

Reviews of Books

GENEVA H. PENLEY, *Editor*

National Archives

STUDY REPORT

American State Archives, by Ernst Posner. (Chicago and London, University of Chicago Press, 1964. xiv, 397 p. \$7.50.)

Only a very surefooted, incisive-minded, and stouthearted scholar could have produced this epochal book. Ernst Posner here furnishes expert guidance through the labyrinthine turnings of archival organization in the 50 States. But there are times in the course of studying his guidebook when every reader must ask himself whether the American experiment in democracy, at least on State and local levels, has been a success or a failure. Often before confronting a new combination of boards, bureaus, commissions, departments, divisions, "parent institutions," anomalous lines of administrative authority, and ineffective and overlapping laws relating to the care of public records, this reviewer, for one, paused to reflect how right Judge Hand was in declaring that self-government is "a venture as yet unproved."

Caring for public records, like conserving natural resources, is both everybody's business and nobody's business. And so, in an individualistic society like ours, it has commonly been a neglected and a bungled business. In 1836 a New Hampshireman named Richard Bartlett charged American legislators, who as private citizens "would not sleep till their own title-deeds were on record and their buildings insured against fire," of utterly neglecting the safety of records without which government could not function and history could not be written. Bartlett's own State did not establish an archival agency until exactly 125 years later. Every archivist and every historian can tell harrowing tales of what happened during that century and a quarter of neglect, in New Hampshire and elsewhere—of records destroyed by fire, flood, rodents, and vermin, records hauled off to dumps and paper mills, pilfered and mutilated by autograph hunters, auctioned and recovered and returned to the auction block, stored in barns and under bridges, thrown away by printers after being set in type, illegally carried off by departing officials, and even used to line boxes or to sleep on. When exposed by publicity, such incidents occasionally do a little temporary good, for Americans are as incurably sentimental about historical documents as they are unwilling, except when goaded, to spend money on their proper care. Some years ago in Massachusetts two reporters "stole" from the State Archives selected letters written by famous Revolutionary leaders, and the journalistic noise that followed may have helped toward better housing and supervision for some of the State's early records. The late and very resourceful Archivist of South Carolina, J. H. Easterby, exploited a dirty foot-

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print on the manuscript of the State constitution (after all, it could have been a Union soldier's boot that made it) with great effectiveness in a budget hearing before a legislative committee.

Horrors of this spectacular kind have probably decreased in our time. Yet Dr. Posner's book, though the author is anything but a sensationalist and in fact never raises his voice, is studded with findings like these: "For manual work the department [of Archives and History] has to rely on the use of trusties from the state prison; this is not conducive to good housekeeping in the archival areas"; "records are piled up in the aisles"; "The commissions [for state and county record management] neither meet nor function"; "There is no guide to the holdings, and . . . the records remain practically unused"; "The Executive Secretary is trying hard to have the pitiful salaries raised to an acceptable level"; "records of permanent value continue to perish while in the hands of the creating agencies"; "holdings long ago overflowed into vaults, closets, sub-basements, and attics of the Capitol, and even into . . . [a tunnel], where water seepage and dampness affected them"; "bills and resolves [since 1820 are stored] . . . in a former elevator shaft"; "the entire installation disregards modern requirements for the housing of archives"; "The Supervisor [of local records] no longer visits cities and towns at regular intervals to enforce regulations"; "a former cafeteria building, . . . rented at \$1,100 a month, serves as a record dump with space assigned by the Building Commissioner"; "Income that the veterans' organizations had received from prize fights and wrestling furnished funds for the building [in which such records as have been haphazardly turned over are housed]"; "Starved since its inception, the [state historical] society [which performs such archival functions as are carried on in the state] has no rehabilitation or photoreproduction facilities"; "The Director of the department [of Archives and History] is a political appointee of the Governor."

These conditions will surprise no professional archivist, and it was because the profession was so keenly aware of them that the Society of American Archivists, through its Council and its standing Committee on State Records, with the aid of a special Advisory Committee, a grant from the Council on Library Resources, and facilities provided by the National Archives, set on foot and carried out the inquiry which resulted in the present book. Yet with all this guilt-edged sponsorship it would be absurd to attribute the excellence of the study to any person or organization except its director, Dr. Posner. He did the work, wrote up the results, and in consultation with his advisors prepared and set forth the recommendations, entitled "Standards for State Archival Agencies," that constitute the final and notable chapter of this volume.

Dr. Posner came to his task ideally equipped. Trained in German universities and experienced in German archival administration, he rose rapidly to leadership in the emergent archival profession in the United States after his arrival here in 1939. In 1961 he retired from the faculty of The American University in Washington and has since devoted his time largely to this study, which took him to 49 States and Puerto Rico. His career is an example of a kind that is uncommon, but fortunately not unique, of the blending of two cultural traditions that results in a better perspective on both. To cope with

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the welter of organizational arrangements, and disarrangements, in the archival establishments of all the States required a Prussian diligence, thoroughness, and organizing skill, which he possesses in enviable measure. Somehow he makes sense out of how a great many preposterous and lamentable things came to be, or at least he contrives to explain their historical and political causes. All this is fascinating as set forth by a lucid expositor. But another and very different quality was required to discharge this task, and it informs every page of this book. This is a sympathetic understanding—something far beyond a mere knowledge of historical and administrative details—of the processes by which State and local units of government conduct their affairs under the handicaps as well as the advantages of social and political democracy.

The truth is that, while the examples mentioned so far in this review are enough to depress anyone who cares, Dr. Posner is himself a relentless optimist. If he were not, he could not have survived his labors and penned a final chapter embodying a set of principles and practices that will be read by many thoughtful citizens and government officials and in due time will cause some, if not all, States to act that need to act. Action is in fact already occurring in some quarters as the immediate result of Dr. Posner's work in the field. The State and local archival scene is not, of course, unrelieved by certain solid gains and admirable accomplishments, notably in the South and the Midwest. These are grounds of hope, and, best of all, the gains are increasing in tempo, since the very notion of professional administration of both permanently valuable records and records necessary to be kept for only limited periods has developed only in recent decades. Encouraging, too, is Dr. Posner's judgment that although most States have much costly remedial work to do in order to meet minimum requirements, no single unitary pattern need be imposed on States whose archival programs have "just grown," as such things tend to do in America.

American State Archives is a strictly no-nonsense book. There is not a word in it that doesn't count, and although it could have been extended indefinitely by more data and more anecdotes, it is the better for being compact. Ample footnotes and a select bibliography lead the curious reader on to other pertinent sources and discussions. Dr. Posner's tone is temperate and sensible, and his style is mercifully free of technical jargon. He is never strident, but his terse criticisms (which, along with his accounts of each State program, were read and commented on by responsible officials in each State before the book was printed) have the impact of high authority. Nor do they lose any of their impact by occasionally being understated.

Borne home again and again in this study is the wide applicability of a remark, here quoted, of an official of the State of Maine, which has neither an archival nor a records management program: "Maine is progressive but only if it does not cost money." The losses in money, as well as in other things at least equal in value, that the State has suffered for its dereliction of duty, are incalculable. The importance of this book is, first, its overwhelming demonstration that no State can afford *not* to have such programs, grounded in law, adequately supported, and professionally administered; and, second, the clear

guidelines it furnishes toward effecting them. Dr. Posner has done his work so well that his book will go on working for the rest of us—and for good government and historical scholarship—into the indefinite future.

Massachusetts Historical Society

L. H. BUTTERFIELD

BIBLIOGRAPHY AND LIBRARIANSHIP

Charles Evans, American Bibliographer, by Edward G. Holley. (*Illinois Contributions to Librarianship*, no. 7; Urbana, University of Illinois Press, 1963. xii, 343 p. \$7.50.)

Almanacs of the United States, comp. by Milton Drake. (2 vols.; New York, Scarecrow Press, 1962. xlix, 1,397 p. \$35.)

It was to be, the eight-page prospectus read, "A chronological dictionary of all books, pamphlets and periodical publications printed in the United States of America from the genesis of printing in 1639 down to and including the year 1820. With bibliographical and biographical notes." The chances that the would-be bibliographer could accomplish this, however, seemed dim indeed.

At the time, 1902, Charles Evans was a 51-year-old chronic failure. Son of an immigrant seaman, he was an orphan and just under 9 years of age when he entered the Boston Asylum and Farm School for Indigent Boys. Seven years later he was put to work in the library of the Boston Athenæum. While there he took and failed the competitive examination for West Point. At 22 his Athenæum training enabled him to get the job of setting up and heading Indianapolis' first public library. Six years later that library discharged him. His whereabouts and activities for the next 2 years remain a mystery. Then he turned up in Texas, where for 6 years he worked at various jobs, was nominated for but failed to get the postmastership of Fort Worth, and was married. In January 1885 he became assistant librarian of the Enoch Pratt Library in Baltimore. Two years later that library dismissed him. He went to the Omaha Public Library and after a year there was dismissed. He was out of work a year, then returned to the Indianapolis Public Library. He lasted 3 years before that library for the second time discharged him. Forty-one years old and with three children, he then went to the Newberry Library in Chicago and was there 2½ years. He then got a temporary job, which lasted a year, at the McCormick Theological Seminary Library; then in 1896 he became librarian and secretary of the Chicago Historical Society. At the end of 1901 the society discharged him, and its president noted, "He has learned nothing from experience, and probably never will."

When he mailed out his circular Charles Evans had no bibliographical publications to his credit, was penniless, and lived in Chicago, far from the seat and source of the imprints he proposed to describe. But the next year, on borrowed money, he published the first volume of his *American Bibliography*. By 1907 he was preparing volume 4. To cut expenses he bought type, hired his own compositors, supervised the typesetting, contracted the presswork, did his own indexing and proofing, received the printed volumes in his home, and wrapped, addressed, and mailed them. Traveling, researching, borrowing, hir-

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ing, superintending, getting and filling orders, he published volume after volume, until in 1934 he mailed out volume 12. This volume, which ended half-way through 1799 and with entry 35,854, put Evans within sight of his goal, now shortened to 1800. But he was in his 84th year, his wife had just died, and his heart had gone out of his task. When he died the next year he left only a handful of entries for what was to have been his concluding volume.

American Bibliography had serious faults that other bibliographers immediately recognized; but Charles Evans was a strange, stubborn man, and seldom accepted suggestions. This stubbornness kept him from realizing his potential as a bibliographer; but it also kept him going until he finished the 12 volumes that are the outstanding single achievement in American bibliography.

This biography tells of three Charles Evanses—the librarian, the bibliographer, and the man. As a librarian his career—in spite of his employment record—was not undistinguished. He read a paper at the meeting at which the American Library Association was organized; his name was the second (following Melvil Dewey's) on the register of prospective members; and he was the ALA's first treasurer. The next year, along with Dewey, William F. Poole, Justin Winsor, Lloyd P. Smith, and Charles A. Cutter, he attended an international conference of librarians in London and was elected a member of the conference's council.

In describing Evans' career as a librarian Mr. Holley gives a good account of how the libraries of the latter half of the 19th century operated—what they did about their holdings, their plant and equipment, their clientele, and their staff. Evans' second career as bibliographer he describes in equal detail.

Charles Evans the man, particularly the man of the later years, subordinated everything and everybody to his volumes. Research trips were more important than attending his children's weddings. He saw his son Charles, Jr., as a youngster play in a golf tournament and never again; not even when Chick—the first player ever to win in the same year both the U. S. Open and the U. S. Amateur Championships—trying for the British championships, took him along to England. Nor did he show any more interest in his grandchildren than in his children. There is, indeed, much to suggest that the mind that dedicated itself to *American Bibliography* might be better explored by the novelist than by the biographer.

This biography isn't for the hammock trade. But it is an honest book, and anyone interested in library history or bibliography will read it with interest. We are indebted to Mr. Holley for taking on a seemingly not too promising subject. His quotations and footnotes testify how much of the biography's third dimension—even of its first two dimensions—comes from papers and information that Evans' children, now in their late 70's, made available to him. We are particularly indebted to Mr. Holley for undertaking this biography when he did, before much of this material might have been irretrievably lost.

Upon publication of the first volume of *American Bibliography* Evans received a letter from a librarian exactly half his age; and thereafter Clarence Brigham was his greatest single source of help and encouragement. To him Evans dedicated volume 9. In 1913 Brigham began his own great work, *History and Bibliography of American Newspapers, 1690-1820*. At about the

time of its publication, 34 years later, a younger man, interested in almanacs, came to Brigham; and just as, long before, he had helped the older man he now "counseled, encouraged, inspired and spurred" the younger. Thus in the chain of American bibliography Brigham linked two persons as dissimilar as Charles Evans and Milton Drake.

Milton Drake had drafted a plan for a checklist to include every known almanac published in the United States east of the Mississippi (and in Missouri, Arkansas, Louisiana, and Texas) through 1850; west of the Mississippi through 1875; and in the Confederacy. If the betting fraternity handicapped bibliographers, it would have had to give longer odds on Drake than on Evans—though Mr. Drake, in his own line, may have established a track record when he vocally composed the words and music of his hit song, "Kiss Me Sweet," while taking a shower. Among the 500 songs he wrote or collaborated on (his collaborators included Oscar Levant, Milton Berle, and Artie Shaw) are such hits as "Mairzy-Doats," "Java Jive," and "The Champagne Waltz." He became interested in almanacs while doing research for a movie scenario. Once a ham radio operator, he is now research manager of McGraw-Hill's Electronics Division.

In his *Almanacs of the United States* Mr. Drake arranges 14,385 titles by State, thereunder by year, and, for each year, alphabetically by title. He gives for each almanac the author, place of publication, publisher, number of leaves, and, sometimes, brief remarks. He gives the location of copies by library symbols or by names of collectors. For unlocated titles he cites his basis for listing. He prefaces his first volume with some general notes on almanacs, and he has an alphabetical list of towns of the United States and the title year of the earliest almanac listed from each. He also includes an excellent bibliography of several hundred titles.

Almost as long as there have been voices prophesying historical gold in the early newspapers there have been similar voices, though fewer and fainter, saying the same about the almanacs. But, however willing and able those who heeded these voices were to use the proclaimed source materials, they still had to find their way to them. Brigham spent a third of a century listing the newspapers, describing them, and locating every known copy. Now Drake has done this for the almanacs.

From personal experience I can vouch for the value of his work; for I came as a user to *Almanacs of the United States* some weeks before I was asked to write this review.

Several years ago, while locating early printings of the Federal Constitution, I tentatively looked into how one would go about finding the extant almanacs for 1788 (mostly published in the last quarter of 1787). There was, I found, no Brigham for almanacs. Fortunately, there was Evans (I say fortunately, because after 1800 there would not have been even this starting point). To look past Evans for the almanacs he missed, for those turned up since, or for those he listed but did not locate, involved considerable research; so I bypassed them. Coming back to them this past year (Poor Richard to the contrary notwithstanding) procrastination *has* paid off, for this time there was Drake's *Almanacs*.

For the year 1788 Evans listed 65 almanacs; 38 of these he located (usually in a single depository, occasionally in as many as five places). Drake for 1788 lists 88 almanacs, 77 of which he locates (some in as many as 15 to 30 depositories). Incidentally, the earliest almanacs to include the Constitution appeared within days of the adjournment of the Federal Convention.

Drake has followed Evans in assigning to each title a serial number; and for this, persons on both sides of a library counter should be thankful. Isaac Bickerstaff's *An Astronomical Diary, Kalender, or Almanac* might seem a somewhat long but simple enough call-slip title—except that there were four such, all published in 1788 in Hartford, by four different printers. A librarian with any quantity of almanacs who does not take advantage of the Drake numbers is creating work for his readers and himself.

Almanacs of the United States will take its place on library shelves alongside Brigham; and those who have use for Brigham will also have use for Drake. What another bibliographer once said of Evans could have been applied to Brigham and can now be applied to Drake: “[He] cleared a high road through a wilderness in which, before his work was published, adventurers stumbled along uncertain tracks.”

National Historical Publications Commission

LEONARD RAPPORT

FINDING AIDS

Hoover Institution on War, Revolution, and Peace, *NSDAP Hauptarchiv: Guide to the Hoover Institution Microfilm Collection*, comp. by Grete Heinz and Agnes F. Peterson. (Hoover Institution *Bibliographical Series*, no. 17, Stanford, Calif., 1964. xii, 175 p. \$4.50.)

A result of the Second World War that delights but dismays historians and archivists alike is the vast number of documents that came into the possession of the Allies. Among them the German diplomatic, military, and party archives constitute a formidable part. Before these collections were returned to the Federal Republic most documents were microfilmed and put into the public domain. The problem then arose of providing guides and catalogs to facilitate their use by students and scholars. Those who have worked with these materials will appreciate the finding aids and will be grateful to the Hoover Institution for recognizing the need and for making them available to the scholarly community.

The present *Guide* to the main archive of the former Nazi Party of Germany and to some papers of the Himmler and Streicher collection is particularly welcome because it and the microfilms it describes cover an important period in the documentation of modern German history. The documents cover primarily the period 1919 to 1945, although some go back to 1890. According to the excellent introduction, those from 1919 to 1939 are fairly complete and deal mainly with the early history of the Nazi Party, while the documentation for the subsequent years is rather spotty. In this latter period are the papers of Anton Drexler and Dietrich Eckardt and important documents on Hitler, but

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not those of Goebbels, Goering, and Himmler, nor those of the various party organizations and units such as the SA, SS, NSKK, and others.

The history and organization of the Hauptarchiv are well summarized in the introduction; here too is a description of the procedure followed in micro-filming the documents. If any part of this project can be criticized it is the method of microfilming, particularly the absence of frame numbers for each document page. This makes identification of and reference to individual documents difficult, but it is, of course, no fault of the compilers of this otherwise excellent *Guide*.

The main section of the *Guide* lists reel and folder numbers and gives the approximate number of frames for each folder and a description of its content, with occasional references to related materials. An index and price list for the reels completes the volume.

Students of the history of the Nazi period will find this *Guide* indispensable. Its sponsor and the compilers are to be congratulated.

Department of State

GEORGE O. KENT

U.S. National Archives, *List of Cartographic Records of the General Land Office*, comp. by Laura E. Kelsay. (*Special List* no. 19; Washington, 1964. v, 202 p.)

Researchers in areas of study dealing with the acquisition and disposition of public lands now have available a detailed guide to the cartographic materials created in the General Land Office between 1790 and 1946. The 90 cubic feet of records described in the list are part of Record Group 49, Records of the Bureau of Land Management.

These materials are described in four series under the headings "Manuscript and Annotated Maps," "Boundary Survey Maps and Diagrams," "Field Notes and Related Records," and "Published Maps." Three of the series are records from the Division of Surveys (Division "E") of the General Land Office. The fourth series lists "published records issued by the offices of the Surveyors General without reference to a division."

The unit of entry in the list is the individual cartographic item. The descriptions include title, publication or compilation date, issuing agency, format, scale, dimensions, and annotations and descriptive remarks. Maps are listed in chronological order under States. There are careful descriptions of some 2,000 manuscript maps and 800 published maps and equally detailed entries describing more than 400 items or volumes of field notes that were created in the preparation of General Land Office maps between 1796 and 1944.

These descriptions bring to light maps, plats, and surveys in many subject areas of land use that will be valuable for a variety of research interests in the 40 States covered in the list. A random examination reveals the existence of field notes on the survey of the Franklin D. Roosevelt Library at Hyde Park, 1939; notes and topographic sketches of the creeks, rivers, and trails of the lands of the Cherokee Nation in North Carolina, ca. 1837-38; survey and maps of the congressional land grant to the French inhabitants at Gallipolis, Ohio,

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1796; route maps of early western road, highway, and railroad explorations; a plat of Los Angeles, Calif., dated September 1858; and other items bearing on Indian and military reservations, early settlements, railroad and canal land grants, mineral and grazing lands, the location of cities, and national parks and forests.

The value of the index would have been increased by bringing together as main entries many of the subjects found only as secondary entries under States. There are no main entries, for example, under "Railroads," "Minerals," "Canals," "Exploration Routes," or "National Parks." Each such subject must be searched under each State to uncover all relevant material. But this awkwardness is of small moment in evaluating the total usefulness of this superb guide to an important body of cartographic archives.

West Virginia University Library

CHARLES SHETLER

Civil War Maps in the National Archives [comp. by Charlotte M. Ashby, Franklin W. Burch, Thomas A. Devan, and Laura E. Kelsay under the direction of A. Philip Muntz]. (National Archives Publication no. 64-12; Washington, 1964. xi, 127 p. 75c.)

The centennial of the American Civil War has revealed a need for more and better bibliographic tools to aid the researcher in his never-ending quest for facts about this complex period of American history. In 1962 the National Archives published a very useful work by Kenneth Munden and Henry Beers, *Guide to Federal Archives Relating to the Civil War*, which examines the war's textual records. Now, as an additional contribution to the centennial commemoration, the National Archives has published a guide to the 8,000 cartographic items included in 14 distinct record groups in its possession. The bibliography describes cartographic items produced during the Civil War for use by military forces or to illustrate official reports; maps contemporary with the war that do not deal with military operations but that provide information concerning areas directly affected by the conflict; and postwar maps containing useful historical information. Most of the maps described are of Federal origin, but some are Confederate maps captured by Union forces.

The guide is composed of two descriptive parts plus a 25-page comprehensive index. Part 1 consists of general descriptions, by record group, of the maps included in the collections of the Cartographic Branch of the National Archives. Part 2 consists of detailed bibliographic descriptions of 267 items of exceptional interest that have been selected from the records described in Part 1. The work concludes with an indispensable index to authors, surveyors, subjects, and geographic areas mentioned in Parts 1 and 2 of the guide.

A. Philip Muntz, Chief of the Cartographic Branch, and his competent staff are to be congratulated for the fine job that they have done in compiling this important cartobibliography.

Library of Congress

RICHARD W. STEPHENSON

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HANDBOOKS

Early American Scientific Instruments and Their Makers, by Silvio A. Bedini.
(U.S. National Museum, *Bulletin* no. 231; Washington, Smithsonian Institution, 1964. xii, 184 p., 85 illus.)

Though archivists are principally concerned with and have a particular professional interest in records and related media of human expression, they usually are or should be interested in knowing or learning about the physical composition and purpose of man's inventions that made possible the preparation of the information comprising those records. Some of the many different kinds of "special records" include journal accounts, astronomical and other celestial observations, ground survey and other terrestrial observations, and, of course, the resultant cartographic product of these last, the map. What were the inventions by man that over the millennia have given him an increasingly greater and more accurate fund of observable knowledge about his environment and have resulted in rather specialized forms of records? These have included a wide variety of products, perhaps the most important of which are the surveying instruments such as the compass, the rule or tape, the chain, the plane-table, the alidade, the telescope, the artificial horizon, and the transit, and such essential accessories as clocks, watches, sundials, and graphometers.

Correct and reasonably accurate translation and interpretation of the "paper records" require some knowledge, and preferably also some actual use, of instruments like those used in taking the observations recorded. It is most unfortunate that relatively few of these instruments have been retained or salvaged, though it is perhaps surprising that so many have been accumulated in several significant depositories, one of the most important of which is the United States National Museum in Washington, D.C. It is of interest to note that in the National Archives, just two blocks east of the National Museum, are thousands upon thousands of sheets of official records of surveys and observations of features in the terrestrial and celestial environments whose correct and accurate initial interpretation can best be achieved by confrontation of the records and the corresponding instruments, as for example some of the quadrants, compasses, and telescopes used by Andrew Talcott in his survey of State, Territorial, and other boundaries.

We are indeed fortunate that the National Museum has published a volume of information enumerating and describing some of the extant holdings of scientific instruments that relate closely to the history of surveying and mapping in the United States. This invaluable contribution by Mr. Bedini is divided into five parts: 1, *The Tools of Science* (p. 3-14); 2, *The Mathematical Practitioners* (p. 15-26); 3, *Instruments of Metal* (p. 27-64); 4, *Instruments of Wood* (p. 65-129); and 5, *The National Collection* (p. 131-171). Also included are a short but helpful bibliography and a useful index. The book is well illustrated.

Mr. Bedini correctly appraises his original task when he notes: "To make a comprehensive study of American scientific instruments and instrument makers in the American colonies is no simple matter, partly because of an indifference to the subject in the past, and partly because of the great volume of sources

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that must be sifted to accomplish it" (Preface, p. xi). Mr. Bedini has done a commendable job in bringing together and presenting in a direct and usable way much information about the subject. This, with appropriate reference to sources and to the locations of individual instruments, makes the publication essential to archivists with holdings of surveying and mapping records and related celestial and terrestrial observations. The appendix (p. 153-171) includes a descriptive list of "Surviving Wooden Compasses," an alphabetical and a geographical list of "Mathematical Practitioners and Instrument Makers," and alphabetical lists of makers of horological, mathematical, nautical, optical, and surveying instruments.

This remarkably inexpensive publication (only \$1 in paperback) for sale by the Government Printing Office in Washington, D.C., is a book that should be on the reference shelf of every archival institution and library.

National Archives

HERMAN R. FRIIS

International Institute of Municipal Clerks, *Sample Book of Attractive and Effective Forms for Various Municipal Occasions*. (The Institute, 1313 East 60th Street, Chicago, Ill., 1963. 100 p. \$6.)

The International Institute of Municipal Clerks is composed predominantly of American and Canadian municipal clerks, secretaries, recorders, and similarly designated officials serving as "city clerks" of their municipalities. The aim of this organization is to promote "the general welfare of municipalities and improvement of municipal government and administration."

This handbook is designed to give municipal officials, primarily the municipal clerk, a convenient "forms file" for use in almost any type of situation. The volume shows 246 forms pertaining to 44 different occasions—everything from the award form to different working forms, *e.g.*, council and election procedures, ordinances, proclamations, and stationery. Thus, the user is given an overall, functional reference aid. It should be noted that although the institute has copyrighted the book, it announces that one does not need to obtain permission to adapt these forms for local use.

For its depiction of the documentation emanating from typical municipal administrations and for its most useful suggestions on developing "attractive and effective" instruments, this handbook should draw the attention of the archivist and the records manager alike.

National Archives

JOHN F. PONTIUS

DOCUMENTARY PUBLICATION

Department of the Army, Office of the Chief of Military History, *United States Army in World War II. Special Studies. Civil Affairs: Soldiers Become Governors*, by Harry L. Coles and Albert K. Weinberg. (Washington, 1964. xxiii, 932 p. \$7.75.)

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This is the story of military government (more broadly and later used synonymously with "civil affairs") from the Allied liberation of North Africa to, but not including, the occupation of Germany. It is a documentary publication arranged topically and chronologically, with only that minimum of text necessary to set the scene for each of 32 chapters grouped in 4 parts. It is of special interest to archivists because it consists primarily of very competently selected civil affairs documents arranged to show the evolution of policies and programs for the most massive and complex operations in military government ever attempted.

It is no accident that this first official civil affairs volume produced by American historians was preceded by some notable work on the part of American archivists. Kenneth W. Munden produced his *Analytical Guide to the Combined British-American Records of the Mediterranean Theater of Operations in World War II* (xxvi, 290 p.) in March 1948, while he was in Rome as Director of Archives for Allied Force Records Administration. In November 1948 he issued his *Sources for the History of Allied Military Government in Italy* (21 p.), one of the series of *Reference Aids* produced by the Departmental Records Branch of The Adjutant General's Office. While Mr. Munden was on active duty as Archivist for Supreme Headquarters Allied Powers Europe, 1950-52, Seymour J. Pomrenze and the staff of the Departmental Records Branch produced the two-part *Guide to Civil Affairs and Military Government Records in The Adjutant General's Records Centers*, published in Washington, November 1952 (declassified and reviewed in the July 1963 issue of the *American Archivist*, p. 392-394).

It has often been asked, "Should soldiers become governors?" The answer is they have never been able to avoid being governors when and to the extent demanded by the military-economic or military-political situation. Military necessity demands relief of civilian distress. Refugees, the poor, and the sick are a serious military problem. Epidemics know no nationality.

Even though the U.S. Army's record in civil affairs has historically been most creditable, the American tradition against the military's exercise of civil power except in desperate circumstances has frequently hampered performance. Americans forget that their professional soldiers are also the products of our democratic constitutional system and that "Duty, Honor, Country," the motto of the United States Military Academy, is the code by which our officers live.

"It is extremely unfortunate," wrote Col. Irwin L. Hunt, Third Army Civil Affairs Officer with the American Military Government of Occupied Germany, 1918-20, "that the qualifications necessary for a civil administration are not developed among officers in times of peace. The history of the United States offers an uninterrupted series of wars, which demanded as their aftermath, the exercise by its officers of civil governmental functions. Despite the precedents of military governments in Mexico, California, the Southern States, Cuba, Porto Rico, Panama, China, the Philippines and elsewhere, the lesson has seemingly not been learned. In none of the service-schools devoted to the higher training of officers, has a single course on the nature and scope of military government been established."

The lesson was again not learned. Mistrust at the beginning of World War II, exploited and inspired by some civilian agencies of the U.S. Government, was responsible for more than 2 years' delay in the delegation of full responsibility for civil affairs to the War Department and to military commanders in the field. On the other hand, the field commanders generally would have preferred to avoid responsibility for civil affairs. General Eisenhower wrote General Marshall in 1942, a few weeks after the opening of the North African campaign: "The sooner I can get rid of these questions that are outside the military in scope, the happier I will be! Sometimes I think I live ten years each week, of which at least nine are absorbed in political and economic matters."

However grudgingly given and reluctantly accepted, responsibility and authority for civil affairs in liberated and occupied areas devolved on professional soldiers and civilians in uniform to an extent never known before. A highly sophisticated machinery, military and political, had to be evolved to cope with unique problems of coalition war on a grand scale. In the case of Italy it covered the gamut from collapse of an enemy regime, to secret armistice, to occupation, to cobelligerency, to rehabilitation, to peace treaty, and to withdrawal.

Significantly, in the view of the authors, "The major difference which civilian control would have entailed is probably that civilians would have leaned over backwards lest their decisions seem to impair unduly military interests, whereas the military were always worried lest their decisions have the aspect of unduly impairing political values."

The lesson is that in total war human and material resources are so committed to military requirements that the military must have the responsibility for meeting both military and civilian demands in a theater of operations, if civilian needs are to be met adequately.

Because civil affairs problems are for the most part solved with the pen, the authors consider the use of excerpted documents with introductory text and footnotes the best way to present this phase of the war. The reviewer feels that this book will be especially useful as a text in both military and civilian schools. It will contribute as much as any compiled history can to ensure that the lessons learned in World War II will not be lost to future "governors," military or civilian. But one book is not the last word; it should be an introduction to a program of studies and other books that will extract from a vast accumulation of records the essence of the experience of those who pioneered "civil affairs" in wars both "hot" and "cold." It appears that we shall not again ignore our documentary heritage.

National Archives

SHERROD EAST

CONFERENCE PROCEEDINGS

Department of the Army Records Management Proceedings: 20 Years of Progress 1944-1964. ([Washington, 1964]. 142 l., 31 p., illus. Processed.)

Don't let that prosaic title mislead you. Here is no plodding, routine product, encumbered with the dry statistics and heavy-handed factual data so dear to the hearts of progress-report writers.

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Neither is it a eulogy—and on this feature someone is to be commended for seeing that the conference speakers included the shadows as well as the light of Army's records management efforts. This admission of difficulties and imperfections as well as solid achievements—this patent *honesty*—gives the report remarkable strength and objectivity. It is a refreshing surprise, for example, to come across comments like "improper identification of material," "we inherited good and bad ideas," and "our weakest area is correspondence management." Few progress reports I have read are spiced with this kind of frankness.

Nor is this report really a review of 20 years of progress, since Army's records management program, like those of other organizations, has progressed irregularly and unevenly, as circumstances and major breakthroughs (such as the Army functional filing system) have allowed. And so the report takes a quick look back down the years at these peaks of progress and then devotes most of its attention to where the program stands today.

As to content, there is unusual breadth of coverage. Besides the conventional elements of records management, such extra bonuses are included as discussions of automation, training, supervision, office equipment, and how to gain top-side support. Unusual, also, is the depth of organizational coverage, with speakers representing a diversity of echelons and geographical areas.

Perhaps the most remarkable feature of all is the fact that this report makes for interesting reading for non-Army (even nonmilitary organization) readers. It is of significant importance, and it should be required reading for the experienced professional as well as the individual just entering the records management field. In this connection, two sections are particularly helpful. The first is "Automation and Records Management," a fine piece by Edmund D. Dwyer, then Chief, Navy Management Office, Department of the Navy. Mr. Dwyer terms automation the latest challenge to paperwork managers, asserts that the paperwork manager must broaden his concept of "system" to include what formerly were regarded as separate systems into a correlated whole, explains the meaning of automatic office machinery to paperwork management, cites the promises and limitations of automation, and gives a number of the paperwork problems arising from automation. Useful and thought-provoking information, this.

The other piece of wide reader interest is entitled "Our Relations With Other Administrative Management Functions," by Everett O. Alldredge, then Deputy Assistant Archivist for Records Management, National Archives and Records Service. Mr. Alldredge ranges far and wide in showing the interrelationships of traditional records management with other types of office management.

Army has a right to be proud of its pioneering and progress in records management and is to be congratulated on presenting its self-appraisal with such restraint and forthrightness.

National Archives and Records Service

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