systems tapes and 168 diskettes that represent committee calendars, hearing files, reports, cross references and indexes, and a variety of other significant information. Because diskettes deteriorate rapidly and the tapes may not be stable, the question of copying these records must be addressed soon. The Center for Legislative Archives and the Center for Electronic Records should work together to make certain that these records are re-copied to stable media and that duplicate copies are converted to software-independent format in conformity with standard practices at the National Archives.

6. Electronic Mail:

A low-priority task is to study the use of electronic mail (E-MAIL) on Capitol Hill. Currently E-MAIL is used to communicate routine and transitory messages. If, in the future, the use of E-MAIL evolves to become a significant form of committee communication, then the Center should support congressional efforts to assess the value of records in the E-MAIL system.

In sum, the challenge defined by rapidly changing technologies and their implementation on Capitol Hill demands that the Center monitor the development of computer technologies closely and offer its assistance to ensure the preservation of the permanently valuable records of Congress in a format which provides for their future use by Congress and researchers.

HOLDINGS DEVELOPMENT

To study Congress today, the researcher has to conduct research at a variety of repositories around the country. By serving as a clearinghouse for congressional documentation, working to preserve

a more complete record of the legislative process, and cooperating with members' archival repositories in collecting and sharing information, the Center for Legislative Archives can mitigate the problems of decentralization and become a true "center" for legislative research. To achieve these goals requires increased activity in promoting the transfer of records, expanding the range of legislative documentation to be preserved, and increasing contacts with other research centers.

Because the leadership and administrative officials in both houses of Congress have emphasized the responsibility of preserving the records of the legislative branch, these records are presently being accessioned by the National Archives in much larger quantities than in previous decades. Yet there remain major gaps in the records of House and Senate committees. Some committees have lagged in sending records; others have sent only majority or minority files. The Center has virtually no records, for example, from the Democratic side of the Senate Finance Committee during the 1980s. Similarly, from the House Budget Committee there are limited accessions comprised primarily of public opinion mail and printed items. Recent accessions from joint committees have been largely confined to the Joint Committee on Taxation.

The Center for Legislative Archives has no records from the leadership offices of Congress. Documents created by Speakers of the House and the majority leaders of the Senate and House, as well as their minority counterparts, traditionally have been considered personal papers. The Advisory Committee supports efforts by the secretary of the Senate and the clerk of the House to encourage the leadership to deposit at the Center duplicate copies of significant records created in the course of their official duties. In this way, documents vital to an understanding of the institution of Congress will be added to Congress' records at the Center and be readily available to scholars.

There are significant gaps in the Center's holdings of records for congressional administrative offices, including the secretary of the Senate, the clerk of the House, legislative counsels, parliamentarians, and sergeants at arms. The majority of existing holdings consist largely of routine financial documents and reports required by law. The secretary of the Senate has recently approved a records disposition schedule for the administrative offices under his direction to transfer their official records to the Center. The Advisory Committee supports the secretary of the Senate's proposal to sign an agreement with the clerk of the House to transfer the remaining administrative office records from the Senate and the House to the Center. This agreement will add these important records to the Center's holdings

and encourage other legislative officials and bodies to transfer their records to the Center.

The records of legislative support agencies also require attention. Comprehensive record surveys need to be undertaken and schedules developed. The General Accounting Office has had an established records management program, while the Office of Technology Assessment has recently initiated a records program and has consulted with the archival staff of the Center for Legislative Archives. Yet, the Center presently has no records of the Congressional Budget Office and, with the exception of printed government documents, no records from the Government Printing Office since the 1930s. Increased communication with the legislative agencies will enable the Center to promote the accessioning of their significant records.

Although the Library of Congress has the responsibility for preserving its own records, including those of the Congressional Research Service (CRS), the Library does not actively acquire CRS research papers. The Government Division of CRS, in particular, has important material on the organization and procedural precedents of Congress. The Advisory Committee will schedule a review of records programs at congressional support agencies.

The fact that there are significant gaps in the official records of Congress indicates there is much work to be done. The Center's director plans to implement an accelerated schedule of visits with committee clerks and staff directors. In the Senate these meetings will be scheduled by the Senate Historical Office, under the direction of the Office of the Secretary of the Senate, in coordination with the Center. In the House, visits to committees will be coordinated by the Office of the Clerk, with additional advice from the House historian. To increase awareness of the National Archives on Capitol Hill, the Center will, in addition to regular visits, utilize correspondence, publications, and other contacts in direct coordination with the Office of the Secretary of the Senate and the Office of the Clerk of the House. To monitor these activities, monthly and quarterly reports of congressional contacts will be prepared for the use of the Center, the Senate Historical Office, and the Clerk of the House, while accessions will be tracked by a computer-generated chart, committee by committee, to determine both progress and gaps. This chart will show at a glance which committees require additional acquisition efforts.

Although the Center's highest priority is the administration and preservation of the official records of Congress, the Advisory Committee encourages the Center to expand the scope of its holdings to document the legislative process more completely. A first priority is to develop a collections policy statement that outlines major areas of documentation to be collected by the Center. This policy statement

should be developed in consultation with the House and Senate historical offices, the Congressional Documentation Project, and the Society of American Archivists' Congressional Papers Roundtable. It should reflect an evaluation of the documentary record of Congress and delineate the specific role that the Center should play in preserving the records of Congress, including quasi-legislative organizations such as caucuses and political committees; collateral collections, such as materials created by scholars (notes, copies of documents, statistical compilations, manuscripts); and other appropriate sources as identified.

The Center for Legislative Archives has not accepted the personal papers of individual senators and representatives, which are traditionally donated to archival repositories in the home state. The National Archives does provide, for incumbent members, courtesy storage of these papers at the Washington National Records Center in Suitland, Maryland. By working with the House and Senate historical offices to encourage members to deposit their papers in appropriate local, state, and regional repositories, the Center can assist in directing these papers to institutions where they will receive the best care and the most use. The Center can also serve as a national reference facility on the study of Congress by establishing a collection of finding aids to the legislative holdings of other institutions. From other institutions, the Center can collect copies of significant documents dealing with the development of Congress.

Rare documents printed for the use of Congress will be collected in original and facsimile forms. The Center will conduct a survey of records printed for Congress, such as the printed House journals from the early Congresses at the Library of Congress and extant copies of bills and other printed materials from the early history of Congress held by other institutions. The Advisory Committee will subsequently consider recommendations to restore these records, or copies of them, to their place in the official records of Congress.

After the move to Archives II, the Center will be able to convert the East Reading Room into a legislative research room. In anticipation of assuming this facility, the Center will immediately begin to compile a reference collection on Congress. This collection will include basic reference volumes on Congress as well as memoirs and secondary works. Oral history interviews that amplify the textual records and document the institutional development of Congress will also be collected. The Center will solicit from individuals and institutions transcripts of interviews that pertain to Congress. The Center will also encourage oral history projects to focus on congressional topics in need of amplification. Finally, when its resources are adequate, the Center itself will conduct selective oral history inter-

views to fill gaps in the textual records. Copies of the transcripts will be available in the reading room. The Center already receives transcripts of oral history interviews conducted by the Senate Historical Office. Finally, the reading room will contain finding aids to congressional manuscripts in other institutions.

The Center will begin to implement these holdings development initiatives during fiscal year 1992. The primary objective will be to complete the Center's holdings of committee records from the decade of the 1980s. Regular transfers of records from all legislative agencies that do not have another designated repository will be an additional goal.

For all of the initiatives in holdings development, the Center for Legislative Archives will rely heavily on the House and Senate historical offices for guidance and suggestions. The research of the Congressional Documentation Project and the proceedings of the Congressional Papers Roundtable will be valuable resources for recommendations on preserving the documentary record of Congress and in developing a collections policy statement. (The Congressional Documentation Project was designed to survey and help preserve the documentary record of Congress. The Congressional Papers Roundtable is an organization within the Society of American Archivists representing Society members with a special interest in congressional papers and approximately one hundred archival repositories and libraries that hold the records of Congress and its members.) As these initiatives dramatically increase the Center's holdings they will also heighten the Center's significance and encourage the study of Congress and the legislative process. Yet it is important to note that these advances will also place additional demands on the archival staff in the form of increased processing and reference burdens.

REFERENCE SERVICE

Since its establishment as a separate unit in 1985, the Center for Legislative Archives has endeavored to provide professional reference services on the records of Congress and, since 1988, under its expanded mandate, the legislative branch. Within its limited resources, it has done just that—focusing on prompt servicing of congressional loan requests and providing individual consultations to guide researchers through the intricacies of both the printed and unpublished records of Congress. The Center's archival staff has also devoted significant attention to the tasks of preparing written respon-

ses to reference inquiries, providing duplicate copies of records, and reviewing records for access restrictions.

In order to provide more efficient and more professional reference service to Congress, scholars, and the general public, and to meet the growing interest in legislative records, the Center will undertake a number of initiatives during the next five years. These will include reorganizing the archival staff to emphasize subject expertise with the records; establishing a research center with appropriate computerized finding aids and other reference aids; improving internal management of reference requests; and producing updated and new descriptions of Center holdings.

1. Staff Organization

Under the proposed staff reorganization, each archivist will have reference and records processing responsibilities, and each will be responsible for having general knowledge of all Center holdings and expert knowledge of certain frequently requested records relating to his or her area of expertise. This approach will expand the base of knowledge of the holdings while encouraging individual archivists to develop expertise in key subject areas, such as foreign relations, science and technology, and institutional history of Congress, among others. Researchers will benefit from this change by being able, in most instances, to consult with the most knowledgeable archivist on their particular subject, rather than the one available.

The reorganization will also transfer responsibility for providing loans for congressional and exhibit use to a new staff specializing in congressional services and outreach activities. Congressional loan requests are the most urgent reference requests the Center receives. Exhibits requests from the National Archives' exhibits staff for both Archives-sponsored exhibits and those at non-National Archives institutions also require special handling. For example, institutions desiring to exhibit House or Senate records must follow procedures and exhibition standards established by the National Archives to safeguard the documents, in addition to obtaining written permission from the clerk of the House or secretary of the Senate, as appropriate. These procedures and standards impose additional expense on the borrowing institution, and require coordination by the Center and the Archives' Office of Public Programs as intermediaries between the borrowing institution and Congress. By establishing a separate congressional services unit to provide these important services, the Center will ensure that the current level of service can be maintained as public demands on the Center's resources increase. The specialist in congressional history (a position established by Public Law 101-509) as a member of the congressional services and

outreach staff, will serve as an additional resource to the archival staff, enabling the archivists to tap that historian's broad knowledge of Congress and American political history.

2. Establishing a Modern Research Facility

The establishment of an appropriate and distinct physical entity for the Center for Legislative Archives by utilizing the East Reading Room (Room 204) and the adjoining offices will enable the Center to enhance significantly reference services to Congress and the public.

This facility, which is adjacent and connected to the Central Research Room in the main National Archives Building, will serve as the reading room for the records of Congress and the legislative branch. In this room will be maintained a set of Archives-produced legislative records finding aids, general Archives finding aids, the House and Senate journals, Congressional Information Service (CIS) published finding aids, the Congressional Record and its antecedents, and many Congressional Quarterly publications. The room will also hold secondary sources and oral history interview transcripts. The Center intends to acquire a collection of inventories of personal papers of congressional figures and archives of congressionally related organizations that reside in other repositories and maintain this collection on the ample bookshelves in the East Research Room. The Center plans to serve as a clearinghouse for inventories of this type.

The Center plans to station a member of its archival staff in Room 205, adjacent to the East Research Room, from 8:45 a.m. to 5:15 p.m. daily. The archivist on duty will be the primary consultant on most reference questions and telephone inquiries. Through a computer terminal the consultant will have access to the National Archives's Archival Information System (AIS) and numerous commercial and library on-line data bases. Among these data bases are RLIN (Research Libraries Information Network) and OCLC (initially, the Ohio College Library Consortium and later, the Online Computer Library Center), which through the use of additional software can be used to create special bibliographies on congressional topics. With a subscription to DIALOG, the staff and researchers will be able to access such relevant data bases as the *Monthly Catalog of Government Publications*, the National Technical Information Service (NTIS), *America: History and Life*, *Historical Abstracts*, and *Wilson Line*, which indexes periodical literature. The consultant's office will also contain a service order system terminal, which can be used to track the status of reproduction service orders, and another which will access the Archives Library's on-line catalog. The rear half of Room 205, or some other public area of the research complex, will contain a second

terminal and a CD-ROM reader for use by staff and researchers desiring to gain access to publications that are only available in CD-ROM format, such as the CIS Congressional Masterfile. Lastly, this room will also serve as a conference room for use in researcher-staff consultations. The research room complex will also be equipped with microfiche readers, a reader-printer, and a fiche copier to provide copies of material in that format.

3. Improving Management of Reference Requests

Behind the scenes, in the offices and stacks that researchers rarely see, there are a number of steps that can be taken to facilitate the reference process.

The first of these will be the relocation of a substantial part of the Center's holdings. When the National Archives Building (Archives I) is emptied to relocate records in Archives II, many stack areas on the east side of Archives I will become available. As the section of this report dealing with the impact of Archives II states, the opening of the new building offers the Center for Legislative Archives a unique opportunity to improve the storage and perfect the arrangement of legislative records in stack areas convenient to the legislative research room. Although this relocation effort cannot be carried out until after the move to Archives II, planning for the move will occur during the next two years. This planning effort will benefit researchers by providing the staff with a complete picture of the Center's holdings.

Two local automation projects will be undertaken to improve the management of reference activities. The first—the automation of the loan request log—will improve the tracking of records loaned to Congress. Not only will an automated log improve internal control of loan activity, but it will also enable the Center to provide committees and the House Office of Records and Registration with up-to-date information on their requests. The second automation project will create a data base for Joint Committee on Atomic Energy (JCAE) documents that have been reviewed for declassification and released in full or in part. The records of the JCAE are one of the most frequently used by academic researchers, and this data base will be very useful to researchers seeking information on recent releases while simultaneously providing the staff with a tool for maintaining a current record of what has been declassified.

The archival staff will also endeavor to resume the survey of Senate and House records for security-classified documents. The information gathered in the survey will help the Records Declassification Division determine the best approach for reviewing congressional records.

Lastly, the Center will take advantage of user surveys to improve its response to research needs and to evaluate the effectiveness of current reference services.

4. Descriptions of Records Holdings

Describing records is a basic archival processing function. The extent and quality of records description determines the information available to archivists and researchers alike and thus affects reference efficiency.

The Center will undertake a number of projects to improve reference service. Foremost, although it will have little tangible impact until 1994, is the entering of records descriptions into the Archival Information System (AIS). The Center is already preparing computer input documents to capture information on records series and administrative history of records-creating units. Basic data of new accessions is recorded on shortened forms of these input documents. From these descriptions, series-level inventories of committee and other congressional records can be created. The finding aids produced by these series-level descriptions will focus on Senate committee records since 1947, House committee records since 1963, and records of select and special committees and subcommittees that have not been described previously. Major description projects (such as the inventory of the records of the House Un-American Activities Committee) might be suitable for formal publication. AIS will be accessible throughout the National Archives system on a network of computers and will also be accessible to the rest of the country through modems. The Center plans to create new finding aids, as appropriate, with descriptions below the series level. For example, a special list of committee papers or petitions for each committee during the first 14 Congresses might be created as an aid to the documentary editing activities of the House Historical Office. Special lists such as these will also be included in the AIS system. Records descriptions above the series level are published in the *Guide to the National Archives of the United States*. This volume will be reissued in 1993 and incorporate information on accessions since 1974. The National Archives Guide will be updated periodically and accessible through AIS.

Microfilming activity will also have reference implications. While microfilming is done chiefly as a preservation measure, the act of producing a microfilm publication enhances access to researchers. Microfilm publications are available in the National Archives microfilm research room, and their accompanying descriptive pamphlets are free upon request. Microfilm publications can be purchased by individuals or institutions and also distributed to

National Archives' regional archives centers and presidential libraries. As noted elsewhere in this report, one of the Center's principal goals for fiscal year 1992 is to complete the preparation for microfilming the records of the first 14 Congresses.

The Center is also planning for continuous computerized updating of its guides to House and Senate records so that these volumes may be reissued when necessary. One possibility is as a CD-ROM publication. Description formats adopted by the Archives can be used as a basis for expanding the coverage of the guides beyond their current 1968 limit. Solving the technical issues involved in producing updated guides without reprinting the originals is a major challenge for the Center.

The Center anticipates a dramatic increase in reference use of legislative records during the next five years. Yet the initiatives outlined above should enable the archival staff to keep pace with the increased activity.

PUBLIC PROGRAMS AND EDUCATIONAL OUTREACH ACTIVITIES

The Advisory Committee recommends that educational outreach assume a high priority among the Center's activities. The records that document the history of Congress, the "People's Branch," deserve to be fully within the reach of the American public. The information and insights contained in the rich documentary records of Congress, which define representative democracy at work in America, deserve an audience that transcends the traditional community of archivists and historians. The Center's responsibility is to disseminate widely its foundation documents.

Through reorganization of the Center and the creation of a Congressional Services and Outreach Staff, the Center can develop an ongoing, active educational outreach program. The objective is to foster a better understanding of Congress and the legislative process by disseminating, in a variety of forms, copies of selected documents from the Center's holdings to educators and the public at large. Through publications, exhibits, and public forums, the Center can encourage the use of primary documents both by scholars who add their interpretive insights to the sum of knowledge about Congress, and by students in secondary schools and colleges, who seek to learn more about American history and American political institutions.

The Congressional Services and Outreach Staff will include archivists, archives technicians, and the newly established position of

historian/specialist in congressional history. As part of its general outreach and publicizing effort, the staff will prepare articles on the Center for Legislative Archives, its holdings, and the range of services offered to Congress and the public. It will also coordinate its programs and activities, when appropriate, with the American Political Science Association, the American Historical Association, the Organization of American Historians, and other scholarly groups.

The historian on the Congressional Services and Outreach Staff will develop a deep understanding of the records held at the Center and gain familiarity with the resources at other repositories of congressional records, keep abreast of recent scholarship and trends in congressional studies, and advise the Center's archivists on how best they can serve the interests of the research community. The historian will also consult with researchers to discuss research methodologies and projects. In addition, the historian will advise the Center's director on issues relating to the documentation and research implications of records retention, disposal schedules, accessioning procedures, the definition of strategies to achieve both the preservation and greater use of records, and the determination of subjects and setting of priorities for exhibitions and publications. The ancillary duties of the historian will include providing research assistance to the clerk of the House, secretary of the Senate, the House Historian's Office, and the Senate Historical Office and participating in the development of exhibits, teaching packets, and public programs featuring documentary treasures from the records of Congress.

By emphasizing the educational mission of the Center and devoting additional resources to its public program activities, the Center has an opportunity to serve as a model for highlighting the rich documentary record in its trust. The Center and the National Archives have the potential to become national resource centers to supply the nation's schools with materials to meet a wide variety of educational needs. These educational programs can assure a place for the study of primary materials in classrooms and encourage the many efforts underway today to improve education in America.

To realize these goals, the Center has defined an ambitious public outreach agenda and a wide range of possible activities. As the centerpiece of its efforts, however, the Center plans to publish collections of primary materials culled from legislative records for classroom use. To support and supplement these document packets, the Center will also prepare exhibit materials and journal articles, and, when appropriate, sponsor conferences or seminars and invite scholars to share their research with the public. The Center will prepare exhibits or loan materials to other institutions for exhibitions on a wide range of subjects from American history and the history of

Congress. The records of Congress may be featured in exhibitions, for example, at the National Archives building, on Capitol Hill, in the presidential libraries, in other federal agencies, in state and local museums, and at other interested institutions.

The Center plans to create a variety of educational materials on a wide range of topics. Following the example of the National Archives' successful "milestone documents" series, the Center will publish a series of landmark documents contained in the records of Congress. A published booklet would include a facsimile reproduction of a historic document, a transcribed copy, an introduction, and suggested classroom activities. Sample historical documents from legislative holdings might include the Missouri Compromise, Monroe Doctrine, Compromise of 1850, impeachment records relating to President Andrew Johnson, Seventeenth Amendment (direct election of senators), Social Security Act, civil rights acts, and War Powers Resolution.

Longer collections of documents can also be produced in a variety of formats to serve different educational needs. A single collection of documents selected from the two-hundred-year history of Congress, for example, can be assembled to illustrate the evolution of the institution and its impact on American history. This longitudinal collection will supplement American history textbooks, add the immediacy of primary materials to secondary school curricula, and act as a counterweight against the dilution of subject content in history courses. Tracing the history of Congress through documents provides an opportunity to focus American history on vital themes and issues that reflect the changes and evolution of the nation. Other collections could illuminate selected historical topics and themes that could be followed historically through congressional documents, such as civil rights, territorial expansion, the development of the American agricultural system, war powers, and immigration.

The Center can also produce a series of document packets (dedicating separate volumes to the treatment of a significant event) such as Reconstruction of the South, or to an examination of a central congressional function, such as its primary representational function. These volumes would illustrate how Congress serves as the tie that binds localities and citizens to the seat of power in Washington. Other teaching packets could explore Congress' history of investigations or the Senate's role in the appointment process. This series would allow teachers of American history and American government to select individual volumes to illustrate specific events or ideas and study them in depth.

An additional approach would be to select documents from the Center's holdings to highlight events and issues important to in-

dividual states. These documents could serve as the basis for an article, teaching packet, and exhibit. A series of collections and programs focused on state histories would have great appeal to state and local school systems. Documentary collections and articles could also focus on the history of the standing and select committees of Congress, which would be particularly useful to American government courses and to the committees themselves. The Center will also endeavor to work with "C-SPAN in the Classroom" to provide documents to accompany the newsletter C-SPAN distributes to thousands of educators across the country.

To stimulate interest in the use of original source materials in secondary school classrooms, the Center proposes to revise, edit, and publish a 1991 staff paper entitled, "A Call for the Production of a Document Packet of Congressional Records." This paper examines the role of document packets in the reform of social studies and the achievement of fundamental educational goals, the criteria to produce a packet, and the use of sample documents to illustrate selected subjects in the history of Congress. Distribution of this essay will alert educators to the type of publications that the Center plans to provide in the future and their potential classroom uses.

To provide the necessary support for the document collections and to encourage their use by teachers, the Center plans to co-sponsor and participate in training institutes to assist secondary school teachers in the use of primary materials in the classroom. This activity will support the teacher training initiatives planned by the Senate and House historical offices, Library of Congress, Dirksen Center, and the Lyndon Baines Johnson Library. The Center can also serve as a clearinghouse for information on the teacher training programs and educational materials provided by the many repositories and centers that hold the records of Congress. In addition, the Center may conduct workshops for teachers at the annual conferences of the National Council for the Social Studies to illustrate the uses of legislative records and document packets in the classroom. The Center will coordinate its outreach activities with the National Archives' Office of Public Programs to take advantage of that office's expertise and resources.

A large share of the Center's public program agenda will also be defined by the Center's close coordination with the Senate and House historical offices. The Center will support the historical offices' major projects, including, for example, the Senate Historical Office's effort to collect documents for its "Documentary History of the Senate" project. In addition, the Center may jointly sponsor programs with the Senate Historical Office to coincide with the re-issue of *Jefferson's Manual of Parliamentary Practice* and the publication of the remaining

volumes in Senator Byrd's history of the Senate series. The Center may also assist the House Historian's Office in its major project on House petitions in the period from 1789-1817, generate classroom and exhibit materials incorporating significant petitions, and co-sponsor a conference to examine the research potential of the petitions.

Beyond these central program responsibilities, the Center may participate in other outreach activities. The Center has a great opportunity in the next five years to prepare exhibit and teaching materials to honor the fifty-year observances of the Second World War and to develop the theme of "Congress at war." Congress alone has the power to declare war; and its responsibilities are immense for the conduct of war, the shape of the peace, and the welfare of its citizens and soldiers. Following the lead of the National Archives national exhibition on World War II, the Center will prepare materials to honor Congress' constitutional duties and wartime contributions. In the long term, the Center could also co-sponsor a series of joint programs with individual presidential libraries focused on executive-legislative relations during a particular presidency. This series would give the Center entree to state and local audiences. The Center should also consider how it might participate in the events planned to commemorate in 1993 the 250th anniversary of Thomas Jefferson's birth. The Library of Congress and Monticello are currently planning a number of exhibits, teaching institutes, speakers, and conferences to honor Jefferson's legacy. In some form, the Center should contribute to the efforts to recognize Jefferson's vital contributions to American government. In a somewhat different vein, the Center might sponsor a conference on the depiction of Congress in literature, film, and other media. This forum could attract wider public interest and a more diverse scholarly response, including film historians, writers, and art and literature critics, who might be induced to use the holdings of the Center in new ways.

AN ANALYSIS OF RESOURCE REQUIREMENTS

Most of the proposals outlined in this report can be initiated with existing resources, but they will require additional support as the implementation advances. The proposed staff reorganization is expected to increase efficiency by integrating the archival tasks, while filling the position for a specialist in congressional history will provide a new capability. Developing the Center's holdings through vigorous solicitation and acquisition efforts can begin without en-

hanced resources. Yet increased accessions will gradually place additional demands on processing, preservation, and reference activities. If the archival staff is to keep pace with the increased workload, an additional archivist and technician will be required by 1993. The establishment of a substantial congressional reference collection and modern equipment in the legislative research room will require additional resources.

Preservation imperatives must be measured not only by the tasks undertaken but also by the time required to accomplish those tasks. If the timetable for preservation work in the Archives Preservation and Services Division or the holdings maintenance work of the Center's staff are to be accelerated, then additional personnel will be necessary.

Substantially expanding conservation treatment for bound volumes and intrinsically valuable records requires additional professional staff, with related supplies and equipment, for the Preservation and Services Division. If the care of these records is to be the foremost priority, then perhaps two positions (for a GS-12 conservator and a conservator aide) dedicated to legislative records and separately funded should be created. Contracting with a private conservation lab is another option, but it will also entail extra costs.

Public programs and educational outreach activities can be undertaken with the current staffing level; but the Center, similar to other National Archives units, will also have to depend on the Office of Public Programs for support of these exhibits. As exhibits, publications, and educational initiatives become a larger part of the Center's agenda, additional resources will be required. Such programs are attractive projects for private sector support, which the Center will actively encourage.

Other proposed initiatives, such as developing an audiovisual archival program and dramatically enhancing the Center's automation and electronic records capabilities, will require both additional resources in the Center and sustained assistance from various offices within the agency.

In conclusion, the resource requirements for the Center will gradually increase as its programs develop and demonstrate the merit for greater investment. As a result of the initiatives described in this plan, additional funding is needed from congressional appropriations to fund the Center's core archival activities. And funding will also be solicited from private sector sources to support some of the important but supplemental activities, such as exhibitions and the dissemination of educational materials. The Center will prepare a detailed analysis of resource requirements and funding sources for the Advisory Committee's review.