



# THE MIDWESTERN ARCHIVIST

VOLUME I, NUMBER 1, 1976



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## EDITORIAL STATEMENT

*The Midwestern Archivist*, a semi-annual journal published by the Midwest Archives Conference, is concerned with the issues and problems confronting the contemporary archivist. Material in a wide range of formats will be considered for publication. Ideas expressed by contributors are not necessarily those of the editorial Board or MAC. Manuscripts should be sent to Mary Lynn Ritzenthaler, Univ. of Ill. at Chicago Circle, Box 8198, Chicago, Ill. 60680. Offers to review books or suggested books to review should be sent to Nicholas C. Burckel, Book Review Editor, University Archives, Univ. of Wis.-Parkside, Kenosha, Wis. 53140. The journal is free to MAC members and single copies are available at \$2.50. Send inquiries regarding membership or purchases to Joanne Hohler, Secretary-Treasurer, 5742 Elder Pl., Madison, Wis. 53705.

## OPEN LETTER TO OUR READERS

Sharing new responses to old problems is a major responsibility in any profession. MAC has discerned the need for a wider forum in which new developments can be explored and through which fresh ideas can be exposed. *The Midwestern Archivist* is hereby launched as MAC's contribution toward this end.

This journal is not intended to replace *The MAC Newsletter* which meets more immediate information needs. The newsletter will continue to publish news items, accession lists and descriptions of repository holdings; however, book reviews will now appear in this journal.

We are pleased to present a series of thematically related articles in this first issue. While future issues may be similarly planned, this will not be general practice. We encourage diversity among articles, topics, and points of view. The journal solicits articles relating to archival theory and current practice. We feel these topics can be explored in a variety of formats including: articles, proceedings of seminars, review essays, accounts of workshops, and progress reports on special archival projects. Above all, we hope to publish articles that will reinforce our ability to cope with often perplexing problems facing us as a profession and as individual archivists.

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## THE EXPANDING ROLE OF A COLLEGE OR UNIVERSITY ARCHIVES

Nicholas C. Burckel

A substantial body of archival literature documents the development of various university archives and their handling of specific problems. In addition, various in-house manuals of operation include information about processing, preserving, and servicing archival material. From this substantial body of literature emerges the pattern of what many universities have done and are doing in their archival programs. That pattern has been collecting, processing, and preserving non-current institutional records of permanent historical, legal or administrative value. There remains, however, the question of how broadly that role should be interpreted and implemented.

This article assumes that a sound and fundamental program has been established on the basis of principles enunciated in works on archival administration. The suggestions that follow generally point toward more diverse collecting activities and toward a greater commitment to serving all segments of the academic community. Some of these programs will not be new to the reader; some require additional staff and funding; and still others involve sensitive legal and administrative issues. These problems cannot be denied, and yet none seems insoluble. Only after archivists have experimented with these ideas and have reported their efforts and recommendations can these suggestions become part of the mainstream of archival practice. But this is exactly how most innovations become accepted--through the efforts of a few people willing to experiment with the unorthodox. With that caveat in mind, the reader should take from the following pages whatever appears practical or possible for his or her institution, interest, and budget.

### Broadening the Collecting Focus

The archivist can justifiably pride himself on the fact that to a

large extent the materials he collects, arranges, and preserves will determine what will or can be known about the history of his institution. In the past, institutional records in archival repositories have been a major source for the documentation of higher education. Today higher education is increasingly diverse and complex, forcing archivists to broaden collecting policies, to solicit more widely, and to use more imaginative methods of acquiring, appraising, and interpreting the information contained in a variety of formats.

Archives which focus on collecting administrative papers of university personnel and which function in an administrative support role document only one segment of the academic community, and that, perhaps, only inadequately. In addition to routinely receiving records transferred from administrative officers, such as chairpersons, deans, and vice-presidents, the archivist should actively solicit the papers of various governing board members. A personal appearance by the archivist before the board, or presentation of a faculty or administrative resolution encouraging the donation of personal papers, followed by a personal conference with retiring board members, would be an important first step. To encourage donations, the archivist might invite board members to tour the archival facilities. Both a tour and letter or certificate of appreciation after a donated collection is processed would set a precedent encouraging others to follow suit. The archivist's interest in board members might even result in favorable treatment in the budget for processing these collections.

Another collecting focus can be developed around the institutional mission of the college. This may take the form of a particular educational objective or emphasis, such as a medical school, engineering or law school, or specific disciplinary strengths in health sciences, environmental studies, or the urban experience. Some universities have a defined mission, an educational mandate, or a geographic area from which the students are drawn. These limits or mandates suggest a natural collecting focus. For the college or university which serves primarily an industrial region, offering courses in managerial and business techniques, as well as traditional liberal arts, the archivist might try to acquire the archives of local businesses or industries. At universities which excel in specific disciplines or which offer graduate work in limited areas, the archivist might try to collect in these subject areas from off campus sources. Naturally, major universities with established archival and manuscript programs frequently collect nationally but they, too, often have clearly defined areas of collecting. Such policies provide some budget justification to administrators, and possibly help bring money to the university for the preservation of these records.

Frequent and cordial contact with the alumni and their director on campus can also help the archivist build his collections. Through



regular newsletter features he can solicit papers, diaries, memorabilia, or specific items from publications files he may be missing. The archivist can play an active role in preparing displays for reunions as well as occasional articles on the history of the college in the alumni newsletter or magazine. Because the archivist collects from many segments of the academic community, he may have duplicate files which can be put to good use by alumni staff who might need, for example, an old yearbook or past issue of the campus newspaper.

One of the most important responsibilities of an archivist is establishing and maintaining a file of publications, including not merely periodicals or newspapers and newsletters published by the university, but many other items such as memoranda, announcements, and programs. If time and staff permit, these can be traced to their offices of origin and then classified accordingly. The problem, however, is to assure that the archives receives all of these publications. Trying to be on all mailing lists is not always adequate. A partial remedy is to contact the campus printing or duplicating shop. This shop usually files one copy of its work with each work order submitted. It would increase their costs only marginally to file an additional copy of each order in a box for the archivist to collect on a periodic basis.

Another collecting focus should be the intellectual and cultural atmosphere which the university engenders. This can hardly be determined from a look at transcripts or college catalogs. Two tools that can be used both for archival preservation and possible classroom and recreational use are audio and video recordings of campus events. Student music recitals, productions of the artist-in-residence and of choral groups would show the quality of education, and could be used in the classroom for comparison and criticism. Although many prominent speakers who appear at campuses reflect the popularity of certain transitory causes--political, environmental, or educational--their ideas should be preserved. Not only are such recordings of immediate use in the classroom or for students unable to attend the events, they also emphasize popular trends on campus, reaction of the audience, and depth of the presentation.

This is not to deny problems of copyright or of expense in recording. Yet these are practical problems of implementation, not determinants of the program's value. In the case of recording important campus events, class officers might be willing to subsidize the cost if they are later allowed to excerpt certain parts for an alumni recording to be sold to graduates or enclosed in reunion mailings. Sometimes the sponsors will be flattered by the request to film or tape a performance for preservation and they will cover the costs. If the recordings are used for instruction, budget officers might allocate a specific amount of money to the archives for that purpose.

It is not only courteous, but legally necessary, to secure the permission of the speaker or performer before the event is recorded. This should be formalized by signature on a standard form which the archivist might draft with the cooperation of the university attorney. To persuade the performer to agree to a taping of the session, the archivist may have to agree to certain conditions: that the reproduction will be used for educational purposes only, that it will not be used for profit, that it will not be further reproduced without the consent of the party involved, and that it would not impinge on the rights of the speaker or performer to use the material in his or her presentation for subsequent publication. If the procedure has worked in some instances, then the precedent could be stressed and the archivist could show how previous material has been handled. If permission cannot be obtained, then the archivist has no authority to make a recording, nor does anyone else.

### Documenting Student Life

Papers of prominent persons associated with the university or files of events and publications by the college or its student body are obviously not the complete record of any university. The raison d'être of higher education is teaching and the viability of most colleges rests on enrollment, yet archivists have done little to document the quality and type of students who pass through their institutions. Because administrators and faculty comprise a fairly stable constituency and because they are the salaried personnel who hold responsible positions, they may be mistaken for the institution as a whole. The student population, on the other hand, experiences the most rapid change of any element in the university; students are not directly accountable to the board of regents, trustees, or the state legislature, and they pay for services that are not readily quantifiable. They are sometimes mere statistics in an admissions, dean of students, or departmental file. These student statistics and records are worthwhile, but they are incomplete. To complete the picture there are several ways of more fully documenting students' experiences. One possibility would be randomly or selectively to choose incoming students and introduce them to an experimental program. Aside from periodic oral history interviews, these students would be asked to save their term papers, exams, and notes on all courses, or classes taken in their major. Fraternities sometimes maintain such files, but often for the exclusive use of their members. Over a number of years these records could be important in evaluating the quality of education, the consistency of the grading system, and the innovation or lack of it in instruction.

A more specific approach involves a cooperative arrangement with members of the English department who teach introductory composition and rhetoric courses required of all students. In this instance, pro-



fessors could assign at least one autobiographical essay or family biography per semester. Either assignment requires students to do some research on their own families, their patterns of settlement, socioeconomic status, education, customs and values. The preservation of these essays in the archives would be useful not only for judging the writing style and ability of college freshmen over a period of years but also for determining the kinds of families from which the student population is drawn. Over a number of years these essays provide a profile of the types of students attending the school. In the cases where the school draws mainly from a given geographic location such as a major city or certain counties of the state, the information contributes to a history of the area, especially its ethnic and social patterns. The archivist should speak at one session of each class to discuss how unpublished diaries, journals, and autobiographies have been used by historians to uncover valuable information. At this time he should also explain student rights to privacy and the implications of literary property rights. If students can be guaranteed protection for confidential material (e.g. the size of their parents' income) then they will cooperate enthusiastically. Access to these files can be restricted for a certain number of years, or names of the student authors could be withheld. In any case the archivist should avoid commitments which would restrict him so much that the material would be unavailable for all practical purposes. The project should be voluntary and the student's cooperation should not determine his or her grade.

A further attempt to document student life would include the acquisition of ephemera which is most often associated with student clubs or organizations which have a relatively short institutional life. Their meetings are not necessarily run in a discernible parliamentary fashion. Such groups do not routinely record minutes, and they often meet irregularly. Without becoming an underground member himself, the archivist can only hope to collect what these organizations make available. Hand bills and broadsides often generated in the heat of a controversy are not analytical statements of issues, but they usually represent opinions of those out of power and without the financial resources to hire public relations agents to write news releases. The easiest way of acquiring such material is to accept any handout distributed at rallies, in front of administration buildings, or near student unions or haunts. Such items should be immediately dated and identified as to source. The archivist might also consider placing an ad in the campus paper or underground newspaper soliciting archival material from student groups, or inviting the editors to publish an article on the archives and its collecting policies. He should also subscribe to these publications, or if that is not practical, then he can usually purchase copies from street hawkers near the campus.

## Using Oral History

The technique of using oral history interviews as an important method of documenting higher education is beginning to gain wide acceptance. Frequently, however, this approach focuses narrowly on the biography of the person interviewed or presents the mellow recollections of a person who has retired amid recognition dinners and adulatory resolutions. These people are often unwilling or unable to appraise objectively the university. To balance these accounts, the archivist might obtain interviews with known faculty dissidents, or administrators who have announced a move to another university. With the guarantee of some restrictions or the promise of limited confidentiality, these people may be willing to discuss their view of the university and their role in it. A person who has been at the university for a relatively brief time may have better insights about the institution than a senior faculty member never employed elsewhere. Faculty who have not received tenure or administrators whose jobs have been abolished may not provide an objective view of the university, but then neither does the emeritus dean who has a stake in defending the university. Archivists have frequently concentrated on the people successful in the system, when perhaps they could have learned as much or more from those who have rejected it, or been rejected by it. Of course, many persons may refuse to tape their reflections. On the other hand, those who do consent to tape may have controversial viewpoints which, recorded, might later involve the archivist in legal contretemps which jeopardize his job or that of the interviewee. Long before undertaking such a program, the archivist should seek competent legal advice from university counsel and get the written agreement of the archivist's supervisor and/or the archives committee, where it exists.

Oral history is also a valuable tool for gauging student life and activity. This can be done in several ways. The archivist, in cooperation with the admissions office or with the assistance of a faculty colleague, could either develop a random sample of incoming students or specifically select certain categories of students (minority, athletes, handicapped, high IQ) and follow them through their college career. The archivist would contact these people, explain the project, and then meet periodically with the participants either individually or in groups, to record their college experience. Over an extended period, this would be a valuable research tool for anyone studying the effects of school and society on each other, changing mores of college students, and student interaction with faculty and administration. Archivists could also arrange to meet with certain graduating seniors who headed extra-curricular activities, both official and unofficial, as well as students who majored in different academic disciplines, to get their thoughts and ideas on tape.

Another source for documenting student life through oral history

involves recording demonstrations organized by students. If an archivist were to circulate among demonstrators with a tape recorder in hand he might justifiably arouse suspicion among students. To allay this suspicion, the archivist might have student assistants, with some training in oral history, interview fellow students. The archivist might also want to interview the local police, campus security, faculty, and administrators, if not during the disturbances, then shortly afterward. The problem in these cases is not the collection of information, but the use to which this information may be put. Again, legal advice should be sought and a written policy created to prevent unauthorized use of the material. There are variations on any one of these suggestions, but oral history should not be considered as the record of only the articulate or the elite.

No archivist should undertake an ambitious oral history program without realizing the spiraling costs of a good program. When the time and money necessary for such a program are weighed against the average costs of collecting and processing manuscripts, oral history may not be as important or attractive as it first appears. A preliminary estimate of the expense of oral history may reveal the need for some compromises in an effort to salvage a program. Instead of transcribing the tape verbatim, the archivist could develop a locator index to identify the places on tapes where specific questions were answered or general subjects discussed. Key administrators who consent to interviews might be willing to have their secretarial staffs transcribe the tapes. At least at one university the oral history project is funded out of the president's budget and was developed to record the history of the institution and the achievements of its distinguished faculty. This high-level support eases funding problems. The major consideration here, as with other programs, is the trade-off between undertaking an oral history project and abandoning another program. If it comes at the cost of undermining the regular collecting and processing of the institution's records, then the project's benefits do not outweigh its costs. On the other hand, if a pilot project might convince administrators, alumni, or some outside agency to see the merit of the program and to fund further work, then the initial time and money investment easily justifies itself. There is no mathematical formula for success, and oral history programs should not be undertaken without proper research and thoughtful planning.

### Increasing Current Use of Holdings

Programs devoted to solicitation of papers, recording oral history interviews, developing a publication file, recording and preserving the record of campus events, and collecting papers of students, all help to document more fully the role of higher education in society. They are concerned with the collection, and in some sense

the creation, of records which will be used by social scientists of the future. Beyond that, however, developing current use of past records is a parallel concern of archivists and researchers. The following may suggest new services an archivist can provide to encourage use and increase recognition of his collections by faculty, students, and administrators.

The archivist and the faculty can and should enjoy a close working relationship. By surveying the faculty, the archivist can determine what research they are doing and what courses they would like to offer. In only a few instances can he expect faculty members to solicit his help and these are in the most obvious areas, such as a history course on methodology or original research. But at the risk of appearing obtrusive, the archivist might, for example, approach the professor teaching statistics for social scientists with the idea that he might send his students to the archives to develop random samples or test hypotheses, and develop correlations. Student records, alumni files, and instructional reports, all provide enough material for students both to learn the techniques of statistical work and to experience what their professors often do with other primary records in researching articles and monographs. The possibilities of research papers using the university's records are infinite, but the archivist must suggest them, have them ready, and be willing to work directly with faculty and students in exploiting those possibilities. It should go without saying that in encouraging research he should not sacrifice the confidentiality nor jeopardize the physical security of the records. These safeguards must be guaranteed.

In institutions which offer graduate programs, or even undergraduate honors programs, the archivist might contact the faculty who have a good teaching reputation or who are particularly innovative to show them how archival material can be used in the classroom. It is a sad commentary on the education of many undergraduate and some graduate students, that they have no idea how scholars research and write articles and monographs. To prove to them that monographs are seldom written exclusively from published sources, a few days in the archives would give the student an appreciation both for the difficulty an archivist encounters in collecting, arranging, and preserving historical records, and the problem a scholar has in properly interpreting them. This, of course, can all be told in the classroom, but it does not come alive until the student encounters the problem himself. By assigning research papers using university records, teachers guarantee that the students will not be researching a topic for which there are not available sources, and that they will have the guidance and assistance of someone not merely familiar with the topic, but supportive of the effort. The archivist benefits both by the increased use and service generated, and also by the final results of the research which he may want to secure for the archives.

## Serving the Researcher and the University

Many faculty are as interested in research as in teaching and the archivist can also be of service here, but this requires more than providing professors with a guide to the collection, a card catalog, or a container list. The problem is to convey the archivist's often intimate knowledge of his collections to the faculty member whose research may benefit from that knowledge. Communicating that information is not always easy. By perusing a file of faculty publications, the archivist may find certain faculty have research interests which might bring them to the archives. Instead of waiting for them to come to him, however, he might make appointments with them and invite them to the archives.

Often the problem is showing what records can be used and in what manner. Therefore, it is wise, before approaching faculty members, to compile a list of research topics and potential source material. Even if the archivist does not have time to visit individual faculty members, he might invite appropriate departments or divisions to meet with him at the archives for a tour and a brief explanation. At that time, if the archivist has a list of possible subjects, a preliminary guide to his holdings, and a knowledge of the experience of other institutions where faculty use of holdings is high, then he stands an excellent chance of developing interest. But as with most other programs suggested here, the archivist must be willing to extend himself in order to develop a versatile and service-oriented college archives.

Archivists can not only supply professors and their students with research ideas, they might themselves offer a course in the regular program, or through the university's extension, outreach, or adult and evening classes. Academicians may be receptive to such offers, especially if expenses are minimal. Most obvious are archival training classes or ones concerning historical agencies, offered either in the library school or as an internship program giving credit for a semester's work in the university archives. Although methodological courses have been de-emphasized or dropped in many departments, there remains a need for teaching students how to use primary sources.

If he is developing a presentation on the university as part of a course on higher education, educational policy studies, or institutional histories, the archivist might solicit and develop a file of departmental histories and information about endowed chairs, building programs, and curriculum changes or fund-raising drives. Departmental histories provide a valuable source of information about the university which would not be apparent in administrative papers of the central administration.

Archivists are constantly asking scholars to use their records, giving grants to encourage it, and relieving them of as much of the

drudgery of research as possible. In some cases the archivist has done much of the work and might properly complete the entire project. Grants for research are not necessarily restricted to college professors. The American Library Association, American Association for State and Local History, the Department of Health, Education and Welfare, and the National Endowment for the Humanities, are just a few of the professional or philanthropic agencies that disperse funds for historical research, curriculum development, and information dissemination proposals. Although in recent years money from the great foundations has begun to dry up and the federal government has reduced its subsidy to higher education, grants are still available. The archivist is in the enviable position of having custody over the records he wishes to exploit. New collecting ideas or new research in areas already collected might yield source material not just for theses and dissertations but for developing and widening the interest and expertise of the archivist.

Increasingly, archivists have enjoyed success in securing funding from private philanthropies, federal and state government, and professional historical agencies. Even medium-sized colleges and universities have offices which handle grant applications. Offices of extramural support assist faculty in drafting and submitting research proposals. Archivists and librarians are frequently not included among those to whom applications and notices of grants are sent. The archivist should therefore contact the appropriate budget or business officers to inform them of his research interests and how certain grants would be of direct value to the university. Frequent contact with the faculty might also result in their including the archivist in developing educational and research program proposals for grants.

Although institutional policies vary, archivists often need not be on the academic tenure track to apply for research leave with pay, or without pay if a grant is available. A summer or semester sabbatical may be sufficient time to research an archival problem and to write an article. Librarians have already achieved faculty status at many campuses and have had grants or fellowships to sharpen their skills or to research topics and publish their findings. Archivists can make the same claims since their own work is technical and continual updating of skills is necessary in a field with frequent changes in data collection and research methodology. What is often lacking among archivists, however, is not the opportunity, but the commitment to plunge into an unexplored area.

Even without significant outside funding, the college archivist could write worthwhile articles for publication in journals or in-house publications of the university. Examples of the former include a study of random samples of the student population over a number of years to develop a student profile, or a study of the decision-making process based on administrative records available in the archives. There is no



reason why the archivist could not publish a brief pamphlet history of the college which would be used by recruiters and public information officers for free distribution. He could use his knowledge of the campus's past to develop a walking tour of the campus which would feature photographs of buildings, their location, and anything architecturally unique or historically significant about them. A slide show of the campus, its history, students, alumni, and faculty could also be developed using the iconographic collection of the archives. The archivist is the logical person to develop a slide lecture series on the history of the university or to incorporate the university's history into a program of local or state history which may be offered by the history department. A fund-raising project that could be used either for the university generally or for the archives, if sanctioned, might be a highly selective or anecdotal history of the university and its traditions and customs. This has already been done on some campuses, but not all of them have utilized or been fully aware of the university archives; and where it has not been done, the archivists might promote the idea.

In his position as custodian of the university's records, the archivist is in a unique position to determine and fill what gaps exist in the documentation of the school's history. Gaps that occur as a result of theft, accident, or destruction are probably lost forever. But archivists might be of service to the university in suggesting the routes for collecting certain kinds of data which would be of historical importance. For example, with some training in the extensive literature on forms management, the archivist and university personnel could draft a multi-purpose form for student records which would save students from filling out an endless number of largely similar forms, conserve paper, and save administrators' time, as well as guarantee an easier job of preserving in the archives information that is not essentially duplicated elsewhere. The forms could be a vehicle for surveying students for information which is of historical value and which had not been previously solicited. The archivist might also work with the alumni office in the preparation of questionnaires soliciting information. This would be of immediate assistance to the alumni office, but could also serve as an important research resource in the archives in future years.

The archives can also be of service by developing and maintaining various vertical files of newspaper clippings organized by subject or person. These are often of use for quick reference and for people who want only a cursory answer to certain questions. There is no need to dismiss such patrons as a nuisance or to inundate them with inventories and container lists. For frequently asked questions, a simple arrangement is to keep a file of answers to the most often asked questions. This avoids having to rely on the archivist's memory or on searches for the material each time the question is asked. These questions most

often include school colors, date of founding, tenure of the presidents, dates and cost of building construction, sports records, or the origin of motto, logo, or traditions. Particularly helpful in this regard - and for researching the institution's history - is a comprehensive subject index of important campus publications. Although its compilation can be a tedious project at the outset, this catalog once current would not be difficult to maintain. It should include the campus newspaper, the alumni magazine, the minutes and resolutions of the faculty and board of regents or trustees--a mammoth project for an institution over a century old, but realistic for any institution less than 25 years old. A specific proposal for this project might gain a sympathetic administrative ear and be funded until the backlog is reduced.

The archivist can also be of service to the university by serving on any number of faculty and administrative committees. He should be an ex officio member of any archives or library committee and could logically serve on a variety of others: committees to name buildings and memorials or to celebrate anniversaries, committees writing resolutions honoring emeritus or deceased staff, historical committees, as well as committees on university records, institutional self-study, and alumni affairs. Campuses vary in the size, structure, and functions of their committee system, but none is without them and they are a vehicle for involving the archivist in the development and ongoing operation of the university.

Where no archives and records management committee exists, the archivist might urge its creation if it would assist him in securing the cooperation of faculty, administration, and students. Although the archivist may have no control over the composition of the committee, he might want included not merely faculty and administrators, but also students and a representative from the community. With input from community and student representatives the archivist could explore a variety of collecting possibilities and means of including those groups whose records are usually absent from a college archives.

Serving on a dedication or commemoration committee allows the direct input of the archivist before plans have been finalized and the archivist is presented with tasks he is not capable of handling, or that do not make the best use of his resources. Multimillion dollar buildings are erected to honor a particular person, but less than a generation after that person's death, no one knows who he was or what relation he had to the university. For almost no additional expense, the main entrance of a new building could be equipped with a display case or exhibition area. Thus at the entrance of a science hall named for an eminent scientist, a display on one of his pioneering experiments could be constructed with an accompanying explanation. For the library named after the war dead of the college or state, an iconographic display with a summary of the college's contributions and casualties during the war would remind patrons of what the building

honored. If a building bears no one's name, but is designated by academic area or discipline, then each discipline could select one of its past distinguished scholars to be featured in a display or the archivist could rotate displays among departmental occupants of the building. For those buildings named after philanthropists whose affiliation with the university is more distant, the archives should make some attempt to acquire the donor's records as part of a memorial to him after death. This would be a step in the direction of documenting the growth, development, and influence of the university on the society and vice-versa, particularly for the private institutions which rely heavily on endowments.

### Conclusions

All of these service and research ideas point to a broader and more active role for the archivist on campus: (1) surveying the faculty to determine their research interests, (2) developing ways of using archival material for instructional use, (3) offering courses, seminars or talks to students and members of the community, (4) researching and writing articles based on collections in the archives, (5) developing vertical files for frequently used material, (6) creating certain types of records, and (7) serving on various committees. Complementary to these services are collecting policies and techniques that can more fully document the development of the college and higher education generally: (1) soliciting the papers of regents, trustees, alumni, donors, and students, (2) establishing files for ephemera, media and publications, (3) inaugurating a systematic oral history project aimed at securing community and student, as well as faculty and administration input, (4) deciding on a collecting focus in line with the location or mission of the institution, and (5) experimenting with a possible inter-institutional loan program.

These suggestions should be considered with caution. No single institution has the staff or budget to undertake all these projects. There may be specific instances, however, in which the archivist can implement a new program or secure funding for a specific project. This may depend less on the state of the general economy, than on the ability of the archivist to develop proposals that do not undermine his basic archival function but rather expand and elaborate it. This is not to beg the question of the difficulty of appraisal, the problem of establishing priorities, and the need to provide certain functions. These are indeed real issues susceptible to no easy solution. Yet it seems likely that a wider contact with the public the archivist serves can only increase his sensitivity to the needs of his institution and to the possibilities for new ways of meeting those needs. The questions an archivist should ask are: Are these services worthwhile? Do the suggested collecting policies help document the history of the college or university or of higher education generally? If the answer to either question is "yes," then college archivists should act.

UNIVERSITY STUDENT RECORDS:  
RESEARCH USE, PRIVACY RIGHTS AND THE BUCKLEY LAW

Charles B. Elston

The creation, evaluation, retention and use of student records have always been of immediate concern to college and university archivists. Recently, however, these interests have also drawn the attention of educational administrators, teachers, students, state and federal legislators, the news media and the public at large. The Family Educational Rights and Privacy Act of 1974, which attempts to mediate the issue of individual privacy rights versus the right of access, both reflects and intensifies a growing public concern regarding the nature and extent of educational records. Although but one part of our society's general record keeping problem, "confidentiality and access" has become the focal point of public debate. In this debate, the interests of archivists and researchers have been largely ignored.

The term "confidentiality and access" encompasses a host of competing legal and procedural considerations. The Glossary issued by the SAA Committee on Terminology defines access as "the availability of or the permission to consult records, archives or manuscripts" and restricted access as "a limitation on the use of a body of archives, manuscripts or records, or on those containing information of a specific kind or of a particular form. The restriction may limit the use for a time to particular persons or classes of persons or may exclude all potential users. Restrictions may be imposed by law or by the repository, but more commonly they are imposed by officials of transferring agencies or by donors and are enforced by the repository." The right of privacy is defined in Black's Law Dictionary as "the right to be let alone, the right of a person to be free from unwarranted publicity....The right of an individual to withhold himself and his property from public scrutiny, if he so chooses." In a recent article, Virginia R. Stewart observes that "the doctrine of privacy assumes that the individual has a right to a certain 'social space' free from undue interference from the larger

society of which he is a part. It may be necessary or desirable for a person to share information from this intimate sphere of life, but the disclosure of it is based on the assumption that the information will remain confidential." 1

Archivists, legal scholars and public officials face real dilemmas in defining and mediating the competing rights and values involved in developing sound record keeping policies and practices. At one and the same time, society affirms the privacy rights of individuals and the individual's right of access to the documents and decisions of public officials and institutions. Although sometimes conflicting in specific instances, these rights are not necessarily mutually exclusive. Increased concern for both stems from the social movements of the last two decades. There has been considerable national publicity about the extent to which private and public institutions monitor and record individual activities. The introduction of computerized record-storage and processing, with remote and often scattered retrieval terminals, has only heightened public concern. 2 Recent student protests on American college campuses and the so-called "student rights movement" of the past decade have helped generate a vague uneasiness that too many records were kept, for too long, in too many locations, and that too many people had access. Student activists, often with good reason, feared that their political activity might be recorded and used against them. In other words, records were being kept or used by the wrong people for the wrong reasons. Government corruption and inefficiency, particularly as reflected in the Watergate debacle, has heightened the public desire for more control over and access to the records of public officials at the national, state and university levels. In the most general sense, society must strike a careful balance between the privacy rights of individuals, the protection of the security of certain institutional actions, the "right to know" of members of a free and open society and the interests of future generations as represented by academic scholars, genealogists and all concerned citizens. 3

Viewed in a broad context, student educational records compare in scope and content with the personal data files maintained by governmental agencies such as the Internal Revenue Service, Social Security Administration, Census Bureau, Military Services and correctional or law enforcement agencies. School attendance is compulsory for all citizens, and most institutions of higher learning, whether public or private, have many of the general characteristics of large public institutions. It is quite understandable that the maintenance of educational records should come under closer public or legislative scrutiny.

From the time the application of a prospective student arrives at the admissions office, institutions of higher learning maintain a vast array of records concerning that student. The nature of the records varies as each student moves through the evaluative processes of academic performance

and becomes involved in a wide range of social, political, intellectual and recreational activities. As outlined in a 1972 statement issued by the Vice-Chancellor for Campus Affairs at the University of Illinois, "The maintenance of student records is sound educational practice provided that the purposes of such record keeping are to assist in the development of the student, to provide research opportunities, or to improve upon existing programs and services for future generations of students." In fulfilling legitimate administrative and academic functions, colleges and universities generate a variety of published and unpublished records relating to virtually all aspects of student life and activities. Published records include student directories; annual yearbooks; graduation, honors and concert programs; athletic event programs and the published minutes of the Board of Trustees. Unpublished documentation, usually accumulated in central administrative offices and arranged so that data on each student is easily identified, can be divided into the following general subject categories: admissions; academic performance; proficiency and qualifying exams; financial aids or obligations; campus employment; social or organizational involvement; housing and campus living; health and medical treatment; academic career or psychological counseling; job placement and discipline or conduct governance. 4

To illustrate the diverse informational content of just one record series, I cite Women's Student Records for the period 1932 to 1958 held at the University of Illinois Archives. Aside from name, college and course, birthplace and birthdate, home address, parents' names, addresses and occupations, previous college education and sorority and religious affiliation, these records include transcripts, graduate reports, class schedules, attendance records, health slips, personal activity records, yearbook records, photographs and I.D. cards, information cards and sheets, personality assessment reports, sorority initiation reports, housing applications and graduation interviews. 5

Local policies or individuals can have a considerable impact both on the records generated by a university as an institution or donated by its individual members. A strong in loco parentis tradition persisted at the University of Illinois in which the university attempted to control the conditions under which students matured and experienced a transition from parental standards and controls to independent citizenship as defined by student personnel officers. This helps explain the nature of the Women's Student Records cited above, particularly the personality assessment records, personal activity records and personal interview reports. In loco parentis also meant the development of an extensive and complex system of student discipline, which sheltered students from outside law enforcement agencies but also subjected them to a different social and behavioral code. 6

As college and university archivists, we are confronted with a



bewildering volume and array of student records. While these records all retain administrative, legal and research value for varying lengths of time, the archivist must determine which files or records have the long term research value to warrant acquisition, processing and permanent retention. Due to the administrative organization of most institutions of higher learning, we will encounter a considerable degree of duplication or overlap in record keeping and must identify the most complete and well organized files. Depending on the nature of specific series, several approaches may be useful in retaining student records for future research use. At Illinois, we employ longitudinal sampling to retain examples of certain series such as English qualifying exams. In the case of student employment records acquired from the Office of Student Affairs, we keep only a summary folder sheet showing biographical data and listing campus jobs for each student. Supervisory and counseling evaluations, work referral slips and related documents are destroyed before transfer. Basic biographical and work data are retained in the belief that it provides the information necessary for scholarly research involving student work patterns at a major land grant institution where over 70 percent of the students are employed at some time during their university careers. 7 The archives staff is currently engaged in negotiations with the Faculty Senate Committee on Student Discipline concerning the records of this Committee. Because of their large volume, it is not practical to retain the detailed records of each case which is heard. Yet it is important that the less voluminous minutes of the Committee on Undergraduate Discipline be preserved. These minutes provide the sensitive kind of information not available from published annual reports which would permit a study concerning the types of offenses heard over a span of time, changes in hearing procedures and their effect, and the correlation between violations and punishments. Students, administrators and academic scholars cannot hope to fully evaluate the disciplinary system without adequate records of its operation over time. 8

From both a research and an administrative standpoint, university archivists have a special obligation to preserve the records of individual students, student organizations and campus life. Students, one might say, are the most important products of higher education. Most archivists recognize this and are less selective in evaluating student records than many other types. Records of the Office of Student Affairs, including the student newspaper and other published series, comprise about seven percent of the volume of our archival holdings at Illinois, yet account for 15 percent of our reference use over the last 10 years. This demand is an important factor in developing appraisal and retention policies. 9

Under normal circumstances, restrictions on access or the questions of individual rights and confidentiality should have no bearing on our evaluation of the long term historical research value of university records. Only where statutory regulations severely limit future use should

the archivist consider accessibility. Yet, it is hazardous indeed to make long range decisions on the basis of current legislation. If records appraisal decisions are based on the current federal law concerning access, the archivist will tend to be more selective, because records with severe restrictions on access have limited research usefulness. If the law changes, but records have already been destroyed, the loss is permanent. Realistically, however, we must acknowledge that current statutory restrictions, if permitted to stand, will tend to discourage the retention of student records and may even sanction their destruction. 10

It is difficult to anticipate the long term effects of current state and federal legislation and public debate on the nature and use of university student records. The perceptions of each archivist are uniquely tempered by his or her own philosophical and political views, the policies of our respective institutions and the formal or informal regulations we already have in effect. We all acknowledge, I presume, that individuals have a right to privacy as defined at the outset. All college and university archives have imposed some kind of access restrictions on personally identifiable student records. The basic problem, then, is one of achieving a reasonable balance between conflicting claims. If nothing else, the current public debate affords us with an excellent opportunity to reexamine the issues, and in particular, to articulate the interests of scholarly researchers and future generations. All too often, these interests are not recognized or even paid token lip service in the course of legislative, public or news media debate or in the university administrative decision-making process. 11

### The Buckley Amendment

I hold the optimistic view that a workable compromise can be reached if several basic changes or clarifications are made in the Family Education Rights and Privacy Act of 1974. FERPA, as I shall refer to it, or the Buckley Amendment to the Educational Amendments Act of 1974, was one of the first bills signed into law by President Gerald Ford and became effective on November 19, 1974. It created an overnight sensation by dramatically confronting most educational administrators and archivists with an entirely new set of regulations and procedures. The panic was intensified by a provision withdrawing federal aid from institutions which did not comply with the requirements designed to protect the privacy of parents and students. University administrators across the nation acted immediately and pressured Senators James Buckley and Claiborne Pell, chairman of the Labor and Public Welfare Education Subcommittee, to clarify or revise the law, particularly relating to a student's access to confidential letters of recommendation. Letters of recommendation are essentially an administrative concern relating to admission and placement, so

archivists understandably did not respond to this immediate problem. Several amendments to FERPA were approved by Congress just before Christmas and were signed into law by the President on December 31, 1974. 12

The law, as amended, was explained in draft guidelines issued by the Department of Health, Education and Welfare in the January 6, 1975 Federal Register. The statute governs access to records maintained by educational institutions and the release of such records. It requires that institutions must provide parents or students access to official records directly related to students and an opportunity for a hearing to challenge such records on the grounds that they are inaccurate, misleading or otherwise inappropriate; that institutions must obtain the written consent of parents or students before releasing personally identifiable data about students to parties other than those cited in a specific list of exceptions; that a written record of access requests that have been processed must be maintained; that parents and students must be notified of these rights; that these rights transfer to students when they become 18; and that an office and review board must be established in HEW to investigate and adjudicate violations and complaints. 13

Although the history of any legislation which is jointly advocated by the Conservative-Republican Senator from New York and the American Civil Liberties Union makes a fascinating case study, I shall make only several brief observations concerning passage of the bill. The act was originally intended for primary and secondary schools, and was altered rather hastily to include colleges and universities. Buckley intended to attack specific abuses concerning school records and the inability of parents and children to secure adequate access or review. In short, he was aiming at educational administrators and government agencies. There was minimal committee consideration because Buckley introduced the legislation as a floor amendment, and little floor debate took place. Many implications of the law were never considered or discussed, including the effect on future scholarly research. The language of the bill and the HEW guidelines demonstrate that independent research scholars wishing to use student records were unintentionally or otherwise overlooked. When defining access, the legislation refers only to students, educators, and educational or other government agencies. 14

This is significant, because it creates many ambiguities concerning the immediate implications for college and university archivists. Continuing conversations with archivists at several institutions and the uneasy general discussion which developed during the program session at Philadelphia demonstrate that there is no firm consensus regarding the appropriate interpretation of many points in the guidelines. HEW was to publish revised rules and procedures in July of 1975 but has failed to issue these to date. Hopefully, new guidelines will clarify or resolve

many of the more troublesome questions.

Immediate reaction to the law, largely from university administrators, focused on the impact concerning the kind of student records which would be maintained in the future. With the exception of personal evaluative or interview comments or what might be termed "anecdotal" records, universities will continue to generate the same basic files they have always maintained. HEW guidelines specify that the following are not educational records and are therefore not subject to student access: "records of institutional, supervisory and administrative personnel ancillary thereto which are in the sole possession of the maker thereof and which are not accessible or revealed to any other person except a substitute." These records must be kept in a separate file in the sole possession of the maker and must be destroyed when he or she retires or leaves the office. Many educational administrators have claimed, as newspaper articles have related time and again, that student access will destroy the candid nature and basic character of letters of recommendation. This is admittedly an unresolved question, but one that is over-emphasized. A sample of deans and personnel officers consulted at Illinois has not detected any sudden change in the content of recommendation letters which may be seen by students. Based on an informal survey of campus offices, it appears that about half the students at Illinois have waived their access rights. Moreover, documentation of this kind has always been interpreted cautiously by historians, for as personnel officers are quick to observe, letters of recommendation, particularly if studied over time from the same individual, often reveal more about the author than the subject. 16

FERPA, as amended, provides that directory or public information can be released unless a student specifically requests otherwise. Directory information includes a student's name, address, telephone listing, date and place of birth, major field of study, participation in officially recognized activities and sports, weight and height of members of athletic teams, dates of attendance, degrees and awards received, and the most recent previous educational agency or institution attended. In the fall of 1975 only 28 out of 35,000 students at Illinois exercised the right to withhold this information, so the character and usefulness of directories and other published records has not been seriously diminished. Aside from additional paper work required for the maintenance of access log records, the basic quality of university records will not be appreciably altered. Despite some potential administrative problems, FERPA serves an appropriate end by effectively halting real or potential abuses to individual rights without damaging the essential administrative and research value of student records. 17

While the provisions of the law should encourage institutions to achieve a better understanding and control over their record keeping practices, the Buckley Amendment also tends to encourage the destruction

of student records. In order to protect the confidentiality of letters of recommendation received and placed in student files before passage of the bill, some universities hastily destroyed selected records in the fall of 1974. Although FERPA does not explicitly require such abrupt action, the general tenor of the act does not discourage disposal. For example, HEW guidelines provide that "educational institutions are not precluded...from destroying any records, if not otherwise precluded by law, except that access shall be granted...prior to the destruction of educational records where the parent or eligible student has requested such access." During the course of floor discussion, Senator Claiborne Pell agreed with Senator Thomas J. McIntyre's observation that "the act's purposes are best achieved when fewer records are kept and used." Archivists must recognize the long range implications of these views and actively promote a systematic and responsible approach to records management, evaluation, and retention. 18

Assessing the impact of FERPA on the accessibility of student records for current and future scholarly research use at our respective archives is a perplexing question, because the current HEW guidelines are simply not written in terms of the historian or other independent researcher. The law applies to "records, files, documents and other materials which contain information directly related to a student; and are maintained by an educational agency or institution, or by a person acting for such an agency...." Students are defined as persons who are or have been in attendance. Consequently, restrictions on access apply retroactively to all records retained, with the exception of confidential letters of recommendation received prior to January 1, 1975. Although Buckley clearly intended the law to protect living persons, it contains no provision for opening records upon the death of the subject nor after a specific period of time. Also, it is unclear whether alumni records should be considered student records under the terms of the act. It may depend on whether they are collected and maintained by the university or a separate "unofficial" alumni office. 19

HEW guidelines stipulate that records are closed without the written consent of each student except for a specified list of exceptions. These include: "other school officials, including teachers within the educational institution or local educational agency who have been determined by such...institution to have legitimate educational interests;" officials of other schools or school systems in which the student intends to enroll; authorized representatives of the U. S. Comptroller General, Secretary of HEW and administrative heads of federal and state educational agencies; "organizations conducting studies for, or on behalf of, educational agencies or institutions for the purpose of developing, validating or administering predictive tests, administering student aid programs and improving instruction if such studies are conducted in such a manner as will not permit the personal identification of students and their parents..." and in connection with

the student's application for, or receipt of, financial aid. 20

These provisions are indeed perplexing. What, for example, constitutes "legitimate educational interests?" Do faculty members seeking to use current or archival student records for scholarly research qualify for access under this provision? Does the right of access depend on the specific nature of the research project? Might a graduate student working on an advanced degree or an undergraduate completing a research paper qualify for access on the basis that their research involves "improving instruction?" It is evident that the HEW guidelines could and have been interpreted in a diverse and contradictory manner. According to the recent opinion of attorneys in the University Legal Counsel's office at Urbana, the Buckley Law "opens records to research to some extent." 21 A majority of archivists expressing their views at the program session in Philadelphia agreed that university legal advisors have interpreted the law narrowly with the effect that personally identifiable student records are presently closed to research use without the written consent of the student, regardless of whether the subjects are living or dead.

Speaking from my own point of view as an archivist and historian, and fortunately, also from the point of view of the archival institution I represent, I firmly believe that the HEW guidelines should explicitly permit independent scholarly researchers access to student records, providing the final or published results do not involve the personal identification of individuals. The records of deceased students should be opened for use without rigid limitations. This view is based on my experience at the University of Illinois. Before the passage of FERPA, access to official student records retained by the university, most of which contain easily identifiable documentation on separate forms or in separate folders, had to be cleared first by the archivist and then the generating office. A 1972 policy statement on student records outlined the basic policy as follows: "The need for universities to make information about students available for research purposes is recognized and supported. In releasing data for research, each office will take due care to protect the anonymity of students. Whenever a project is undertaken where the limits of confidentiality are in question, the office will obtain the formal written consent of the students involved....Before submitting information from student records to the researcher, each office shall receive written assurances that the research agency will follow acceptable standards of confidentiality....The department head in whose custody records are maintained may grant direct access to files to other staff members for student related needs or legitimate research where appropriate research ethics are observed." 22 While this may not serve as a perfect model, it is preferable to the blanket and absolute restrictions imposed by HEW.

Opening student records for research use with the provision that individuals will not be identified presents the potential for "leaks"



or misuse. Forms and procedures used by the Manuscript Collection of the University of Illinois at Chicago Circle Library in the administration of confidential records provide a workable solution to this problem. Researchers seeking access should be required to sign a special form in which they describe the nature of their project and agree to "preserve the confidentiality of...records by refraining from making any public or private disclosure of information...which would identify any person mentioned as a subject..." and to make "no notation of the names of individuals..." and that "such names will not be used for teaching purposes, nor will they appear in any publication...." 23 This approach, of course, requires the careful supervision of the archivist in reviewing applicants and in screening research data, notes and drafts. It could also involve the archivist and the university in potential legal disputes. Until FERPA is clarified or revised, it is imperative that each of us consult with the appropriate university administrators or legal advisors before opening any student records in our custody.

Archivists must also consider the problem of personally identifiable information on specific students contained in administrative or office files which never becomes part of a student's official record. Faculty and administrators frequently gather information in response to a specific event, problem or procedure which is never intended for a formal student file. In terms of the basic principles of archival arrangement and control, it would be most unfortunate to destroy or segregate this material. Blanket restrictions on all record series containing student documentation would create an insurmountable deterrent to research use. The most appropriate solution involves the professional judgment of the archivist in scanning files requested by researchers and withholding specific documents or folders which would violate individual privacy rights. 24 This procedure requires additional time and effort. Yet if we are to fulfill our obligation to assist and encourage research users, we must be willing to accept a few added responsibilities.

Because so much of the basic character, structure and potential of the modern land grant institution is related to the relatively recent past, in a very practical research sense, it would be unfortunate to impose absolute restrictions on student and other records of the last several decades. Although academic historians at Illinois have tended to ignore university records relating to recent American history, scholars in other disciplines have recognized their potential. Let me cite several projects undertaken at Illinois which would have been impossible with blanket access restrictions.

For 75 years, Illinois has provided opportunities in higher education for Black Americans. Due to the social and political impact of racism, the university has seldom attempted to identify, and has

never sought to establish contact with black alumni and ex-students. Faculty, students and staff with research interests in the recruitment and retention of students, development of community programs, adult education, employment opportunities, local sponsorship of students, and the representation of the university before local groups require information on former black students. Designed to meet continuing research requests, and with financial assistance from the Afro-American Cultural Center, the archives staff over a four year period compiled comprehensive preliminary data sheets on the nearly 2500 black students who attended the university between 1894 and 1970. A graduate student used this documentation several years ago to prepare a preliminary comparative study of black and white athletes at Illinois. 25

In 1974, Joseph R. DeMartini, a doctoral candidate in sociology, completed a provocative and timely dissertation on "Student Protest During Two Periods In the History of the University of Illinois: 1867-1894 and 1929-1942." DeMartini consulted a wide array of published and unpublished sources to write his narrative and descriptive history. Using personally identifiable records such as student grade reports, admissions records, the alumni morgue and student organization records, he compiled a social data base for activists and a sample of non-activists. Although this part of the study was based on lists of specific political activists held by the Dean of Students, it did not identify students by name. While protecting the anonymity of individuals, the work provides a fascinating profile of activists and issues which allows a comparison of campus protest movements over time. 26

## Conclusions and Recommendations

The current scholarly use of student records, then, is not a contrived issue. There is great research potential, some realized and much unrealized, which must be recognized in considering the question of confidentiality and access. It is incumbent upon college and university archivists to articulate and advance this view. In reading a cross section of current news media accounts of the privacy debate, I am continually struck by the fact that the interests of future scholars are not enumerated. Archivists have generally been unable or unwilling to effectively represent the needs of research scholars on their own college campuses or at a national legislative level. Most of us were probably not consulted about our views on FERPA, the HEW guidelines or the official responses prepared by our respective institutions. In most cases, we were the last to know or react.

Under these circumstances, it is understandable that archivists have been slow to respond to new federal regulations. In many respects, we can applaud the law's attempt to define and protect individual rights. Perhaps reluctantly, it has forced us to confront one of the

most difficult and complex professional questions of our day. Although it is very unlikely that a large and diverse group of college and university archivists could ever agree upon a uniform or rigid set of guidelines concerning the retention and use of student records, we have been remarkably passive in expressing our concerns. We must call upon our professional colleagues and organizations, through both formal and informal channels, to seek a clarification or change in current federal legislation. As recent events have demonstrated, legislators, college administrators and students will not act in our behalf.

I propose that we collectively recommend changes in the 1975 HEW guidelines which would (1) clearly open student records to scholarly research use after the subjects are dead or within a specific period of time after the records have been created, such as 50 years; (2) open the records of living students if rigid safeguards are enforced to protect the anonymity of individuals described in personally identifiable records; and (3) recognize and sanction the retention of student records for future scholarly research. At the very least, we need extensive clarification of the provisions which apply directly to archival holdings. If there is any value in our efforts to retain and preserve student records, we must act now.

*footnotes begin on next page*

The author gratefully acknowledges the assistance of the following individuals in collecting information, discussing specific topics and suggesting general interpretations: J. Frank Cook, Director of the University of Wisconsin-Madison Archives; Stanley R. Levy, Assistant Vice Chancellor for Campus Affairs, University of Illinois-Urbana; Maynard Brichford, University Archivist, University of Illinois-Urbana and Patrick M. Quinn, University Archivist, Northwestern University. Katherine T. Emerson and Robert W. McDonnell, university archivists at the University of Massachusetts-Amherst and Ohio University, respectively, served as commentators at the Philadelphia program session and presented excellent observations on the Buckley Law and related problems of confidentiality. Copies of their remarks have been very useful to the author in revising this article.

1. Frank B. Evans, Donald F. Harrison and Edwin A. Thompson, comps., William L. Rofes, ed., "A Basic Glossary for Archivists, Manuscript Curators, and Record Managers," American Archivist 37 (July 1974): 416, 430; Black's Law Dictionary, Revised Fourth Edition (St. Paul: West Publishing Co., 1968) p. 1358; Virginia R. Stewart, "Problems of Confidentiality in the Administration of Personal Case Records," American Archivist 37 (July 1974): 389. Although primarily concerned with government case records, Stewart defines many basic problems and provides an excellent summary of current literature on the question of confidentiality. See also Alan Reitman, "Freedom of Information and Privacy: The Civil Libertarian's Dilemma," American Archivist 38 (October 1975): 501-8, for a current discussion of competing rights and needs, in which the associate director of the American Civil Liberties Union offers general guidelines for the release of government records.

2. An impressive volume and array of scholarly and popular monographs and government reports have been published within the last decade relating to confidentiality and access, particularly "invasions of privacy." A representative sample includes: Adam C. Breckenridge, The Right to Privacy (Lincoln: University of Nebraska Press, 1970); Myron Brenton, The Privacy Invaders (New York: Coward-McCann Inc., 1964); Morris L. Ernst and Alan U. Schwartz, Privacy: The Right To Be Let Alone (New York: The MacMillan Company, 1962); Mervyn Jones, comp. and ed., Privacy (North Pomfret, Vermont: David and Charles, Inc., 1975); Michael F. Mayer, Rights of Privacy (New York: Law-Arts Publishers, Inc., 1972); National Academy of Sciences, Databanks in a Free Society: Computers, Record-Keeping and Privacy, Report of the Project on Computer Databanks of the Computer Science and Engineering Board, Alan F. Westin, project director (New York: Quadrangle Books, 1972); James B. Rule, Private Lives and Public Surveillance (New York: Schocken Books, 1973); Alan F. Westin, Privacy and Freedom, 1970 Edition (London: The Bodley Head, 1970); Freedom of Information Act: Compilation and Analysis of Departmental Regulations Implementing 5 U.S.C. 552 (Washington: Government Printing Office, 1968); U. S., Department of Health, Education and Welfare, Records, Computers and the Rights of Citizens, Report of the Secretary's Advisory Committee on Automated Personal Data Systems (Washington: Government Printing Office, 1973); U. S. Congress, House, Committee on House Administration, Subcommittee on Printing, The "Pub-

lic Documents Act: "Hearings on H.R. 16902 and Related Legislation, 93rd Cong., 2d sess. (Washington: Government Printing Office, 1974); U. S. Congress, House, Committee on Government Operations Subcommittee, Access to Records, Hearings on H.R. 12206 and Related Bills, 93rd Cong., 2d sess. (Washington: Government Printing Office, 1974); U. S. Congress, Senate, Committee on the Judiciary, Subcommittee on Constitutional Rights, Federal Data Banks and Constitutional Rights, 93rd Cong., 2d sess., 6 vols. (Washington: Government Printing Office, 1974); U. S. Congress, Senate, Committee on Government Operators and Subcommittee on Constitutional Rights of the Committee on the Judiciary, Ad Hoc Subcommittee on Privacy and Information Systems, Privacy: The Collection, Use and Computerization of Personal Data, 93rd Cong., 2d sess., 2 parts (Washington: Government Printing Office, 1974); Commission on CIA Activities Within the United States, Vice President Nelson A. Rockefeller, Chairman, Report to the President (Washington: Government Printing Office, 1975). See also Harry N. Fujita, "Public Information Centers as a Service of Records Management," Records Management Quarterly 9 (April 1975): 5-9; and J. Frank Cook, "'Private Papers' of Public Officials," American Archivist 38 (October 1975): 299-324.

3. Northwestern Community Council Committee on Privacy of Student Records, "Recommendation of the Northwestern Community Council concerning Confidentiality of Student Records," Northwestern University, 10 April 1975, p.ii. Although the university archivist was not consulted regarding its preparation, this 50 page document provides a comprehensive summary of the student record keeping system at a major university. The committee recommends tighter management and control of student records and the establishment of a permanent university committee on Privacy of Information. Also interview with Stanley R. Levy, Assistant Vice Chancellor for Campus Affairs, University of Illinois-Urbana, 4 September 1975, concerning the history and impact of the Buckley Law and the general question of student records on the Urbana campus.

4. "Recommendation of the Northwestern Community Council concerning Confidentiality," pp. 6-29; Morton W. Weir, Vice Chancellor for Academic Affairs, and High M. Satterlee, Vice Chancellor for Campus Affairs, "Student Records Policy: University of Illinois at Urbana-Champaign," 15 November 1972, p. 1; Maynard Brichford, "University of Illinois Archives Twelfth Annual Report, 1974-1975," pp. 3, 15-16. Last fall the author completed a survey which shows that basic student record series at the Archives from the Offices of Admissions and Records and Student Affairs and the LAS College comprise over 1,050 cubic feet or nearly 15 percent of our total holdings. In addition, our Alumni Morgue of biographical folders on deceased alumni, acquired from the Alumni Office, totals 141 cubic feet.

5. Control card for Record Series 41/3/6.

6. Interview with Stanley R. Levy, 4 September 1975. The extent of the in loco parentis tradition at Illinois is well illustrated by the quantity (250 cubic feet) and character of Dean of Student files transferred to the Archives this winter. Dating back to 1900, these records contain a great deal of information on individuals and document the involvement of the Dean's Office in the academic, social, political and personal lives of university students.
7. Charles B. Elston, "Servant of Clio: The University Archivist and Records Evaluation" (Paper delivered at the 37th Annual Meeting of the Society of American Archivists, St. Louis, September 26, 1973), pp. 4-12. See Maynard Brichford, Scientific and Technological Documentation: Archival Evaluation and Processing of University Records Relating to Science and Technology (Urbana: University of Illinois Press, 1969) and mimeographed "Course Notes" for the Library Science 438 (Archival Materials) course in the Graduate School of Library Science at Illinois (1972), pp. 24-26, for an excellent discussion of evaluation procedures and criteria.
8. John H. Schacht, Chairman, Supervisory Committee, University of Illinois Senate Committee on Student Discipline to Maynard Brichford, 2 April 1974 and 11 September 1974; Charles B. Elston to Maynard Brichford, 30 September 1974, concerning the disposition of disciplinary case records.
9. Elston, "Servant of Clio," p. 14, based on a statistical study completed by the author from University of Illinois Archives annual reports.
10. Brichford, "Twelfth Annual Report," pp. 7-8. The "Records Management" section of this report was drafted by the author.
11. Chicago Daily News, 25 November 1974, p. 13, and 26 November 1974, p. 13; Chicago Sun-Times, 2 December 1974, p. 47; Chicago Tribune 12 and 18 December 1974, and 19 and 28 May 1975; Christian Science Monitor, 11 October 1974, 22 November 1974 and 9 and 24 December 1974; New York Times, 17 November 1974, pp. 1, 66, 27 November 1974, p. 19, 4 December 1974, pp. 1, 36, 12 December 1974 (Section IV), p. 7, and 17 February 1975, p. 22; (Peoria) Journal Star, 21 November 1974, p. B10; (Racine) Journal-Times, 5 October 1975, p. 7A; Congressional Record 120 (Daily ed., May 14, 1974): S8065-81.
12. Congressional Quarterly Almanac, 93rd Congress, 2nd Session (Washington: Congressional Quarterly, 1975), pp. 464-5, 483-4, and 30S - 32S; New York Times, 4 December 1974, pp. 1, 36; Congressional Record 120 (Daily ed., December 13, 1974); S 21484-9, and (Daily ed., December 19, 1974): S 22162-3.
13. Federal Register 40 (January 6, 1975): 1208.



14. Congressional Quarterly Almanac (1975), pp. 464-5; interview with Stanley R. Levy, 4 September 1975; Katherine T. Emerson, "Effects of the Buckley Amendment" (Comments delivered at the 39th Annual Meeting of the Society of American Archivists, Philadelphia, October 2, 1975), pp. 1-4; Congressional Record 120 (Daily ed., May 14, 1974): S 8065-81. Senate debate centered on the nature of documentation contained in primary and secondary school files, including psychological exams and critical personality assessments, and the ease of access enjoyed by the CIA, FBI and other government agencies. Many specific abuses were cited.

15. Federal Register 40 (January 6, 1975): 1208.

16. Officials in the following campus offices were consulted at Illinois: Dean of Students, Educational Placement, Library School Placement, Housing Division and Library Personnel. Emerson in "Effects of The Buckley Amendment," pp. 3-4, observes that letters of recommendation at the University of Massachusetts-Amherst have been open for the last several years. The "credentialing process" is viewed as a developmental or learning experience for students.

17. Federal Register 40 (January 6, 1975): 1208; interview with Stanley R. Levy, 4 September 1975.

18. Federal Register 40 (January 6, 1975): 1212-3; Congressional Record 120 (Daily ed., December 13, 1974): S 21484-9; interview with Stanley R. Levy, 4 September 1975; confidential discussions with several university archivists at the SAA meeting in Philadelphia. Although archivists are reluctant or unwilling (on the advice of their university legal counsels) to publicly acknowledge the destruction of student records, several have admitted it confidentially in private conversations.

19. Federal Register 40 (January 6, 1975): 1208; Emerson, "Effects of the Buckley Amendment," pp. 5-6.

20. Federal Register 40 (January 6, 1975): 1208-9.

21. Telephone conversation between University Legal Counsel and Maynard Brichford, 5 September 1975.

22. Weir and Satterlee "Student Records Policy," pp. 1-2.

23. Stewart, "Problems of Confidentiality," pp. 394-8; University of Illinois, Chicago Circle Library, Manuscript Section, "Policy Statement on Administration of Confidential Materials" and "Request [Form] for Research Access to Confidential Case Records."

24. Robert McDonnell, Untitled remarks on student records (Comments

delivered at the 39th Annual Meeting of the Society of American Archivists, Philadelphia, October 2, 1975), pp. 3-5.

25. Maynard Brichford, "University of Illinois Archives Sixth Annual Report, 1968-69," p. 8; Donald Spivey and Thomas A. Jones, "Intercollegiate Athletic Servitude: A Case Study of the Black Illini Student-Athletes, 1931-1964," Social Science Quarterly 55 (March 1975): 939-47.

26. Joseph R. DeMartini, "Student Protest During Two Periods in the History of the University of Illinois: 1867-1894 and 1929-1942" (Ph.D. diss., University of Illinois at Urbana, 1974). Chapter 2, pp. 50-102, includes a detailed discussion of the value and extent of student and other university records used in the work.

STUDENT CORRESPONDENCE:  
A NEW SOURCE FOR THE HISTORY OF HIGHER EDUCATION

Timothy Walch

The historiography of American higher education has been generally of very poor quality. With the exception of a few books written by historians, the majority of the published histories of American colleges and universities have been too filiopietistic to be of much use to anyone but the most loyal alumni. Even the best of these studies explored only limited aspects of the college experience. The rise of the university, the decline of the classical curriculum, the emergence of the social sciences as academic disciplines and the struggle for academic freedom all have been addressed by various scholars.<sup>1</sup> One area that was neglected until recently is student life; as late as 1966 almost nothing had been done with the topic.<sup>2</sup>

Between 1968 and 1974, however, a number of scholars completed studies of nineteenth century student life. David B. Potts concentrated on the geographical origins and career choices of students in antebellum Baptist colleges. Marvin E. Gettleman explored the career choices of Knox College graduates during the 1880's. Colin B. Burke showed statistically that college enrollments increased approximately one hundred per cent each decade from 1810 to 1860. Recent articles in the History of Education Quarterly by Roberta Weiss and Sarah H. Gordon focused on the career choices of Bryn Mawr, Wellesley and Smith graduates. The ongoing work of these and other scholars promises an increasing number of books, articles and dissertations in the near future.<sup>3</sup>

Had it not been for the work of these young historians, scholars might have criticized the search for student manuscripts as a futile gesture precipitating sources of only marginal value. The timely publications of David F. Allmendinger have probably done the most to put

such doubts aside.<sup>4</sup> Using numerous student letters and diaries as well as quantitative data, Allmendinger revised the prevailing thesis that American colleges were conservative, tradition-bound institutions that changed very little in the nineteenth century. He showed how an influx of poor students into American colleges between 1800 and 1860 changed the "material condition of collegiate life and the old communal arrangements that had controlled the behavior and intellectual activity of students through most of the colonial period."<sup>5</sup> Allmendinger correctly maintained that there was a revolution in higher education by the middle as well as the end of the nineteenth century. More importantly, he emphasized the value of student letters and diaries for the historian of higher education.

The work of Allmendinger and his colleagues challenges college and university archivists to search their collections for historically valuable but long neglected nineteenth century student correspondence. Such a search took place at Northwestern University as part of the research for a full length history of that institution. The Lewis E. Sims letters, found in the process of the investigation, provide an interesting example of what the diligent archivist is likely to find.

Lewis Elmer Sims was a student at Northwestern intermittently from 1874 until 1877, and by all accounts he lived an ordinary life both before and after his college years.<sup>6</sup> Born in 1855, Sims was the son of a Marshall County, Illinois merchant and received his education privately in Lawn Ridge. Rejecting Milton College in Wisconsin because it was too far from home, he decided to attend Northwestern in Evanston, about 150 miles away. He enrolled in the preparatory department in September, 1874, and stayed until March, 1875. After recovering from a lingering illness, Sims taught school in Marshall County. In March, 1876, he returned to Northwestern as a sophomore and stayed until October of 1877 when illness forced him to leave school a second time.

Sims never returned to Northwestern. He studied law in Peoria and was admitted to the Illinois bar in 1880. He moved west and practiced law in both Nebraska and Colorado. In 1901, he settled on a farm near Hastings, Nebraska and in 1919 received a call to the Presbyterian ministry. He retired from the pulpit in 1929 and settled in San Anselmo, California. Surely Sims led a full life as a teacher, lawyer, farmer, and minister and perhaps his story is a representative example of the mobility of nineteenth-century Americans. If Sims is remembered, however, it will be for his weekly recollections of life at Northwestern rather than his many careers. The fifty-four letters in the collection comprise a vivid portrait of student life in Illinois during the centennial years.

Sims journeyed to Evanston with the same trepidations that confronted many other college students both then and now. Even though he was looking forward to college as a "thrill", Sims was sad to leave the home and the friends he knew so well. The journey itself was exciting. Sixty years later, Sims still remembered the perplexities a young country boy faced in dealing with trains in Chicago. "I took a transfer which read 'At Wells Street Depot,'" he recalled, "and when the driver asked me where I was going I replied 'To Atwells Street' with the accent on the first syllable. Again he asked me where I was going to get off and I made the same reply, 'Atwells Street,' then a man at his side said 'He means at Wells Street,' and then I saw the mistake I had made."<sup>7</sup> With the help of two upper-classmen, Sims found his way to the campus and settled down for the night. The following day he moved into his dormitory room in Dempster Hall.

Sims' adjustment to Northwestern was difficult; like many young men from rural areas, he was poorly prepared for college. "I cannot get into the freshman class as yet," he wrote to his parents with disappointment.

I am studying Virgil, Caesar, and French. I am to look up my Mathematics, and if I can pass the Freshman examinations, so that my Mathematics will be to the Sophomore year, they will admit me into the Freshman class. I guess I can do it, but it will be hard work as their examinations are very severe. I got a little discouraged last week, but I feel better now.<sup>8</sup>

The tenuous nature of his admission came as a shock to Sims. It quickly became clear to him that college life demanded that he use his time efficiently. By early October, Sims had organized his life style sufficiently to describe his daily schedule to his parents:

I generally get up about half past five and commence studying about six. We have breakfast about half past seven. I then study until 8:45 when I go to recite my French, then comes Caesar at 9:45 then Virgil from 10:45 to 11:45. Chapel is at 12:45. We have dinner at quarter past one. I commence to study about 2 o'clock, and at half past five we have supper. After supper we take some exercise. I commence studying again until between nine and half past nine when I go to bed.<sup>9</sup>

But the work was too much for Sims and less than a month later circumstances forced him to drop a course. "I have dropped Virgil," he admitted, "it was too hard for me. I could not pass in it. I thought I would not spend my time on it. As there are no other stu-

dies I could take for the rest of the term, I thought I would get my French and Caesar more perfect and take writing [sic] once a week, one hour each recitation."<sup>10</sup> Even this reduced course load proved formidable. "They have the most examining [sic] here," Sims wrote during semester exams, "and they are terrible hard. Folks need not say this is not a good school."<sup>11</sup>

The new year did not bring much improvement. In mid January Sims complained about the "terrible long lessons" and the poor quality of the food. "I did not like the grub," he wrote. "They would have pancakes and molasses in the morning and for a change they would have molasses and pancakes at noon and both at night. It came very near making me sick."<sup>12</sup> By the beginning of March, the young freshman was very depressed. "I wish I had taken Greek instead of French," he mourned wistfully.

French is not what I expected it was. I expected a person could learn to speak it a little, but he cannot learn only the construction and to read it a little. Greek would give a person's mind more discipline...A student is in one sense a slave to his studies. He leaves his home and has to work hard and anxiously or if he don't he will have to drop out but after all it is a pleasant life.<sup>13</sup>

Sims became ill a few weeks later and dropped out of school.

After a year of convalescence and school teaching in Marshall County, he returned to Northwestern. College life had not changed much in Sims' absence and he soon found himself with the same academic problems. Yet he had acquired a little confidence in his year at home and he did not worry as much about his course work. In fact, he was reticent concerning his schedule. "It is a hard matter for me to write very long letters," Sims wrote just after he returned to campus, "for if I tell you what I do one day, the next is the same over again."<sup>14</sup> A month later, he described his studies and other interests. "I have only two studies," he mentioned, "but I am behind upon both and it makes me study. I believe that they are worse about giving long lessons than they use to be... The best of [life on campus] is that we live close by the Women's College and we get a chance to see lots of girls going to and from and good looking they are too."<sup>15</sup>

Self-confidence was quite evident as young Sims began his sophomore year in the autumn of 1876. "I am well at present and enjoying myself," he wrote. "I am just getting so I can study. At first it was tiresome to sit still so long, but that is gone."<sup>16</sup> Sims planned his days carefully and found that he had a real interest in his studies. "We study Shakespeare's plays," he exclaimed, "and they are

nice. We have for elocutions, Longfellow's poems, and they are very good, I tell you. I never used to like poetry very well, but now I think it is real nice."<sup>17</sup> As the semester progressed, Sims began to master his academic life for the first time.

The new sophomore also joined in the whirl of social activities at the Women's College and quickly discovered that there was an intricacy to meeting members of the opposite sex. He described one affair to his parents. "On Wednesday night there was a reception at the Women's College," he wrote,

and I was there to witness the way they manage things and this is the way. Firstly get acquainted with some ladies and secondly promenade with her until you or she gets tired and then go home. As for myself, I got acquainted with a few ladies but not as many as I would wish for but I did not do much promenading. I had an introduction to a very short and thick lady by a young man who said he was going to introduce me to the shortest one present and I heard that she was very afraid I would want her to walk with me, but there was no danger on that score.<sup>18</sup>

Other extra-curricular activities also attracted young Sims. The centennial year of 1876 was a time of patriotic celebration and presidential election. The students were keenly interested and their zeal to participate in politics often reflected itself in pranksterism. "We students have lots of fun in the local Republican caucuses," chuckled Sims. "Some of the town folks get mad at us but it makes no difference. The Republicans have met twice to elect a delegate to the convention and the students go down and put in one of their Professors. We did this twice. I tell you the students win the thing here. When three or four hundred students club together they do something!"<sup>19</sup> The young men took the election seriously nevertheless. "The greatest excitement prevails among the boys to learn the results of the election," wrote Sims.

They are running down to get papers both night and morning. We had a vacation on election day and I went down to hear the returns that night. If the United States were like the Village of Evanston there would have been no danger for the Republican party. It would have been about five to one Republican. Somebody tried to frighten the boys from voting but they still voted. I would like to know which way the election went, at first we gave up all hopes, but we are now having more faith.<sup>20</sup>

The eventual election of Rutherford B. Hayes must have come as a relief to Sims and his Republican friends.

Politics accentuated the students' sense of their personal rights and freedoms. Any attempt to abridge those rights was met with protest and occasionally with legal action. Sims described a courtroom scene between a student and his landlord. "We had considerable fun yesterday afternoon," he wrote to his parents in February, 1877.

We attended a lawsuit between one of the boys at Dempster [Hall] named Peters, and the man who has charge of that place. They did not allow anyone to room there except those who boarded there and Peters would not board there but still roomed in the building. So one day he came home from his recitations and found his door broken open and his goods taken into another room and locked up and so Peters sued the man for damages. Peters' lawyers were two law students who went to school here last year and the other side had a regular lawyer and they had a jury of six men. Well, the jury decided that the man should pay \$50 and costs. So it was decided that they cannot turn students out of a room unless they gave them thirty days notice.<sup>21</sup>

Although contacts between the students and the townspeople were often tense, they were mild when compared to the altercations between the students and the faculty. Sims described a series of pranks played on hapless faculty members during winter of 1877. "Our German teacher has been a fizzle," he wrote disgustedly. "She is good as nothing. The boys do make a noise when they recite so she sends them out of class. One day she told one [fellow] to take the front seat. He jumped up and says: 'Where shall I take it to?' and then he left the room."<sup>22</sup> A second incident was not only disrespectful, it was also sacrilegious. "Some fire crackers were taken to the chapel and while one of the Professors was praying, the students fired one off. The Faculty found out who he [the culprit] was and suspended him."<sup>23</sup> A third incident, a series of pranks mocking the junior class exhibition, exasperated the faculty. The sophomores printed up comical programs, many of which were passed out to the audience. As the first speaker began his oration, his portrait, rigged by a wire to the ceiling, was lowered behind him.<sup>24</sup> "There was not much more listening to his oration," wrote Sims. The faculty was furious and this time they expelled the guilty student. Even though many sophomores saw themselves as adults, they were often given over to childish ways.

Sims left Northwestern in the autumn of 1877, but the letters he wrote to his parents reflected his personal growth during those two years in college. From a bewildered, depressed young freshman came a self-confident, socially-involved sophomore. These letters constitute a weekly record of his maturation. Moreover, the Sims letters



provide color to an otherwise drab picture of student life in Illinois in general and at Northwestern in particular. Most importantly, Sims' letters chronicle aspects of college life so often passed over in histories of colleges and universities: the trauma of freshman adjustment, the relations between students and the larger community and the relations between students and faculty.

While student letters are a particularly rich source for the history of higher education, they often are not readily available. In many instances alumni think of their student correspondence as so much foolishness and ultimately they destroy these sources. In the case of prominent graduates, adolescent letters and diaries are usually forgotten as small parts of large manuscript collections and are often located in repositories other than the subject's alma mater. Finally, the intimacy of such records raises questions of confidentiality and access.

Some of these problems concern college and university archivists who have a responsibility to seek out any and all records of the student experience. Clifford K. Shipton was particularly successful in collecting student notes, letters and diaries for the Harvard University Archives. Shipton regularly sent circular letters to graduates of a certain age soliciting their papers. Sometimes the appeal generated immediate replies and the Harvard Archives was soon the beneficiary of a number of new collections of student correspondence. In other instances the circular letters were discovered by the heirs among the papers of the recipients, and Harvard later received these student materials as gifts.<sup>25</sup> In any case, the success of the Harvard circular letters suggests that other institutions would also benefit from such a mailing.

College archivists must also become more conscious of student materials as they prepare their finding aids and their reports for the National Union Catalog of Manuscript Collections. Student correspondence constitutes only a small part of most collections and is of seemingly limited importance when compared with the records of later achievement. Because of this, student correspondence is not always noted in collection descriptions and NUCMC reports. With the increased interest in the history of higher education, college archivists should take care in the future to include some mention of the student material in appropriate collections. Yet the archivist must also balance this activity with a concern for confidentiality and must work for more exact definitions for enforcement of restrictions. The goal must be to "achieve a balance between openness and confidentiality which will further the educational value of the material and will be compatible with the role of the university in a free society."<sup>26</sup>

Student letters and diaries provide a new viewpoint on the history of higher education, especially in the nineteenth century. Unfortunately, correspondence will be less available in documenting the student culture of the twentieth century. The use of the telephone and the increasing popularity of the commuter campus have contributed to the decline in personal letter writing. This fact does not excuse the college archivist from searching for alternate sources. As historian Laurence Veysey noted more than ten years ago, "American universities are going to be extremely interesting institutions in the late twentieth century and not all of the excitement is going to escape being set down on paper."<sup>27</sup> College archivists and historians must work together to make sure that students do not become the silent people in the history of higher education.

1. Some of the better studies include the following: Richard Hofstadter and Walter P. Metzger, The Development of Academic Freedom in the United States (New York: Columbia University Press, 1955); Fredrick Rudolph, The American College and University: A History (New York: Knopf, 1962); Laurence Veysey, The Emergence of the American University (Chicago: University of Chicago Press, 1965); Robert L. Church et al., Social Sciences at Harvard, 1860-1920: From Inculcation to Open Mind (Cambridge: Harvard University Press, 1965); Winton U. Solberg, A History of the University of Illinois, 1867-1894 (Urbana: University of Illinois Press, 1968); Samuel Eliot Morison, Three Centuries of Harvard (Cambridge: Harvard University Press, 1936).

2. Fredrick Rudolph, "Neglect of Students as a Historical Tradition," in Lawrence E. Dennis and Joseph F. Kauffman, The College and the Student (Washington: American Council on Education, 1966): 47-58.

3. The best survey of recent work is Daniel B. Potts, "Students and the Social History of American Higher Education," History of Education Quarterly 15 (Fall 1975): 317-327; see also Potts, "Baptist Colleges in the Development of Society, 1812-1861," (Ph.D. diss., Harvard University, 1967); Marvin E. Gittleman, "College President on the Prairie: John H. Finley and Knox College in the 1890's," History of Education Quarterly 9 (Summer 1969): 149; Colin B. Burke, "The Quiet Influence: The American Colleges and their Students, 1800-1860," (Ph.D. diss., Washington University, 1973); Roberta Wein, "Women's Colleges and Domesticity 1875-1918," History of Education Quarterly 14 (Spring 1974); Sarah H. Gordon, "Smith College Students: The First Ten Classes, 1879-1888," History of Education Quarterly 15 (Summer 1975).

4. David F. Allmendinger, Jr., Paupers and Scholars: The Transformation of Student Life in Nineteenth Century England (New York: St. Martin's Press, 1975); Allmendinger, "New England Students and the Revolution in Higher Education, 1800-1900," History of Education Quarterly XI (Winter 1971): 381-389; Allmendinger, "The Dangers of Ante-Bellum Student Life," Journal of Social History 7 (Fall 1973): 75-85.

5. Allmendinger, "New England Students, " 381.

6. Information on Sims' life both before and after college can be found in the Sims Letters File, Class of 1879 Records, Series 30/6, Box 2, Northwestern University Archives.

7. Ibid., Sims' memoir, n.d.

8. Ibid., Sims to his parents, September 20, 1874.

9. Ibid., October 4, 1874.

10. Ibid., November 1, 1874.

11. Ibid., December 13, 1874.

12. Ibid., January 17, 1875.

13. Ibid., March 7, 1875.

14. Ibid., March 14, 1876.

15. Ibid., April 9, 1876.

16. Ibid., October 18, 1876.

17. Ibid., October 22, 1876.

18. Ibid., October 8, 1876.

19. Ibid., October 15, 1876.

20. Ibid., November 12, 1876.

21. Ibid., February 17, 1877.

22. Ibid., March 11, 1877

23. Ibid.

24. Ibid., March 25, 1877.

25 Clifford K. Shipton, "College Archives and Academic Research," American Archivist 27 (July 1964): 398.

26. Herbert Finch, "The Problem of Confidentiality in a College Archives" American Archivist 31 (July 1968): 241.

27. Laurence R. Vesey, "A Scholar's View of University Archives," in Rolland E. Stevens, ed., University Archives (Champaign: University of Illinois, 1964): p. 82.

## FOUR NEW REGIONAL NETWORKS: A PROGRESS REPORT

James E. Fogerty

The Midwest Archives Conference seminar on regional networks was held in Chicago during July, 1974. It was the first of MAC's planned series of special, in-depth seminars on limited topics, and drew twenty-two participants from seven regional systems.<sup>1</sup>

The seminar was organized in response to the growing interest in the use of regional systems to handle both public and private records, thus relieving the sponsoring institutions of total collection and storage responsibilities. The paper explosion of the 1950s and 1960s drastically increased the size of collections received by many of these institutions and made it difficult for them to collect even representative materials from across the regions they serve.

As the size of collections continues to grow, much history - particularly local and regional history - goes uncollected as institutions are inundated by the records of major personages, businesses, and political and social organizations. Although such records are of obvious present and future significance, the risk of losing equally valuable records of local and regional importance is great. Beginning with the 1961 renovation of the Wisconsin Area Research Centers, there has been a steady growth in the number of attempts to form workable regional networks. They have not, to be sure, been tried successfully in more than a few states; but the accomplishments of several of them, most notably the three largest networks in Wisconsin, Minnesota, and Ohio, have prompted continued and widening interest in the concept.

Four of the newest regional networks are reviewed here, based on information given by their representatives during the seminar and updated by the author during November, 1975. They are the systems

in Illinois, Michigan, Nevada, and Texas. The Wisconsin, Minnesota, and Ohio networks were also represented; they are covered by relatively recent articles that document their operations.<sup>2</sup> It is interesting to note that in Illinois, Michigan, and Texas the regional centers themselves are concerned solely with local public records, although they are housed with collections of both private and university papers. These two latter areas are kept separate from the public records collections, however, and fall outside the direction of the network programs. Thus all three networks concentrate on public records while their individual centers have further, unconsolidated, resources. This is a distinct departure from the Wisconsin, Minnesota, and Ohio networks in which both public and private records are administered by the network. In those instances, of course, the state archives and the state historical societies are parts of a single, coordinated organization. In Illinois, Michigan, and Texas the state archives are separate entities and control the networks.

At the MAC seminar, Illinois was represented by Wayne Temple of the State Archives and by J. Joe Bauxar of Northern Illinois University; Michigan by Martin McLaughlin, Assistant Archivist for Local Records; Nevada by John W. Townley, Director of the Nevada Historical Society; and Texas by John M. Kinney, State Archivist. Additional information on Illinois was provided by John Daly, Director of Archives.

## Illinois

The regional network in Illinois has undergone several important changes during the past year. The network previously consisted of four centers located at Northern, Southern, Eastern, and Western Illinois Universities. This group has been expanded to include additional centers at Sangamon State University, the University of Illinois at Chicago Circle, and Illinois State University at Bloomington. The network has been named the Illinois Regional Archival Depository System, and the state re-divided into seven collecting areas. The depositories are generally affiliated with the various university archives, although they are concerned only with the acquisition, storage, and servicing of local public records. The program is administered by the Illinois State Archives with minimal on-site supervision provided by the university archivists or other faculty personnel. A number of the affiliated archives include regional history collections as well as university papers. Only the public records are controlled by the State Archives. The regional program is headed by a director in Springfield, with eight field representatives who collect and transport materials, train student interns, and work with local government units.

Acting under a local records act of 1961, the State Archives es-

established a local records commission to handle requests for the disposition of all public records other than those of the state of Illinois. State records are handled by a separate commission. Local records slated for disposal are approved by a field representative of the Archives, who then presents the request, with others, to a meeting of the commission. Records approved for disposal but transferred to a depository because of historical value become the property of the depository. Records which counties and other government units must retain permanently may be transferred and placed on deposit. They are available for research while remaining the property of the issuing organization. At Northern Illinois University's depository a pilot project has tested a refinement of this program, allowing the archivist to choose for retention certain records from a list of those already approved for destruction. The project has proven very successful, and has been adopted as part of the revised program at all depositories.

A major exception to the above arrangements exists with relation to Illinois' court records, which are partially administered by a separate commission. The court records commission is technically bound by the state commission, and must submit all record actions to it for approval. Selection of those records, however, together with initial recommendations on disposition, originates with the court commission.

The Cook County records commission is another exception to general local records commission procedure. As the most populous county in the state, Cook has its own commission which reviews the disposition requests of county offices. The county commission then makes its recommendations, which are forwarded to Springfield. The depository at Chicago Circle is intended to serve Cook County's historical public records.

Local government agencies in Illinois, like those in Michigan, have committed themselves heavily to microfilming records for preservation. The result has been a great quantity of microfilm of widely-varying quality. Both to aid the local units and to establish statewide standards for microfilm operations, the state Micrographics Division provides a specialist to advise government agencies on their programs. This service promises to stabilize microfilm quality at an acceptable level. It is one of a number of similar consultive services available in Illinois.

Each of the Illinois depositories employs student interns to handle its collections, although the volume of work in the network has so far prevented much field activity by the students. Recently the State Archives applied for a National Endowment for the Humanities grant to expand and strengthen the depository staffs. The grant

would be used to employ additional student interns for work with local governments and with records in the depositories. It also includes provisions for an increased number of intern training sessions both in the system and in Springfield. Under grant conditions the system would chiefly concentrate on expansion of its field services.

The Illinois depositories have been established to provide for the systematic administration of local public records. With the additional centers and field personnel now available, the network will be able to greatly increase its effectiveness and service. The success of depositories such as the one at Northern indicates the potential of the entire new Illinois network.

### Michigan

Michigan's regional system, which includes five centers, is actually an updated version of a network which was first planned for operation in 1965. That effort remained largely a paper organization, however, and involved only one active depository of three original members. It ceased operations after a brief time. The present network began in 1972, using the concept and basic organization of the first, but with added members and more central direction. All five centers have contracts with the Michigan State Archives, which is a unit of the Michigan History Division of the Department of State. The Archives has assigned various areas of the state to each of the regional depositories, with authority to collect and store public records within those areas. Four of the depositories are located at universities - Central Michigan, Western Michigan, Michigan Technological, and Oakland. The fifth is housed with the Burton Historical Collection of the Detroit Public Library, and includes only records of the city of Detroit.

The network is headed by the assistant archivist for local records, who does much of the actual field work and collection for each center. The depositories have non-public records as well, although the State Archives controls only the public records. Each depository is headed by a university archivist or librarian who administers the private and university archival collections and the day-to-day activities of the entire unit.

One of Michigan's major new programs is aimed at extending microfilm operations across the state, thus easing storage problems for both local governments and the depositories. Because of the expense of implementing this as a statewide program, it has been undertaken as a series of joint ventures with local government units and the institutions housing the depositories, several of which have in-house microfilm operations. The State Archives provides the film and access to the records, and the depositories or local governments provide film-



ing equipment and staff. One reason for the decision to rely so heavily on microfilm is the fact that many local governments in the state have acquired microfilm equipment and used it widely, with very uneven results. State Archives personnel found much of the microfilm produced to be substandard in quality, and were faced with the need to educate local officials in microfilm procedure and standards. The general availability of equipment does, of course, make implementation of a statewide microfilm program easier. So far the program has proven successful, and will aid in reducing the volume of records eligible for transfer to the depositories.

The work of the local records archivist is largely concerned with creating and maintaining workable relations with local officials and depositories, offering them a service and the means to use it easily and effectively. He is responsible for field contacts, transport of records to depositories, and for the microfilm program. In addition, he supervises the handling of public records in the depositories. Space remains a problem, limiting the ability of depositories to store the potentially vast series of records available to them. The areas assigned to each are large; Michigan has 83 counties for an average of more than 16 counties apiece. All of the depositories collect private manuscripts as well as the public records, although only one (Western Michigan) serves as a university archives.

Recently the State Archives received a grant from the National Endowment for the Humanities to implement an inventory of public records in a selected group of counties and cities. Those selected represent a cross section of the state and include the following: Wayne County/Detroit; Kalamazoo County/Kalamazoo; Isabella County/Mt. Pleasant; Clare County/Clare; Houghton County/Houghton; and Keweenaw County/Eagle River. Teams from each of the depositories are carrying out the inventory under direction of the State Archives. The project is slated for completion during fall 1976, and will give an overview of the situation of local public records in the state. Hopefully, it will also lead to an expanded regional depository network, with additional centers and more space in each of its present components.

Despite its problems (which are common to many other networks as well) and the size of the task undertaken, the Michigan depository network has already made a good deal of progress as evidenced by the strength of its microfilming program alone.

## Nevada

One of the most unique regional systems yet established is Nevada's. The population distribution of the state has a great deal to do with the unusual way in which its regional program has developed. Nevada has only seventeen counties, three major population centers,

and two university campuses. The population is concentrated in the extreme south and west central parts of the state, with nearly ninety percent divided between Las Vegas and Reno. Besides the University of Nevada's two campuses (in Las Vegas and Reno), there are four community colleges (Las Vegas, Reno, Carson City, and Elko), and fewer than one hundred junior and senior high schools. The usual alternatives available for a regional system, such as the university facilities that are used in most of the other networks, are thus limited.

The state's single historical agency of any size is the Nevada Historical Society in Reno. Founded in 1904, the Society contains many collections relating to mining, railroads, and the numerous so-called agricultural colonies that attempted to make use of Nevada's vast stretches of open land. The Society has 9000 members, a full-time staff of nine persons, and operates from a building on the Reno campus of the University. It is funded by the state, and until 1968 also functioned as the state archives. At that time a separate archives was created, although the Society retained the state records it already held. The Society's materials were, however, unavailable for all practical purposes to the state's largest population centers, and Society personnel found that many of their potential users were simply out of reach. After an intensive consolidation and cataloging program that brought together the Society's materials (which had been scattered among warehouses in Reno) and publication of a guide to the more than 2,500 collections, the possibilities of direct service across the state were considered for the first time.

Because of the unusually few possibilities for use in a regional system, the Society's present director turned to the state's public libraries, in particular the county libraries, as suitable points for supervised use of historical manuscripts. The obvious difficulties presented by lack of an even distribution of population and university-level educational institutions made permanent depository-type regional centers impossible in Nevada. Instead, a system utilizing the county libraries as major points of use was devised and named the "Histo/Share" program. Under the program, user inquiries directed to the Society are redirected to the county libraries, where library personnel request the material for the potential user. Copies of the Society's guide were distributed to all participating libraries, colleges and universities, and serve as the basic reference tool for users in selecting materials. The Society evaluates the requests in terms of the fragility of the material, the reason for the request, and the length of time the material is needed. If, for instance, the material is requested by a high school student for a class paper, the Society may send xerox copies rather than originals. This safeguards the material while still performing a reference function. If, on the other hand, the user has more complex and longer-range needs, the Society will send the material to the library where it can be used un-

der the librarian's care. The materials sent out are delivered and returned by Society staff members on their trips around the state; periods of use currently average sixty days. Each participating library is signatory to a contract with the Society which specifies the responsibilities of each party. Loans are also made to the university and community college libraries under similar arrangements.

The expanse of the Nevada regional program is greater in miles (400 miles separate the Society in Reno from Las Vegas) than in number of requests received - which at present average three to four a month. Of the seventeen counties in the state, only eleven have county libraries, and all of these are under contract as members of the "Histo/Share" program. These eleven, with the two university and four community college libraries, and the Society itself, form the present practical limits of the Nevada regional system. So far the program has worked well, with a variety of requests for collection use. The fact that the Society's collections were so recently reorganized has made the task of monitoring their content much easier. The familiarity of Society personnel with each collection has helped prevent unnoticed loss or damage of documents on loan. The risk is there, of course, but so is the beginning of a remarkable program of public service.

The Nevada regional program is indeed unique, and would probably not be feasible in another, larger context. Within the limits of Nevada's requirements, however, it represents an innovative and highly promising answer to the problem of making historical materials available to an entire state.

## Texas

A regional archives program began in Texas in 1972. Called the Regional Historical Resource Depositories network, it is operated by the Texas Library and Historical Commission, a state agency which includes the State Archives. The program was one of two submitted to the Texas legislature by the state archivist, and was first funded by a special Governor's Office appropriation. (The other program suggested was a statewide public records microfilming program.) Funds for the network are now part of the budget of the State Archives, which has responsibility for its operation.

At present there are twenty depositories, with seventeen located on the campuses of state universities, and one each at Baylor University, the Houston Metropolitan Archives, and the library of former Texas Governor Bryce Daniels at Liberty. The latter will be housed in a new building by mid 1976, and will serve much of southeast Texas. It will also house Governor Daniels' papers, transferred from the State Archives.

Modeled loosely on the Wisconsin network, the Texas depositories are involved exclusively with public records. Little work is done or contemplated with private manuscripts; the depositories are intended as local records collections and service arms of the State Archives. The contracts covering the depositories call for all collecting and processing to be performed by the State Archives, which also undertakes general administration of the system, maintenance of a central catalog of holdings, and funding of a small staff of field representatives to work with local government units throughout the state. Each of the institutions is obligated to supply storage, supervision, reference service and to make its materials available for temporary transfer within the network. This last provision is a prime inducement offered to the various institutions. With the exception of such materials as broadsides, maps, books, and photographs, the depositories loan original materials as requested. The depositories are headed by various staff members of the participating institutions, including university archivists and special collections librarians. They are responsible for day to day activities with the advice and assistance of the field archivists.

A group of five archivists, one clerk, and a research assistant currently compose the staff of the network at the state level. One archivist, the assistant director for local records, serves as head of the program at the Archives in Austin, working with the clerical and research assistants. The other four archivists are assigned to geographic areas of the state where they serve as field advisors for the depositories. An additional person, funded by a local historical society, works for the network in the Liberty depository. In addition to their advisory work, the field archivists have responsibility for working with county and municipal officials, helping them evaluate their records and supervising a gradual inventory of county records holdings. They also provide information on the depository network, emphasizing the benefits of its programs for space-short agencies. County and municipal governments in Texas are not legally bound to cooperate with the depositories by transferring records and participating in inventories; their work with the program is voluntary and thus it must be 'sold' (and, once sold, kept alive) by the field archivists. A particularly important facet of their efforts is the development of retention schedules and records management guides to speed identification of records series for destruction or transfer to the depositories. As the counties are in the familiar position of possessing more records than storage space, this is one of the most valuable aspects of the program. The depositories have no authority to collect or process individually, and the field archivists thus assume a good deal of importance in the network.

The Texas regional network has already published an impressive series of public records inventories for a number of counties, a pro-

gram which was begun by the State Archives and is now headquartered at North Texas State University. Training of inventory personnel is coordinated by the Archives and North Texas, using history department faculty and students from universities throughout the state. The training process includes use of a twenty-minute film ("Texas Bound") which explains the basic aims of the inventory and acquaints viewers with the depositories. The program has been funded by a number of modest grants, including one from the University Coordinating Board, and has proven a definite success.

Coordination of the Texas network is, of course, complicated by the sheer size of the state, which has 254 counties. Several of the depositories are more than 800 miles apart, and the areas served by individual depositories average more than 12 counties each. Given the dimensions of the task, the Regional Historical Resource Depositories network has made an impressive beginning in its attempt to administer the local public records of Texas.

### Conclusion

The four networks briefly examined here provide excellent examples of regional systems built to suit specific situations. Their success indicates that the concepts behind regional network operation can be modified to serve a variety of needs. Nevada's "Histo/Share" program is a particularly interesting example of modified network development in what might at first glance appear an unworkable situation. Texas, too, has created a network to meet certain demands within an unusually large framework. And both Illinois and Michigan are certain enough of the positive potential of their systems to have undertaken major revisions of those operations.

These revisions are interesting in themselves, for they point to the necessity of adequate initial planning and periodic review. Each group of network organizers must look realistically at the limits of its own situation and design (and update) network structures that will fit within them. Undoubtedly this continuing planning factor has contributed to the success of the Illinois, Michigan, Nevada, and Texas networks. Although each exhibits some structural and organizational features that set it apart from the others (and from the Wisconsin, Minnesota, and Ohio networks), each is designed to meet the problems presented by the environment in which it operates. As mentioned earlier, all but one of the four networks reflect conscious decisions to build collections based entirely on public records. Only Nevada differs; its system is concerned with making existing material available for reference. Whether the public records networks will eventually include private manuscripts collections remains to be seen; it appears doubtful that such a step would be taken in the near future. The enormity of the tasks already undertaken will probably

prevent it.

The important consideration is that all four networks are in operation, and that each has the potential to make increased contributions as it grows. Indeed, the fact that the two Midwestern networks are in general alignment with the Wisconsin, Minnesota, and Ohio systems gives additional emphasis to their importance beyond state boundaries. Their continued successful growth may finally make possible the development of an experimental interstate network.

1. The Houston Metropolitan Archives was also represented.

2. Richard A. Erney, "Wisconsin's Area Research Centers," American Archivist 29 (January 1966): 11-15; Richard A. Erney and F. Gerald Ham, "Wisconsin's Area Research Centers," American Libraries 3 (February 1972): 135-140; James E. Fogerty, "Minnesota Regional Research Centers," Minnesota History 44 (Spring 1974): 30-32; David R. Larson, "Ohio Network of American History Research Centers," Ohio History 79 (Winter 1970): 62-67.

## BOOK REVIEWS

The National Archives and Urban Research, ed. by Jerome Finster, Athens, Ohio: Ohio University Press, 1974, pp. xi, 164, \$10.00.

This thin volume of papers presented at the Conference on the National Archives and Urban Research is of very uneven quality. The Sixth Conference on the use of the National Archives was held in June, 1970, and it is inexcusable that publication of the proceedings took four full years, especially since there was only minimal revision. The papers range from "laundry lists" of Archives holdings and federal urban programs to solid articles based on original research. Some of the contributions are pedestrian, but a few are very good and of considerable use. The primary difficulty with the book is that no one seems to have gotten a solid grasp of the topic. While some papers emphasize historical topics and approaches, others concern contemporary records of current programs. Many of the papers in the latter category had no place in this volume, but could have been of greater use as immediately-disseminated research lists.

The Conference was divided into four panels, dealing in turn with urban population, housing, transportation, and the impact of the federal government. Richard O. Davies' "One-third of a Nation: The Dilemmas of America's Housing, 1607-1970," and Glen E. Holt's "Urban Mass Transit History: Where We Have Been and Where We Are Going," are particularly good. In addition to these fine pieces are volume editor Jerome Finster's useful "Some Aspects of Urban Housing Records in the National Archives," and Sam Bass Warner, Jr.'s excellent introduction to the Conference, "The Demand for Relevance in American History." The Davies and Holt papers come in areas in which far too little substantive research has been done by American historians. Davies' paper, which emphasizes the twentieth century,

is essentially a well constructed survey of recent works in the field. Its conceptual basis is found, as is much of the Conference's, in Warner's work, especially The Private City. Davies and Warner agree that much of the responsibility for the poor condition of American urban housing lies in the "privatism" of capitalism, stressing profit at the expense of broader social considerations. Yet Davies also speculates that "the urban crisis might very well be more the product of our ever-escalating expectations than it is the result of actual deprivation." The reader must wonder how such speculation relates to the very real problems of America's major cities.

Holt's is an invaluable survey of urban transportation using both original sources and secondary materials. It is imaginative and well informed, pointing the way for future research. He, too, deals with the question which served as a theme for much of the proceedings--the problem of privatism. To a great extent problems of urban transportation, he argues, can be traced to the profit-seeking impetus of non-governmental transportation enterprises.

Warner has defined, and Davies and Holt have accepted, privatism as the isolating tendency associated with "the private search for wealth." "The goal of a city," Warner continued, "is to be a community of private money makers . . . the successes and failures of American cities have depended upon the unplanned outcomes of the private market." (Davies quoting Warner). In addition, we are presented in the conjunction of these several papers with the opportunity and the obligation to consider another aspect of privatism -- that mandated not by industry alone, but also by governmental agencies and federal planning. Where, for example, was the decision made to encourage the construction of single-family dwellings on the peripheries of urban America, or to proliferate superhighways rather than to develop mass transit? These two decisions alone are among the most important in creating the personal isolation and alienation of the contemporary urbanite, yet they were the result of planning. They were not made in a vacuum, but were guided by consideration for those same interests which earlier had made such decisions without government influence or interference.

Warner considered this indirectly in his call for a "relevant" urban history, one addressed to "the past history of governmental failure" evidenced in "the terrifying form of a racist, corporate, and military society that neglects the simplest needs of common life for the sports of science, business growth, and international dominance." He expects researchers to find and to use the records which show complicity in the military-industrial complex, and other "failures" of American government. Jerome Finster notes that many records of rejected alternatives are among the more valuable holdings of the Archives. His survey of available materials is the best in the volume, for he is aware both of the problems and promise of Archival holdings.



Finster also poses a question which is of considerable importance to the conceptual base of the book, and one which is a recurring problem in it. "For no category or sub-category of information," he cautions, "are there enough data in the archival records to render them the sole source to be relied on." This is clear enough -- rarely is there a sole sufficient source of information. Yet carrying the stated limitations further in his "Urban Transportation Records in the National Archives," Leonard Rapport says that "because of the nature of our federal government the National Archives is not a prime source for records relating to urban transportation . . . for documentation about the subway, the urban bus, the trolley, the horsecar -- a researcher's chances are better at home." This point is demonstrated amply by the sources used for the better papers in the book -- neither Davies nor Holt makes extensive use of materials in the National Archives. Nor, for that matter, have most other recent researchers on the same topics.

This book could have been improved by deleting many of the papers which were insufficiently prepared. They should have been more clearly addressed to the question of archival usability and this should be an inviolable requirement for future conferences. The few efforts made in this regard seemed little more than afterthoughts tacked on to the end of hastily prepared lists.

The Regional Archives branches promise to play a major role in the collection of relevant materials and to be an important source for historical and contemporary urban studies. Since the Conference was held in 1970 -- only shortly after the regional branches were established -- it would not have been realistic to have included at the Conference an evaluation of their importance. But, considering the delay in publication, an additional piece on this topic could have been included. Another basic improvement would have been the inclusion of Herbert Gutman's high quality essay on "The Negro Family in the United States, 1850-1890." The editor notes that Gutman's paper -- which was committed for publication elsewhere -- used data "derived largely from records in the National Archives." This in itself would have made it a valuable addition. (The result of Gutman's research will be presented in his forthcoming monograph, The Invisible Fact: A Social History of the Black Family).

There are some merits to the book which make it useful to city, state, and regional archivists, partly by informing them of the overall limitations of urban materials on the federal level, and thus alerting them to their greater responsibilities both as records collectors and managers. And, though this volume may be wanting, there are, nevertheless, important records of federal activity in the urban sphere to be found in the Archives. Many of these are contemporary, and incomplete, but others, such as the records of war-time

federal activities, are quite promising. In the final analysis, however, the book fails to respond to the needs of "the new urban history" as Warner defined them, or as Samuel Hayes addressed them in an earlier conference on statistical research. We can only hope that future conferences will be more aware of their commission.

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Guide to the National Archives of the United States. (National Archives and Records Service, General Service Administration, Washington), 1974. (\$12.30 from U.S. Supt. of Documents)

This monumental work will remain one of the major research tools of the archival profession for years to come. Superceding the Guide to the Records in the National Archives, published in 1948, this volume describes the massive holdings of NARS, including nearly one million cubic feet of records, more than 1.5 million maps, 4.5 million still photographs, 2.4 million aerial photographs, and the Archives' extensive holdings of microfilm, sound recordings, and other records. Most of the records included in the Guide were created by the legislative, judicial, or executive branches of the federal government; a small number of collections relate to other governments, private papers, and other documentary material. The time span documents the establishment and growth of the United States government up to the mid-20th century.

The unit of description used in the Guide is, quite understandably, the "record group" described by the compilers as "a body of organizationally and functionally related records established with particular regard for the administrative history, complexity, and volume of the records and archives of an agency." The descriptions, cross references, and index already reflect numerous reorganizations and changes in government agencies. Although the entries are brief, they do provide a wealth of information about the United States government and the history of the various agencies. In fact, there is no other single publication which contains such a wealth of concise and reliable information about the administrative development of our nation's government.

The compilers have arranged this massive information into six sections: (1) general United States government, including the pre-federal period; (2) legislative branch; (3) judicial branch; (4) executive branch; (5) other governments, including the District of Columbia; and (6) "documentary materials." In the last category are collections of non-governmental records in the custody of NARS. An

excellent table of contents and comprehensive index facilitate the use of this volume.

The Guide also provides the researcher with a wealth of information about the National Archives, its history, its policies and regulations. Sections on "Access to and Use of Records," "General Restrictions on Access," "Public Information Act of 1966," and suggestions for citing records in the National Archives of the United States facilitate the task of persons using the sources in the Archives. The Guide should be available to every major research library in the United States and in every archives. Individual scholars, whose research takes them into the vast realm of government records, will find this volume an indispensable research tool.

Many persons have made possible the preparation and publication of this Guide. Edward G. Campbell, Assistant Archivist, and the hundreds of staff members who have been associated with the National Archives since its founding in 1934--some locating and collecting records from various government agencies and out-of-the-way recesses of Washington--can take pride in this effort. Yet if one were to single out an individual for special praise it would be Frank B. Evans, Deputy Assistant Archivist. His understanding of archival administration, his knowledge of federal records and genius for organization have made this volume a monument to the National Archives, and indeed to the archival profession.

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Modern Manuscripts A Practical Manual for Their Management, Care and Use by Kenneth W. Duckett, American Association for State and Local History, Nashville, Tennessee, c.1975, xvi, 375pp, illus., \$16.00.

With the generous assistance and support of the American Association for State and Local History, the Council on Library Resources, and Southern Illinois University, Ken Duckett has produced a long-needed guidebook for manuscript workers that should soon become the standard work of its kind. Duckett, Curator of Special Collections at Southern Illinois University at Carbondale, has adroitly managed to prepare a beginner's textbook, which at the same time is of considerable use to those more advanced in manuscript practice and theory, and has done so in easily readable style.

Modern Manuscripts is a most convenient compendium. In addition to covering basic traditional matters involved in acquisition,

processing, use, care and conservation of manuscripts, the volume pays considerable attention to vital contemporary matters dealing with non-manuscript materials frequently acquired with manuscript collections; establishing bibliographic control over small and large lots of materials; and the all-important matter of fund raising. The section on "Information Retrieval: Automation, the Computer, and Microphotography" is one of several fine presentations and will be highly useful to those seeking an introduction to the field as well as to practicing archivists who need specific evaluations of the capabilities and limitations of these various techniques.

Modern Manuscripts also offers information on the history of manuscript collecting in the United States, on the administration of manuscript agencies, and on exhibits and other public-service use of manuscript materials. Several interesting appendices are provided, including a valuable "Directory- A Guide to Association, Publications, Equipment, Supplies, and Services," and a "Table of Equivalents" which, among other things, appraises one of the average weight of a Hollinger box filled with manuscripts and the approximate number of manuscript pages that can be stored in a Hollinger box.

Fortunately, Duckett did not attempt to cover all matters at great length, but the notes and bibliographic essays that accompany each chapter and the well chosen cumulative bibliography are sufficient in locating further information on almost every subject. In addition, he has given us a carefully reasoned, straightforward discussion of most of the practical problems confronting today's archivists, and he has not hesitated to make his opinions clear in evaluating current archival practices. This book will undoubtedly be consulted frequently by manuscript people, novices and experts alike—it has already been of considerable help to us at the Chicago Historical Society both in and out of our manuscripts' department. Modern Manuscripts is a 'must' for archival education and library science programs.

Despite its many strengths, Duckett's text could have profited from a more thorough consideration of retention and "weeding," admittedly an area where we must make subjective judgments, but one which needs study in light of the large amount of chaff often found among the wheat in various manuscript collections. Possibly, too, a better case could have been presented for analytic cataloging of specific items or sections of large collections as contrasted with simple unit cataloging of the collection as a whole. And some management practices mentioned in other chapters might better have been included in the section on Administration.

More basically, Modern Manuscripts could have furnished greater background on the socio-political aspects of manuscript work,

particularly on the relation of collecting programs to American society in general, a topic of increased attention in recent years because of the impact of social action movements, and because of the battle over ownership of former President Richard Nixon's papers. The author might have probed a bit more into how the collections of different repositories were formed and how policies on solicitation and acceptance of manuscript have developed over the years. We need to consider who our constituencies are, what kinds of researchers should consult manuscript collections now and in the future, and how we can make our collections more available and meaningful to a wider spectrum of potential users.

Additional commentary on the role of the Society of American Archivists, regional archival groups, and other professional organizations, and on working conditions of archivists would have given the text a broader perspective. Although Duckett's list of available programs and his perceptive comments on the qualities of a good manuscripts worker are helpful, we really need a more extended discussion of archival education.

Admittedly, some of the human factors in the use, care, and administration of manuscripts may be beyond the pale of a how-to-do-it, what-you-should-know text such as Modern Manuscripts. But since this volume, because of its general excellence, will be consulted by so many people over the years, I lament that a fine opportunity was lost to acquaint many people with some of the major issues prevalent in the manuscripts field today.

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