

ASSEMBLY INTERIM COMMITTEE REPORTS
1955-1957

VOLUME 13

NUMBER 17

Final Report of the
SUBCOMMITTEE ON
IMPACT OF ENEMY ATTACK ON ECONOMY AND
CONSTITUTIONAL GOVERNMENT OF THE
STATE OF CALIFORNIA

A Subcommittee of the
ASSEMBLY INTERIM COMMITTEE ON CONSERVATION,
PLANNING, AND PUBLIC WORKS

House Resolution No. 53, 1956
Prepared for the Subcommittee by James P. Keene, Jr.

MEMBERS OF COMMITTEE

FRANCIS C. LINDSAY, *Chairman*

JOHN L. E. COLLIER, <i>Vice Chairman</i>	VERNON KILPATRICK
BRUCE F. ALLEN	LLOYD W. LOWREY
JACK A. BEAVER	FRANK LUCKEL
FRANK P. BELOTTI	PATRICK D. McGEE
THOMAS W. CALDECOTT	CHARLES W. MEYERS
GEORGE A. CLARKE	ALLEN MILLER
PAULINE L. DAVIS	WILLIAM A. MUNNELL
RICHARD J. DOLWIG	EUGENE B. NISBET
THOMAS M. ERWIN	JACK SCHRADER
WILLIAM W. HANSEN	JESSE M. UNRUH
SHERIDAN N. HEGLAND	CASPAR W. WEINBERGER

HAROLD F. WISE AND ASSOCIATES

SAMUEL E. WOOD, *Research Director*

June, 1957

Published by the
ASSEMBLY
OF THE STATE OF CALIFORNIA

HON. L. H. LINCOLN
Speaker

HON. CHARLES J. CONRAD
Speaker pro Tempore

HON. RICHARD H. McCOLLISTER
Majority Floor Leader

HON. WILLIAM H. MUNNELL
Minority Floor Leader

ARTHUR A. OHNIMUS
Chief Clerk of the Assembly

COMMITTEE LETTER OF TRANSMITTAL

ASSEMBLY INTERIM COMMITTEE ON
CONSERVATION, PLANNING, AND PUBLIC WORKS
SACRAMENTO, CALIFORNIA, June 1, 1957

HON. L. H. LINCOLN,
Speaker of the Assembly
Members of the Assembly
Assembly Chamber, Sacramento, California

This final report of the Subcommittee on Impact of Enemy Attack on Economy and Constitutional Government of the State of California, with the legislation submitted herein, is indicative of the determination of the State of California to be prepared in case of major atomic disaster. While additional studies may be necessary in the coming interim, it is my belief that the legislation developed by this subcommittee and the cooperating agencies and groups is an important step forward and deserves the support of the Legislature and the people of this State.

Respectfully submitted,

FRANCIS C. LINDSAY, Chairman
Assembly Interim Committee on
Conservation, Planning, and Public Works

SUBCOMMITTEE LETTER OF TRANSMITTAL

ASSEMBLY CHAMBER, STATE CAPITOL
SACRAMENTO, CALIFORNIA, June 12, 1957

HON. FRANCIS C. LINDSAY, *Chairman*
Conservation, Planning, and Public Works Committee
California State Assembly
Sacramento, California

DEAR SIR: This is the final report of your Subcommittee on Impact of Enemy Attack on Economy and Constitutional Government of the State of California, prepared in accordance with House Resolution No. 53 on the First Extraordinary Session 1956.

The subcommittee has deliberately withheld the submission of this final report to the closing day of the 1957 Session to permit, through conferences of state and local agencies and the Bar Association, the development of legislation that these agencies and groups could support. This legislation, now having passed the Assembly and Senate, or having failed of passage, is submitted with this report. It is the firm conviction of the subcommittee that, as a result of its work and the co-operation of affected agencies and groups, California will be in a better position to sustain its governmental forms and social institutions following an atomic disaster.

Assembly Constitutional Amendment No. 65—A resolution to propose to the people of the State of California an amendment to the Constitution of the State of California, by adding Sections 38 and 39 to Article IV thereof, relating to the preservation of state and local government in the event of a major war-caused disaster.

The question being: Shall the Assembly concur in the following Senate amendment to Assembly Constitutional Amendment No. 65?

On motion of Mr. Kilpatrick, Assembly Constitutional Amendment No. 65 was ordered to the inactive file, and the subject matter referred to the Committee on Rules for assignment for interim study.

Request for Unanimous Consent

Mr. Kilpatrick asked for, and was granted, unanimous consent that he be permitted to insert an explanation relative to Assembly Constitutional Amendment No. 65 in a report which is being printed.

This report outlines the process whereby constitutional amendments were developed for the consideration of the Legislature. Assembly Constitutional Amendment No. 65 submitted with the report, is the product of such cooperative action. This measure preserves and provides for the operation of state and local governments following war-caused disaster. It is the belief of this subcommittee that this measure, which passed both the Assembly and the Senate, would have been of substantial benefit in the preservation of state and local government as

drawn, except for the fact that it was sent to the inactive file by its author at the request of the Los Angeles Bar Association. It was their feeling that, while the measure was good as far as it went, it was incomplete.

All of the measures clearing the Assembly committees have been passed by the Assembly and Senate without a dissenting vote except for Assembly Bill No. 2773 which was tabled in Senate Committee on Finance.

Two of the measures developed by the subcommittee, Assembly Bill No. 2780 and Assembly Bill No. 3162, have both passed the Assembly and Senate and have been approved by the Governor.

Assembly Bill No. 2780 merely provides for the destruction of certain records when they are obsolete by the Controller with the concurrence of the Director of Finance after they are five (5) years old;

Assembly Bill No. 3162 provides for the appointment by the Governor of a commission to conduct elections in the event voting records are destroyed.

Assembly Bill No. 2773 provides that, in case of catastrophe, it will not be necessary to prove that the maker of a will was living at the time the will was destroyed.

Assembly Bill No. 2777 has an appropriation of \$50,000 for micro-filming and safekeeping of records.

Assembly Bill No. 2778, providing for depositories outside the capital city, had an appropriation of \$18,799. This measure was tabled in Senate Committee on Finance.

Assembly Bill No. 2781 has been amended in both houses and by free conference; and is now an important permissive measure providing for the method of establishing stand-by officers in order to preserve local government in case of war-caused disaster.

The work of this subcommittee has been of such a pioneering character that other states and the Federal Government have been much interested in our progress. Due to the fact that this legislation is regarded as incomplete, further interim subcommittee studies are to be made with the hope that Assembly Constitutional Amendment No. 65 will be revived and that the Legislature will be given sufficient additional powers to cope with vacancies due to war-caused disasters in other constitutional offices, as provided for legislative offices. Constitutional amendments cannot go on the ballot until November general election of 1958. Therefore, enactment in the Budget Session of 1958 will have the same effect as if enacted during the 1957 general session.

Respectfully submitted,

VERNON KILPATRICK, Chairman
JACK A. BEAVER
ALLEN MILLER
Subcommittee on Impact of
Enemy Attack on Economy
and Constitutional Govern-
ment of the State of Cali-
fornia

"Our great need today is so to organize and concert our preparations that if an attack came, the Country would hold firm and carry on. The maintenance of effective civil government is at the heart of the problem. . . .

". . . insofar as we really make adequate preparations, we have created a strong *deterrent* to war. This aspect is familiar in maintaining large Armed Forces in being—we trust that by so doing we may avert a war. So, too, surely, with shoring up our government and administration, our industry and finance, our community life; in preparing to withstand a blow, we make it less attractive to strike . . .

"So long as one is urged merely to prepare for one's own survival in an event one never looks squarely in the face, self-consciousness and disbelief discourage compliance. If we could be brought to realize that there are things we can do now in every community actually to deter a war by making our internal strength notoriously adequate—that appeal should inspire willing exertions."

CHARLES W. FAIRMAN

Government Under Law in Time of Crisis

TABLE OF CONTENTS

	Page
Introduction	9
Providing Official Manpower in a Postnuclear Attack Situation---	13
Preserving Vital Records Against Nuclear Attack.....	17
Unfinished Business	21
Summary of Testimony of Witnesses at March 1st hearings.....	22

APPENDICES

1. A. B. No. 2773, an act to amend Section 350 of the Probate Code, relating to wills	33
2. A. B. No. 2777, an act to add Section 12265 to the Government Code, relating to the protection and preservation of essential state records, and making an appropriation therefor.....	34
3. A. B. No. 2778, an act to add Section 12260.2 to the Government Code, relating to the State Record Depository, AND MAKING AN APPROPRIATION	35
4. A. B. No. 2780, an act to amend Section 12465 of the Government Code, relating to destruction of records by the Controller.....	36
5. A. B. No. 2781, an act to add Article 6 to Chapter 1 of Division 7 of the Military and Veterans Code, relating to the preservation of local government	36
6. A. B. No. 3162, an act to add Section 55 to the Elections Code, relating to the destruction of voting records and the conduct of elections thereafter	39
7. A. C. A. No. 65, Assembly Constitutional Amendment No. 65—A resolution to propose to the people of the State of California an amendment to the Constitution of the State of California, by adding Sections 38 and 39 to Article IV thereof, relating to the preservation of state and local government in the event of a major war-caused disaster.....	39
8. California's Records—Preservation and Volume Control. Prepared by Legislative Auditor, February 8, 1957.....	41

INTRODUCTION

By the terms of House Resolution No. 53 of the First Extraordinary Legislative Session of 1956, this subcommittee was authorized to ascertain, study and analyze all facts relating to civil defense in the orderly, efficient and effective continuation of the processes of government at the state and local levels and the orderly, efficient and effective continuation of the activities of industry, business and professional services in the event of enemy attack and any other matters relating to enemy attack and the steps that must be taken to cope with effects and to continue the functioning of our society in as normal a manner as possible, including but not limited to the operation, effect, administration, enforcement, or needed revision of any and all laws in any way bearing upon or relating to the subject of the authorizing resolution.

The subcommittee issued a preliminary report, based on hearings held in Los Angeles December 5 and 6, 1956, and meetings and correspondence with numerous officials of state, county and local governments, members of the Bar and judiciary, and a study of relevant, available documents. Following this report, the subcommittee continued its studies and held a second hearing in Sacramento on March 1, 1957.

Testifying before the committee were the following: James W. Beebe, representing the Los Angeles Bar Association; Frederick Dutton, representing the Attorney General's Office; Dr. William N. Davis, Jr., representing Frank M. Jordan, Secretary of State; Stanley B. Fowler, representing Ronald A. Button, State Treasurer; A. Ruric Todd and Paul Barnes, representing Robert C. Kirkwood, State Controller; Stanley Pierson, representing the California Disaster Office; Sherburne W. Morse, representing the Federal Civil Defense Administration; M. D. Tarshes, Sacramento County Manager; William W. Ward, Jr., Director of Contra Costa County Civil Defense Office; Dr. Mitchel Kaufman, Executive Vice President of the Western States Atomic Storage Vaults; H. E. Hemmings, representing Harry M. Mangrel, President of Federal Reserve Bank of San Francisco; Walter E. Bruns, Executive Vice President of Bank of America at San Francisco; John Edwards Caswell, Assistant Administrative Analyst, representing the Legislative Auditor, A. Alan Post; Charles V. Dick, representing W. C. Jacobsen, Director of State Department of Agriculture; Maurice McCaffrey and Donald H. Roney, representing William A. Burkett, Director of Department of Employment; Marvin L. Blanchard, Organization and Cost Control Division, representing John M. Peirce, Director of Department of Finance; Harold M. Dorman, Assistant Division Chief, Department of Motor Vehicles, representing Paul Mason, Director; John B. Matheny, attorney, representing Frank B. Durkee, Director of Department of Public Works; Max K. Jamison, representing the Los Angeles Bar Association, and Lawrence G. Allyn, representing Ralph N. Kleps of the Legislative Counsel.

To set the stage for an adequate evaluation of the findings and conclusions of the subcommittee in this report, it is essential to repeat in brief form the findings and conclusions of the subcommittee in its preliminary report.

In that report, the subcommittee said:¹

It is clear to this subcommittee that when we face up to the real problems of possible nuclear attack, programs of defense or programs which deal only with the saving of lives are not enough. Nor is reliance on martial law, nor broad delegations of power to one official, nor the American genius for creating de facto forms of self-government enough. Our democratic society owes it to all the people who comprise it and all the children who will be born into it, to face the hard facts of the possible future without flinching, and to do what we can now to bring us through whatever that future may bring with our precious institutions intact.

With sufficient study and planning it is * * * within our power to devise * * * an emergency system of law that will conform to our traditions of democratic, constitutional government, which will minimize injustice, and which will enable us to cope with the terribly difficult problems of the post-attack era in an orderly, efficient and democratic manner.

In its preliminary report, the subcommittee mapped out four broad problem areas:

1. Problems of Succession to Elective Office. Methods must be devised to assure that the Governor's position is legally filled, even though the entire present line of succession is wiped out; the same is true for both houses of the State Legislature, for boards of supervisors, and for mayors and city councils. Likewise, provisions must be made for enabling the Legislature, in whatever form it exists after an attack, to do business immediately. The foregoing, in fact, is essential to implement operation of the present California Disaster Act, which now provides with reasonable adequacy for the necessary shifts and rearrangement of function and seat of operations of state agencies.

2. Problems of Record Storage. A state-wide study should be made to determine what records are vital to the orderly continuance of our economy, and plans should be made and implemented to store these records in microfilm form in one or more bombproof locations throughout the State. The necessary changes in our present laws should be made to assure the legal acceptability of such records in the event of an emergency when other records are destroyed.

3. Problems of the Judiciary. Provision should be planned now for the operation of our judicial system under conditions of a post-nuclear attack situation. This will necessitate many changes of both law and procedure from our present practices. Courts will have to be given broader powers than they now possess. Procedures must be simplified and provision made for rapid recruitment and appointment of court personnel to fill in the gaps and process the anticipated case load.

¹ Subcommittee on Impact of Enemy Attack on Economy and Constitutional Government of the State of California, *Preliminary Report*, January, 1957, pp 7-9.

4. Problems of Relationships Between Persons, the State, and Corporations. Legislation still will be needed in a number of fields substituting new procedures, rules, and principles to govern private relationships during the period of disruption. Arrangements must be facilitated regarding contracts, leases, mortgages, wills, trusts, etc., to meet contingencies arising out of nuclear attack. Many of these could be effected under existing law, while others would have to wait authorization under new statutes. Additionally, a basic plan must be devised to compensate individuals for injury, death, and the damage and disruption of property by nuclear attack. This should be primarily a responsibility of the Federal Government.

It is worthy of note that between the first and second hearings of this committee, evidence came forth of a substantially new trend of thinking on the part of Congress with regard to the problems of civil defense and post war government. Since January of 1956, the U. S. House of Representatives Subcommittee on Military Operations of the Committee on Government Operations, headed by Congressman Chet Holifield (D) California, has been engaged in a study of the civil defense program of the United States. On January 7th of this year, Congressman Holifield and others introduced a bill to completely revise our present system of civil defense administration (H. R. 2125). In contrast to our present system, which places primary responsibility for civil defense on state and local governments, this new bill places the responsibility for civil defense squarely on the Federal Government.

In its "Declaration of Policy" H. R. 2125 says, "The Congress hereby declares that civil defense is an integral part of national defense and a direct responsibility of the Federal Government in keeping with its constitutional duties to provide for the common defense and to protect the states against invasion. * * * In affirming the Federal responsibility for civil defense, the Congress recognizes that the states and their political subdivisions have an important supporting role and should be assisted and encouraged to perform appropriate civil defense tasks consistent with the national plan of civil defense provided for in this act."

In general, H. R. 2125 establishes a new Department of Civil Defense in the Federal Government, with its chief officer having cabinet status. The secretary of this new department is charged with the responsibility of formulating a national survival plan and carrying it into effect. Title V of the bill, which deals with the emergency situations created by expected or actual enemy attack, opens with a declaration of Congressional policy, making it clear that the Congress intends to retain strong civilian direction of civil defense in any emergency. The possibility of martial law is recognized, but its use is to be limited in time and place and to be resorted to only for urgent and immediate military requirements. The military role is conceived to be one of full cooperation and assistance to civil authorities consistent with military missions.

During an emergency, which may be declared by the President or the Congress, the secretary is authorized to carry out the civil defense operations required by the national plan of civil defense, but is relieved from certain legal restrictions on procurement, employment of

personnel, and the like. Also, the secretary would be authorized to requisition supplies, to coordinate and direct civil defense operations, and, if necessary, to assume control and operation of any state or local government. The duly elected or appointed chief executive of the state or local government would decide when a breakdown of civil government under his jurisdiction required the federal authority to take over.

It is manifest from the above, that while in this line of thinking the Congress recognizes the primary responsibility as a federal one, and is prepared to carry out that responsibility even to the extent of assuming control and operations of state and local governmental units, it would be highly desirable if this authority never had cause to be invoked, and that state and local government continued to function sufficiently well to survive uninterrupted. In any situation of emergency, such as a nuclear attack upon this Country, the problems and demands on the secretary and his department would be enormous; the problems involved in his having to assume operating control of state and local governments are scarcely less than if the military were called upon to do so, a development which all agree is both impractical and undesirable.

Therefore, this subcommittee feels that the work it is engaged in is important not only to the State and the people of California, but to the people of the Nation as a whole. The lines of attack we have been taking appear to fit quite well with the line of reasoning involved in the substance of H. R. 2125.

The subjects embraced by the scope of this subcommittee's work are vast and complex. Obviously, for example, the reorganization of our judicial system to operate in time of nuclear emergency is one which demands very extensive study and consultation by the bar, the judiciary, law enforcement officials, etc.

In the period covered by this report, therefore, the subcommittee has concentrated on two matters of major importance to any plan to insure survival of constitutional government in a post nuclear situation: continuity and succession of elected and appointed officers on a state and local level, and preservation of vital records.

Some of these matters can be solved through new laws passed by the Legislature and appropriate legislative representatives of political subdivisions, but others take a constitutional amendment passed by the voters. It is the hope of this subcommittee that during the current session of the Legislature, the basic legislation can become law as to those matters which the Legislature can deal with, and that the constitutional amendments can be framed and put on the ballot for voter decision no later than the next general election.

PROVIDING OFFICIAL MANPOWER IN A POSTNUCLEAR ATTACK SITUATION

As the subcommittee has pursued its studies of what must be done to prepare our society to repair and reorganize itself after a nuclear attack in the same democratic tradition we now enjoy, it has become plain that the first essential is a plan which will assure a continuity of leadership, both legal and actual.

It is now assumed, among those who have devoted thought to the problem, both federal and state, that with few exceptions the declaration of martial law is undesirable, and equally important, inefficient.

As a general solution, martial law is undesirable because it runs counter to the current of democratic government, because once imposed, it is difficult to end, and because its results are achieved at a price of the surrender of liberty. As a general solution, martial law is inefficient because it would superimpose upon the military a terrible additional work load at a time when all its energies should be devoted to fighting the enemy, because it is simply not possible to pretrain military administrators in the many and diverse techniques of government which are second nature to experienced, responsible civilian officials, and because our society can reconstitute itself much more rapidly under a democratic form of government than under a military dictatorship.

The new federal thinking on this subject is embodied in U. S. House Resolution 2125, authored by Congressman Chet Holifield and others. In this proposed bill to reorganize our civil defense, it is clear that if there is a total failure of local and state government, the federal agency which will move to fill the gap will be a civilian agency rather than a military one, except of course in those areas of important military missions, where martial law would be justified. Further, it is quite apparent from the language of H. R. 2125 that the federal officials would vastly prefer existing state and local governments to stay viable and functioning, if for no other reason, thus to reduce the total burden on the federal agency. Projecting ourselves into the post-nuclear attack emergency, it becomes readily apparent that the total demands on every part of our social and governmental organization will be at an absolute maximum, calling in turn for the maximum contribution each unit of the structure can make to the common good.

Our job, therefore, in California, is to provide a system whereby, if the day of attack ever comes, and if it is successful in wiping out many of our major cities, much of our population and much of our industry, we can still provide the official leadership to mobilize our energies as swiftly and as effectively as possible to tackle the mountainous tasks of rescue, rehabilitation and reconstruction.

In order for the State Government to function, we must have a Governor and a Legislature. Under the California Disaster Act No. 3599, during a state of extreme emergency, the Governor is given very broad powers including complete authority over all agencies of the

State Government and the right to exercise all the police power vested in the State. But should the Governor, and his entire line of succession be wiped out in an attack, there could be no legal head of the State Government to exercise these powers. Further, if half the legislators of either house of our State Legislature were knocked out, there could be no quorum, and the Legislature could conduct no business, including the election of a Pro Tem Governor.

To meet this situation the subcommittee called on Attorney General Edmund G. Brown to submit proposed drafts of the constitutional amendments required. The Attorney General's Office complied, furnishing drafts of a proposed constitutional amendment lengthening the line of succession to Governor, and a second dealing with the problem of legislative quorum.

The proposed amendment on line of succession to the governorship provides that the Governor shall make stand-by appointments, located in widely different parts of the State. Under this scheme, if the Governor and the present entire line of succession is wiped out, it is quite probable that at least one of these seven appointees would survive, and the senior appointee (senior from the standpoint of designation of order by the Governor) would become Governor. He would serve until the Legislature elects a pro tem Governor as now provided in the Constitution, or until the next general election.

The Attorney General's suggested approach to the problem of lack of legislative quorum is to provide that the survivors fill the vacancies caused by the attack, via temporary appointments of persons from the same districts in which the vacancies exist, and of the same political party as the last holder of the seat. These appointees would serve until special elections, as now provided by the Constitution, were held, or until the next general election.

In transmitting these recommendations, the Attorney General notes:

We have in these suggested constitutional amendments tried to implement the principles which Assistant Attorney General Dutton suggested at the hearing should guide us on this problem: (1) assure continuity of civil government, both in legal form and actual, personal leadership; (2) simple, so that it can be promptly, almost automatically implemented; (3) be specific in advance as to actual individuals involved so that all would not be wiped out and so that in case of a transportation and communications breakdown, specific persons could assure immediate fulfillment of the main functions of the State; (4) have a direct connection to the principle of representative government; (5) not unduly interfere with or impose upon the regular course of our governmental procedures prior to any disaster; (6) provide sufficient flexibility to meet the unpredictable demands of a major disaster situation, and (7) sharply limit the time length of power of the persons in a disaster, so as to assure a return to the elective process. We have also attempted, in drafting a proposed constitutional amendment to meet the legislative quorum problem, to assure protection of the tradition of separation of the executive and legislative branches of our government.

The logic involved in this thinking is quite clear. We provide standby Governors in sufficient numbers and sufficiently scattered so that one or more will survive; we make it a standing first order of business for the military to locate the senior survivor and transport him to the seat of government. Meantime, we put the legislative quorum back together through temporary Assembly and Senate appointments made by the surviving members, keeping closely to the same political and geographical distribution we had before the attack. As a corollary, we again make it a standing first order of business for the military to locate the surviving Members of the Legislature (and those they appoint) and transport them to the seat of business on a priority basis. The new Legislature can then proceed to elect a Pro Tem Governor, as presently provided in the Constitution. This requires a call for the purpose by the "senior deputy Secretary of State" and if such deputies are not already appointed with sufficient scattering and in such numbers as to guarantee a survivor, such appointments should and probably can be made without any change in the law.

The subcommittee submitted the draft amendments prepared by the Attorney General to the Governor's Office for review and comment. As the result of conferences involving the suggestions of the Governor's Office, the Bar Association, and the proposals of the Attorney General, Assembly Concurrent Amendment No. 65 was developed for consideration of both the Assembly and the Senate during this session.²

It is the recommendation of the subcommittee that this constitutional amendment be passed and that additional study proceed in the coming interim to determine whether or not additional constitutional amendments are necessary to meet the imperative requirements of the State.

The continuity of State Government alone is not enough. Most of the immediate problems of a postnuclear attack situation will have to be met by the governments of local political subdivisions. Insurance of the continuity in leadership is as important at the local level of government as it is at the state level.

To meet the needs at this level of government, the members of the subcommittee have introduced Assembly Bill No. 2781, which would add Article 6 to Chapter 1 of Division 7 of the Military and Veterans Code.³ This legislation was drafted for the subcommittee by the Los Angeles Bar Association.

In general, Assembly Bill No. 2781 provides that local agencies, i.e., counties, cities and counties, cities (whether organized under charter or general law) districts and other public corporations may appoint standby officers to serve if regular officers are unavailable, in the event of a "disaster" which is defined to mean a calamity, whether man made (such as an attack by nuclear weapons) or natural (such as earthquake, fire or flood) which renders unavailable a majority of the legislative body of the local agency. The standby officers are required to inform themselves of the duties of the office for which they are standbys, keep informed of the business and affairs of the local agency, to report immediately for duty in the event of disaster,

² See Appendix 7, p. 40.

³ See Appendix 5, p. 36.

to fill the posts for which they have been appointed, if needed in the order of their appointments. The act also provides that as soon as possible after the disaster, the local agency's legislative body shall meet, survey the damage, reconstitute itself, reconstitute the local agency by appointment, and proceed to perform its functions in the preservation of law and order and in the furnishing of local services.

In its original form, this bill provided for the appointment of three standby officers for: (a) each member of the legislative body; (b) for the chief executive, if said executive is not a member of the legislative body, and (c) for each officer heading a department having duties in the maintenance of law and order or in the furnishing of public services. In another section, the original draft provided that "standby officers shall not be officers presently holding offices in or be employees presently employed by the local agency. Should said standby officers become officers or employees of the local agency, their post of standby officer shall become vacant."

Objections were raised at the subcommittee hearings as to the prohibition against present officers or employees of the agency becoming standby officers. The reason behind the prohibition is obviously to preclude their all being killed or disabled simultaneously, but the objections raised were that the prohibition would prevent the appointment of the very person best trained and most qualified to fill the posts, particularly where these posts involve knowledge and training of a highly technical nature, such as firefighting, police work, etc.

The subcommittee and the special committee of the Los Angeles Bar working on this problem have concluded that these objections have merit insofar as they pertain to positions other than the legislative and executive head posts. Therefore, the legislation is being redrafted to provide that standby appointments be made as outlined above for the members of the legislative body and the executive head only. Standby appointments to heads of departments having to do with public health and safety are to be made in this fashion: "As soon as practicable after the effective date of this act, the legislative body of each local agency shall provide for the succession of officers which head departments having duties in the maintenance of law and order or in the furnishing of public services relating to health and safety and over which said legislative body has the power of appointment." This allows the local agency to handle the matter in any way it sees fit; the important thing is that the agency should be prepared to handle it in some fashion in advance of any disaster, not afterward.

The subcommittee recommends the passage of Assembly Bill No. 2781, as amended, to insure continuity of local governmental leadership in time of disaster.

PRESERVATION OF VITAL RECORDS AGAINST NUCLEAR ATTACK

This subcommittee is concerned with the preservation, in compact form, and safe and enduring storage, of such records of the state and local governments of California which could form the basis for reconstructing our government in a postnuclear situation. With vital records at hand, the task is infinitely easier than without them. Indeed, total lack of vital records, or even of any substantial portion of them, would create such confusion that to untangle it would absorb the combined energies of a large part of our officials and citizens for years, at a time when every ounce of energy should go into the work of reconstruction.

In considering this question, however, the subcommittee has become inevitably aware that it is only one phase of a much larger problem of record accumulation, storage, retention, selection and destruction. The latter, larger problem has been of concern to various agencies and legislative committees for a number of years. Writing as late as February of 1957, Legislative Auditor E. Alan Post notes: ⁴

The creation of documents and the collection of documents and records as a basis for the exercise of governmental authority is one of the essential aspects of the governmental process. To manage these documents and records, to provide for their custody and to make determinations as to the preservation of those which are essential and the destruction of those which are obsolete becomes, therefore, one of the major problems of governmental administration.

Although the Central Record Depository was created by legislation of 1947, and a system of official authorization for destruction of obsolete records established as early as 1927 and extended in 1939, many agencies had not set up a consistent program of record retirement by late 1956. There is definite evidence of growing interest, but it is doubtful if the halfway point has been reached.

At the present time, almost the entire bulk of state records is concentrated in Sacramento, San Francisco and Los Angeles, with the preponderance being in Sacramento. In the event of enemy nuclear attack on this Country, the three prime targets would be Los Angeles, San Francisco and Sacramento. Thus, among other results, almost all of our vital records would be wiped out by the blast or rendered radioactive for periods up to two years and consequently unavailable.

If the bombs fell tomorrow, the only records which we could be reasonably sure of retaining would be those microfilmed by the Secretary of State and stored in the atomic vaults at Felton. These records

⁴ Legislative Auditor, *California's Records—Preservation and Volume Control*, February 8, 1957, p 1; see Appendix 8, p 41.

include microfilm copies of the original laws in the State of California, original Journals of the Legislature, the State Constitution, the Spanish Archives, and the California corporation records. The Secretary of State is in the process of microfilming all deeds to land owned by the State of California. In addition, the State Employees Retirement System stores microfilm copies of board minutes, control account records, investment records and other permanent accounting records in a bank vault in Grass Valley, and the Compensation Insurance Fund has attempted to employ the dispersal principal by storing microfilm copies of their important records in their records in Fresno. Both of these might also be still available after a nuclear attack.

Manifestly, however, these records are scarcely enough to allow the government or the citizenry to begin reconstructing their lives and their government in a postnuclear attack situation.

The answer to our problem appears to involve several steps:

- 1. A determination of what records are vital in the context we are considering.**
- 2. A device, which may involve both legislative action and fiscal aid, to require and/or encourage the microfilming of such records, both public and private, as may be found to be vital and their storage in a safe place under proper conditions.**
- 3. An aggressive, continuing program, to carry out the decisions made under Points 1 and 2.**

It was pointed out to the subcommittee many times during the course of its hearing that the actual proportion of "vital" records to total records may be very tiny indeed. For example, a survey of United States Post Office records showed that only three-thousandths of 1 percent were of the nature considered to be indispensable. Again, the greatest accumulator of records in California State Government is the State Department of Employment. These records are indispensable for operating in normal times, but it was stated to the committee by representatives of the department that virtually none of them would be "vital" in the context of which we speak. Further, the Legislative Auditor points out that the paper in the last five years' personal income tax files and the franchise tax files would pave El Camino Real with documents from San Jose to Los Angeles. Yet very few, if any, of these particular documents, are "vital" to the reorganization of government after a nuclear attack.

Storage of vital state documents in microfilm form in the vaults of the Western States Atomic Storage Vaults near Felton has been offered to the State at cost—\$2 per cubic foot. No one has yet provided the subcommittee with any estimate of the total storage space which would be needed by the State, but by way of comparison, the total needs of a city the size of San Jose have been estimated at 20 cubic feet, and the total needs of the United States Post Office Department at 30 cubic feet. **Even if the needs of the State ran 2,000 cubic feet, the total yearly storage cost would be only \$4,000, or about the salary of one medium grade clerical employee.**

From evidence supplied to the subcommittee, it appears clear that there can be no safe storage within miles of a target area.

Writing in the July-August, 1956, issue of the *Harvard Business Review*, Robert A. Shiff, President of the National Records Management Council, Inc., reveals the results of a test of the effects of a 20 kiloton bomb on storage equipment:

The principal blast and heat damage to records storage equipment occurred to the unshielded units, which were all within 500 to 4,700 feet from ground zero (the spot on the test site just below the explosion). Only six units survived the blast. The balance were: (a) destroyed and scattered around the test site as small pieces of metal or unidentifiable debris; or (b) blasted apart but still identifiable; or (c) so badly damaged by missiles that we could not recover them, i.e., take them away in anything like their original form. * * * Records could not survive even in good storage units at 1,270 feet or less. A sensitized thermal strip placed in the Class B safe at 1,270 feet indicated the interior temperature had reached 490 degrees, whereas paper is safe only up to 350 degrees. * * * As for uninsulated storage units, two cabinet files, placed at 2,750 feet and 3,750 feet (behind cement block walls to gauge heat effect rather than blast effect, which would obviously have destroyed them, were badly scorched and not suitable for reuse, but most of the records in them were found in recoverable form . . .

It should be noted here that these effects were from an explosion of a 20 kiloton bomb, which, in the terrible lexicon of nuclear explosions, is a "minor" bomb. Today's weapons run to 20 megatons and higher. It was stated in testimony before the Holifield U. S. House Subcommittee that a 20 megaton bomb extended its comparable blast damage effects to 10 times the distance of a 20 kiloton bomb. Thus, instead of reading, "Records could not survive even in good storage units at distances of 1,270 feet or less," or two miles from ground zero in every direction, and we should read that records in uninsulated storage could not survive the heat damage at distances of five miles to eight miles in every direction from ground zero.

The above has referred to blast and heat damage, without regard to radioactivity, which, according to testimony before the subcommittee, extends over a much larger distance, and may last as long as two years. Records unavailable for two years, in the context of a post nuclear attack situation, might just as well be totally destroyed.

While the cost of adequate storage is negligible, the cost of microfilming is not, and the subcommittee was repeatedly told by witnesses that there is now no consistent comprehensive program within the State Government to produce microfilms of uniform quality and cost with trained operators. According to the legislative auditor, a realistic cost is about 1 cent per document when left in roll film form. Thus, the average cost of reproducing on microfilm the contents of a standard five-drawer letter file cabinet, averaging 4,500 pages per drawer, is estimated to be \$225. Obviously, indiscriminate microfilming cannot be allowed, and the most careful selection of records must precede large scale operations.

Two bills bearing on this subject have been introduced by this subcommittee. The first of these creates a Joint Interim Committee on the

Preservation of Essential Public Records, composed of members of both Senate and Assembly, to continue the study of this vital matter after this legislative session shall have adjourned (Assembly Bill No. 2774). This measure or a joint resolution on the same subject would authorize the committee " * * * to ascertain, study and analyze all facts relating to the preservation of public records of the State and of local government agencies in order to permit the functioning of government in the event of the destruction of the originals of such records by an atomic or other major disaster, including but not limited to the operation effect, administration, enforcement and needed revision of any and all laws in any way bearing upon or relating to the subject of this act, and to report thereon to the Legislature, including in the report its recommendations for appropriate legislation."

The second bill on this subject is Assembly Bill No. 2777,⁵ which originally proposed to create a Commission on Essential State Records. In its first amended form, this commission would consist of the Director of Finance, a Member of the Senate appointed by the President Pro Tem of the Senate, a Member of the Assembly appointed by the Speaker of the Assembly, the Secretary of State, the Attorney General, a Representative of the County Supervisors Association of California, a Representative of the League of California Cities, and a member of the History Department of the University of California. This commission "shall determine what state records are essential to the functioning of the State government in the event of a major disaster that would result in the destruction thereof. It shall provide for the micro-filming on authentic reproduction or reconstruction by electronic process of such records and for the storing of the microfilms or other authentic reproduction or reconstructions of such records in such places within the State as it determines appropriate." This bill also provides that copies " * * * of such records shall have the same validity and force and effect as the originals in the event that the originals are destroyed by a disaster."

In its final form each state agency, with the concurrence of the Secretary of State and the Director of Finance, assume the responsibility granted the commission.

The Legislative Auditor has set forth eight points which, with some minor changes, appear to this subcommittee to cover about what both the proposed joint committee and proposed commission will study, as follows: ⁶

1. What functions of which agencies are essential to government in an emergency?
2. Within the essential agencies, which records are genuinely essential?
3. Which agencies normally considered essential would find their functions so disrupted by the destruction of a substantial fraction of the State's population and property that they might as well start over in their creation of records?
4. How can land title companies and counties' photocopying programs be coordinated to serve both public and private interests?

⁵ See Appendix 2, p. 34.

⁶ *California's Records, op. cit.*, p. 3.

5. Which records of the counties, municipalities and special districts must be protected?
6. Which records of individuals must be protected—births, marriages, deaths, penal records?
7. At what point is the balance to be struck between the cost of the program and the calculated risk that it will never be needed?
8. What record groups should be microfilmed because of the joint considerations of space-saving and atomic security, whose microfilming could not be justified on one basis alone?

It would appear desirable at this juncture to extend the scope of the proposed joint committee's investigations to include private as well as public records. The joint committee could, for example, call upon the legal profession, and various industry and business groups to survey their own branches to ascertain what vital records should be preserved. Some organizations have already moved in this direction, and according to testimony before the subcommittee, one, the Bank of America, appears to have one of the most advanced programs in the Country.

The Bank of America not only has a complete disaster organization plan ready for operation, but daily microfilms copies of its important records and transactions which it disperses to a number of points throughout the State. On the basis of investigations made for it by cooperating committees, the joint committee could consider what incentives the State might offer to encourage completion of the program, and what laws might be passed to compel microfilming and state storage of records (such as wills, to use one example) vital to the people of the State of California.

This subcommittee earnestly recommends the passage of Assembly Bill No. 2777, to make a start toward the tremendously important program of protecting the essential records of our State and local governments against disaster destruction.

UNFINISHED BUSINESS

It will be noted from the foregoing that the subcommittee has concentrated its efforts on two of the major problem areas enumerated in the preliminary report, and repeated in the introduction to this report: the continuity of official leadership at all levels of government, and the preservation of vital records against nuclear attack.

We have done so because the urgency of the problems seemed to us to require that the first work be done on matters which could be dealt with at this current legislative session, and also because it has become increasingly apparent that if we can successfully handle those two, we can in some fashion solve the others.

This is not to minimize the importance of the other two: problems of the judiciary, and problems of persons, the state and corporations.

These are immensely complex subjects which demand study over a considerable period of time by many people and organizations. We recommend that this subcommittee be continued as an interim subcommittee to work through the period between the end of this session and the beginning of the next, and we earnestly solicit the continued cooperation of the Bar, the Judiciary, and the agencies and individuals who have so graciously assisted this subcommittee in its work.

SUMMARY OF TESTIMONY OF WITNESSES BEFORE THE SUBCOMMITTEE

MARCH 1, 1957

JAMES W. BEEBE, Representing the Los Angeles Bar Association

Mr. Beebe stated that he had been directed to offer the subcommittee the help of the Los Angeles Bar's Special Committee on Local Problems of Disaster to solve the problems discussed in the preliminary report of this subcommittee. He said that time before adjournment of this session of the Legislature was too short to permit full development of the "package" of emergency law to cover the whole situation, and that we should attempt to work on the most critical of these problems—the preservation of law and order—at this session.

He said that to preserve law and order and continued local services, it is essential that there be persons available to do the job. Succession to important offices must be assured. Mr. Beebe's committee had aided in the draft of Assembly Bill No. 2781, which deals with problems of succession in local government, and he stated that he believed that the Legislature had the power to enact such a law. He closed by saying that the work of the subcommittee had engendered national interest and that in the short time the subcommittee had been at work, it had achieved more results than any other group.

FREDERICK G. DUTTON, Representing Attorney General Edmund G. Brown

Mr. Dutton stated that the Attorney General's Office was engaged in studying the problem of official line of succession in constitutional executive and legislative offices, and was drafting a proposed constitutional amendment on this subject. Mr. Dutton laid down the principles which were guiding the office in its work, as follows:

1. Continuity of civil government should be assured, both in the legal and actual leadership sense.
2. A line of succession beyond that presently provided must be sufficiently clear and previously specified as to avoid all doubt as to where the power and responsibility lie.
3. The line of succession should be specific in advance as to actual individuals as well as offices, to allow for preparation.
4. Additional line of succession must be sufficiently long to cope with the incapacitation of public officials on a scale not hitherto experienced.
5. The additional line of succession must consider the likelihood that major areas of population will probably be the principal targets, and therefore must draw from undevastated areas.
6. The additional line of succession must be based on drawing on individuals with the actual experience and personal leadership to cope with the large scale problems involved.
7. The additional line of succession must reflect the representative responsible nature of civil government.

8. At the same time, the additional line of succession must not impinge upon or complicate the organization or operation of State Government in any sense in its ordinary and regular activities prior to the emergency.
9. The additional line of succession must provide for flexibility so that if a person high in the sequence survives but is not immediately available, another in the line can serve until he becomes available, and if the State should be splintered, any or all can serve in their own areas.
10. The persons thus succeeding to public office should serve only until the earliest possible moment that officials can be regularly elected. Mr. Dutton stated in answer to questions that he had found that California was in the forefront of the work on this problem, indeed, all alone, and that there was evidence that de facto governments would later receive judicial recognition in an emergency situation, but that constitutional government was much more secure.

**FRANK M. JORDAN, Secretary of State, and
DR. WILLIAM N. DAVIS, JR., Archivist-Historian**

Mr. Jordan pointed out that his department had been working on the problem of preserving essential records for many years. Ten years ago, he said, he had all the Spanish archives microfilmed and the original laws of the Legislature microfilmed. At first these were in bank vaults, but later transferred to the atomic vaults at Felton. His department has recently microfilmed all corporation records and stored them in a safe place. In answer to questions, he stated that because of a lack of understanding of the seriousness of the question and the vital nature of the records on the part of some counties, state law as to these matters appeared to be necessary, and that preservation of vital records throughout the State was a state responsibility.

Mr. Jordan and Dr. Davis both agreed that the greater part of the cost of such a program would be in the duplication of existing records on microfilm. They felt that the counties might be able to bear this in cases where any kind of a program exists because it would be a very small item of current expense to make another microfilm where one is already being made. The cost of storage at the vaults in Felton was nominal.

Dr. Davis illustrated the compression of space accomplished by microfilming by noting that the material the Department of State had in storage at Felton amounted to 770 file drawers, or 1,520 cubic feet of space, in their original form; in their microfilmed form, they occupy less than 10 cubic feet of space.

**STANLEY B. FOWLER, Deputy State Treasurer, Representing
State Treasurer Roland Button**

Mr. Fowler said he felt lines of succession should cover succession to the Office of Treasurer in order to carry on the payment of state warrants and take care of the variety of assets which the State Treasurer's Office has on deposit in its vaults. He said that their vault was now in the process of completion and modernization, and that they had been advised it would withstand attack by atomic bombing. The

study should be a continuing one, he felt. To questions, Mr. Fowler noted that the State holds bonds for itself and insurance companies and businessmen with respect to the tax and other situations where security deposits are required. These could be replaced on evidence they were destroyed. The same applies to the cash held. Mr. Fowler doubted that it would be necessary for the Treasurer's Office to participate in a central records atomic storage problem.

MURRAY TODD, Deputy State Controller, and PHIL L. BARNES, Assistant Deputy Controller, Representing State Controller Robert L. Kirkwood

Messrs. Todd and Barnes disclosed that the Controller's Office was in the process of making a study of all records in the department, and to analyze their essentiality and importance in case of atomic attack. The department presently has no records stored in the atomic vaults at Felton, all now being either in Sacramento or dispersed in other offices of the State Controller in Los Angeles and San Francisco. Warrants, pay roll lists, inheritance tax records, were listed as among those in the possession of the State Controller which were vital and which might have a serious effect on the preservation of orderly government if destroyed. Mr. Barnes suggested that it would be almost impossible to keep reproducing records that are temporarily indispensable, but that certain periodic recordings might be made, duplicated and stored against disaster.

Mr. Barnes suggested that multiple storage of duplicate copies of essential records might be desirable to facilitate carrying on in the event of a disaster to Sacramento.

STANLEY PIERSON, Director of the California Disaster Office

Mr. Pierson commented on the importance of the work of the subcommittee, and noted that on receipt of a copy of its preliminary report by the President, it was turned over to the Federal Civil Defense Administration, which was sending a representative here later in March to discuss the matter with the chairman. He commented on H. R. 2125, and noted that the hearings before the Holifield Committee brought out clearly that there would be very little chance of marshal law being declared because the military would be too busy with missions of their own. He noted also that under H. R. 2125, it would be the civilian Department of Civil Defense which would move in rather than the military, and then only at the request of the local officials.

Mr. Pierson pointed out that in the event of a direct hit on Sacramento on a legislative day, our entire constitutional government would be gone, and emphasized the importance of a longer constitutional line of succession.

SHERBOURNE W. MORSE, Representing Federal Civil Defense Administration, Region 7

Mr. Morse commended the State of California for assuming leadership on the problem. He said no other state is as advanced as California, and that the FDCA was keenly interested in the progress of the California studies, and would be sending representatives to consult with the committee in the near future.

**M. D. TARSHES, Manager, Sacramento County, Appearing
as an Official of Local Government**

Mr. Tarshes stated that in his opinion, county governments would be encouraged to do more microfilming of their vital records if they could have access to them for operating as well as security purposes. He cited as an example the fact that most of the county recorder's records must, under present law, be retained in perpetuity, either the original, or in photostatic copy form. He said that if the microfilm copy of these records could be used for operating purposes, microfilming would be much more extensively employed than now. Present statutes governing the retention and destruction of county records are highly confused and should be clarified. Mr. Tarshes had some comments on Assembly Bill No. 2181. Specifically, he objected to the provision which requires that "standby officers shall not be officers presently holding office in or be employees presently employed by the local agency." He said that this might make the purpose of the act defeat itself, because it would preclude the appointment of the most experienced and logically qualified persons to such appointments. Mr. Tarshes also called for clarification of the provisions of the bill determining when a position or a post becomes vacant. He stated that in his opinion provisions in the bill providing for appointments to local agencies by mayors of cities up to 150 miles away in the event none closer was available was impractical because of either lack of communication between the local agencies or lack of knowledge of qualified individuals by officials in other counties, and suggested that such vacancies should be appointments of the Governor or his successor. Mr. Tarshes also pointed out that under the present law, the Governor may issue, during an extreme emergency, rules and procedures which shall have the effect of law, that all officers and employees of state and local government are required to comply with them, and that the Governor may enforce compliance by temporary suspension of the violating officer or employee and appoint his temporary successor. Mr. Tarshes felt there might be some inconsistency between the provision for locally appointed standby officers and the power of the Governor listed above. In response to a statement by Chairman Kilpatrick that all bills so far introduced were "spot" bills and not final drafts, Mr. Tarshes expressed his willingness to work on refinements. He made a final point that there was currently confusion in the law as to how much authority the Governor possesses and how much is left with local jurisdictions, under conditions of extreme emergency, and called for clarification.

WILLIAM H. WARD, Director of Civil Defense for Contra Costa County

Mr. Ward stated that he and others engaged in the business of civil defense had been looking forward to the type of work this subcommittee was doing for some time, that they have recognized the need for it, and were delighted to see it being done. He said that legislation of the type being studied by the subcommittee would have a beneficial effect on the entire civil defense situation. This, he said, because of the widespread assumption on the part of local officials that in the event of an atomic disaster the military would simply step in and take over had impeded civil defense planning and action at a local level.

He said that legislative action indicating that this will not be done would have a most encouraging result in helping local civil defense officials get their jobs done.

Commenting on a point made by Mr. Tarshes, he noted that in most counties, local officials of importance all have civil defense responsibilities, and that calling on them to staff jobs in areas 150 miles away might strip the home county of its responsible officials.

**DR. MITCHELL KAUFMAN, Executive Vice President of the
Western States Atomic Storage Vaults**

Dr. Kaufman discussed the Western States Atomic Vaults in Felton, which have presently 190,000 cubic feet of storage space in a mountain vault with much more available, with the center of the vault 90 feet underground, temperature and humidity controlled, with all sorts of reproductive machinery available. There are, he said, only two vaults of this kind in the United States, one here and the other at Iron Mountain in New York.

Dr. Kaufman said he had visited all but three counties in California. Of those visited, 18 have records completed under safe storage, 11 are preparing, and the others are doing nothing, he said. He cited the example of the work of the Secretary of State of California in preparing, microfilming and storing the records as an effort which had received nation-wide recognition, and noted the examples of other states, specifically Utah and Colorado, where counties are by law required to prepare their records and microfilm them. The states then make a duplicate copy and store them at state expense, including one set of copies filed in the vaults at Felton. Dr. Kaufman noted that the advances in the technique of microfilming had brought the cost down from former years.

In Colorado, he said, microfilm copies were by legislation designated as legal documents for everyday use.

Dr. Kaufman commented that some counties tended to build their own archive centers too close to the center of the county, citing Los Angeles and San Diego, and added that he had been informed by radiological experts that radioactivity following an atomic attack might last as long as two years.

He favored the idea of a State Vital Records Commission, and noted that the simplification of forms, the reduction of paper work to a minimum, and the microfilming and safe storage of vital documents were important to state and local governments in times of peace, as a space and money saver, as well as in times of emergency.

Dr. Kaufman said his company would make space in the Felton Vaults available to the State of California, as a patriotic gesture, at a break-even cost of \$2 per cubic foot. He was unable to estimate the total amount of space required for the States' vital records in microfilm form, but noted that the space required by a city the size of San Jose was 20 cubic feet.

**H. E. HEMMINGS, Cashier of the Federal Reserve Bank
of San Francisco**

Mr. Hemmings reported to the subcommittee on the records preservation program of the Federal Reserve Banks and their branches. The program is now system wide. Essentially it consists of the duplication of daily records of each bank by microfilm and immediate shipment (several times a day) via United States mail to a records depository which is considered a safe location outside of the offices of the bank. In the case of the Federal Reserve Bank of San Francisco, with branches in Seattle, Portland, Salt Lake City and San Francisco, the center is Boise, Idaho.

The Federal Reserve Banks have issued a manual, continually revised to be up to date, covering what records are to be duplicated, how they should be mailed, how they should be prepared, etc. Key personnel have identification cards from the FCDA in the hope that these will get them through the lines to the centers and operate the banks.

**WALTER E. BRUNS, Vice President of the Bank of America
at San Francisco**

Mr. Bruns reported on the records preservation program at the Bank of America, which he believed is further advanced than any other bank except the Federal Reserve Banks.

Basically, this program is one in which essential records are micro-filmed daily and a complete set is dispatched to a number of branches of the Bank throughout the State, and perhaps outside the State. Total number of depositories was unspecified, but Mr. Bruns stated that it was considerably more than two. The depositories were selected with the idea that one or more would not be attacked. A chain of authority plan has been worked out to cover any anticipated situation, so that the Bank of America can continue operation, with its head office located at any one of a number of points throughout the State.

**JOHN EDWARD CASWELL, Assistant Administrative Analyst, Representing
the Legislative Auditor, Alan Post**

Mr. Caswell began by summarizing assumptions on which a state records preservation program should be based: an enemy attack with nuclear weapons on notice of only hours, major centers of population knocked out, perhaps one-third of the State's population casualties, and perhaps two-thirds of the chief industries inoperative.

In this situation, he said, many records which are considered essential to normal state business would be completely superfluous, citing as an example income tax returns. He suggested that in the emergency situation posed, we might as well forget about income taxes and income tax records and start over again. The same applies to a number of other state agencies, for example Beaches and Parks, which in a post nuclear attack situation would find their normal functions so disrupted that they would have to start again in their creation of essential records. Mr. Caswell suggested that the really vital records for the government in a post nuclear attack situation might be a very few in kind—such as records of basic identification of individuals, primarily birth certificates, documents for identifying property, records of criminals, etc.

He noted that title companies are now microfilming large quantities of land title records, but with no consistent policy or photographic technique, and he suggested the need for standardization.

Mr. Caswell posed a number of questions which need answering, such as: What functions of which agencies are essential to government in an emergency? What records are genuinely essential? What records of local governments must be preserved? What records of individuals must be protected? At what point is the balance to be struck between the cost of the program and the calculated risk that it will never be needed? What records should be microfilmed on the basis of space saving as well as security? Mr. Caswell suggested that state agency heads should be called on at once to specify which of their records are essential to operation in the conditions which will exist after an atomic attack, and what fiscal and legal records of the agency must be preserved. After this information is compiled, it should be reviewed by the Legislature in the light of cost and policy.

C. D. DICK, Assistant Director of the Department of Agriculture

Mr. Dick noted that in case of enemy attack, one of the very important things would be the maintenance of our food supply production, and the maintenance of food free from contamination. He pointed out that the employees of the Department of Agriculture were pretty well scattered over the State; of 1,300 permanent employees, only about 475 are located in Sacramento. Thus at least a portion of the organization of the Department of Agriculture would survive an attack to carry on the important functions of the department, which include prevention of the introduction and spread of pests and the inspection of meat and other food products as to their sanitary quality and freedom from contamination. Mr. Dick spoke of the importance of maintaining the line of succession of the governorship and the power of the Legislature to act as vital to the continuation of the department, of which the head is appointed by the Governor, and its functions determined by legislative act. He felt that the department had relatively few vital records which needed protection; mentioned that among those that did were hide and brand records, monthly fiscal reports, and files on the presence of plant diseases and animal diseases.

Mr. Dick reiterated objections to barring employees and officers from becoming standby officers.

DONALD H. RONEY, Chief of Field Operations for the Department of Employment, Representing William Burkett, Director

Mr. Roney told the subcommittee that while his department was perhaps the greatest record accumulator of all state agencies, relatively few of those records would be essential in a post nuclear attack situation. He noted that in such a situation, the main burden of payments to the unemployed would probably be handled by a federal program which would make the State Unemployment Insurance laws substantially inoperative. The department has for a number of years maintained certain summary records of control accounts and statistical records in a vault in the mountain areas. Records used by the department are not of the type which lend themselves to microfilming, in

general, Mr. Roney said, because they have a highly mechanized operation, using electronic equipment.

MARVIN L. BLANCHARD, Organization and Cost Control Division, Representing John M. Peirce, Director of Department of Finance

Mr. Blanchard said that the Department of Finance has been concerned with the problem of records management since about 1940, and has since 1955 by Legislative act been charged with the responsibility for all aspects of research and consultation in relation to records management for the entire State. He pointed out that the problem of records preservation against a disaster is only one aspect of the entire records management program. Mr. Blanchard stated his department did not feel that any new organization is necessary in order to accomplish the objectives of the subcommittee—that the Governor or the Director of Finance out of their existing legal responsibilities can accomplish whatever the Legislature wants.

Mr. Blanchard noted that the percentage of records to the continued life of an organization is usually a very tiny fraction of the total records involved. As an example, he cited the survey of United States Post Office records which showed that the truly vital records were only 1/1000ths of 1 percent of the total.

He cautioned the subcommittee that the fact that microfilming reduces the total bulk of records about 99 percent may lure people into overlooking that the remaining 1 percent may not need to be kept. He also pointed out that from an operational point of view, additional copies of records can be prepared at no cost at all and shipped to dispersal points for storage, at less cost than the microfilming process.

Mr. Blanchard closed by reasserting the responsibility of the Department of Finance for the primary management, business management and fiscal management of the State Government, and that it should have the general responsibility for this type of over-all program. In response to a question, Mr. Blanchard suggested that if state agencies could be induced to dispose of unnecessary records now retained, there would be plenty of space and plenty of money available through not purchasing additional filing cabinets, etc., so that an over-all program of disaster storage of vital records would not cost the state anything.

HAROLD M. DORMAN, Assistant Division Chief, Department of Motor Vehicles, Representing Paul Mason, Director

Mr. Dorman suggested to the subcommittee that his department had three sets of records which might be considered for the disaster storage program: vehicle title files; drivers license files; registration of vehicle files. Certain fiscal records having to do with trust funds in the financial responsibility section are duplicated elsewhere.

Conceding that neither the drivers license file nor the registration files might be considered vital, Mr. Dorman said that because the vehicle title file represents ownership of seven million vehicles, a considerable amount of the total economic wealth in the State, this might be worth preserving. The problem, he said, was how to do it.

Currently on IBM cards, duplication would take a seven million initial run and a daily run of 14,000 to reflect daily transactions. IBM cards do not lend themselves to microfilming.

The department has under current study other methods of recording, such as electronic memory tapes, which it may have installed and operating within two years, which might lend themselves to duplication and storage. It would be necessary to clarify the law on the legality of this type of record in the event others were destroyed.

MAX JAMISON, Representing the Los Angeles Bar Association

Mr. Jamison emphasized the importance of the work of this subcommittee to the preservation of our society and our way of life. He pointed out that we have spent, are spending, and will spend billions of dollars to minimize the damage of attack to our physical properties. Even so, we know that we will not escape damage if attacked. For a relatively modest sum and a little effort, he said, we can provide for the continuation of our civil government and thereby: one, stand a better chance to prevent martial law from taking over; two, keep our civil life functioning so that we can reorganize to defeat the enemy, and three, possibly prevent us from becoming the subjects of a government of the type we will be opposing.

There will not be time to prepare after the attack, Mr. Jamison pointed out. What is to be done must be done beforehand. He urged that the subcommittee continue its work, pledged the cooperation of the Los Angeles Bar Association to further the work. All we need do is provide the tools to remain free; the people will take care of the rest, Mr. Jamison concluded.

LAWRENCE ALLYN, Representing the Legislative Counsel Bureau

Mr. Allyn, in response to questions, commented on several points raised during the hearing about the legality of various kinds of records. His opinion was that no serious questions had been raised; that in the event of a disaster, when only duplicate records were available, it would be possible to legalize those records then; that the Department of Motor Vehicles was merely instructed by law to keep records and not told how, that they had changed their methods in the past and could in the future without any legal conflict.

**RICHARD CARPENTER, Executive Director and General Counsel,
League of California Cities**

Mr. Carpenter, unable to attend the hearing, sent a letter commenting in some detail on matters before the subcommittee. He enclosed with his letter League Report No. 33, entitled, "The effect of an Emergency Upon the Police Powers of a City," with the comment, "It appears to us that a complete understanding of known emergency powers of local governmental agencies will enable your committee to go forward from that point and supply powers which have not been conceded by the courts in similar emergency circumstances."

Mr. Carpenter joined in recommending the creation of a Joint Interim Committee on Preservation of Essential Public Records, and in support of Assembly Bill No. 2781, creating standby officers. He pointed

out that policy—that is, what to do, should be established well in advance of the disaster, and execution of the policy left to the administrative officials and their standbys. He made another point in favor of standbys, which inferred their use as assistants even when their principal survived, in that the sheer fatigue of a 24-hour-a-day operation would in a very short time render an official useless unless relieved.

Mr. Carpenter stated that the league would incline to oppose Assembly Bill No. 3161, as an unnecessary duplication of the state regional civil defense offices.

Further, Mr. Carpenter says they would be opposed to the method by which the proposed district is created, even if it is necessary, and that in any case, if any such district is created, it should be brought into being by the local governments which would be essential parts of the district.

HAROLD W. KENNEDY, County Counsel of Los Angeles County

Mr. Kennedy, also unable to be present, said in a letter that the objects and purposes of the subcommittee's study are of tremendous importance to the welfare of the entire State and all of its people.

He restated the view expressed in his testimony before the subcommittee in December that the proper approach "was to draft a carefully prepared separate and self-executing constitutional amendment that would encompass this problem and set forth a formula for the succession of powers and the restoration of constitutional government and law in the event of a dire catastrophe such as the destruction of legal bodies through enemy attack."

Mr. Kennedy renewed his emphasis on the point that "care must be taken not to amend existing sections of the Constitution or statutory law and raising doubt that through the guise of preparing for a catastrophe brought about by the dropping of atomic bombs upon our people, unusual powers were being granted or summary action taken except in the event that the catastrophe took place and it was essential for the preservation and restoration of government to take such action." Mr. Kennedy proffered further details of his views subsequently.

APPENDICES

APPENDIX 1

AMENDED IN ASSEMBLY MAY 24, 1957

CALIFORNIA LEGISLATURE—1957 REGULAR SESSION

ASSEMBLY BILL

No. 2773

Introduced by Messrs. Kilpatrick, Miller, and Beaver

January 22, 1957

REFERRED TO COMMITTEE ON JUDICIARY

An act to amend Section 350 of the Probate Code, relating to wills.

The people of the State of California do enact as follows:

SECTION 1. Section 350 of the Probate Code is amended to read:

350. No will shall be proven as a lost or destroyed will unless proved to have been in existence at the time of the death of the testator, or shown to have been destroyed ~~fraudulently or~~ by public calamity, *or destroyed fraudulently in the lifetime of the testator, without his knowledge*; nor unless its provisions are clearly and distinctly proved by at least two credible witnesses.

APPENDIX 2

AMENDED IN ASSEMBLY APRIL 25, 1957

AMENDED IN ASSEMBLY APRIL 18, 1957

AMENDED IN ASSEMBLY APRIL 11, 1957

AMENDED IN ASSEMBLY MARCH 28, 1957

CALIFORNIA LEGISLATURE—1957 REGULAR SESSION

ASSEMBLY BILL

No. 2777

Introduced by Messrs. Kilpatrick, Miller, and Beaver

January 22, 1957

REFERRED TO COMMITTEE ON JUDICIARY

An act to add Section ~~12264~~ 12265 to the Government Code, relating to the protection and preservation of essential state records, and making an appropriation therefor.

The people of the State of California do enact as follows:

SECTION 1. Section ~~12264~~ 12265 is added to the Government Code, to read:

~~12264.~~ The Commission on Essential State Records is hereby created. Its membership shall consist of the Director of Finance, the Secretary of State, and the Attorney General, serving *ex officio*, and a representative of the County Supervisors Association of California, a representative of the League of California Cities, and a representative of the University of California, who shall be appointed by the Governor and serve at his pleasure.

The President pro Tempore of the Senate and the Speaker of the Assembly shall each appoint a member to meet with and participate in the work of the commission to the extent that such participation is not incompatible with their positions as Members of the Legislature, and they shall constitute a legislative interim committee on the subject of this section with all the powers and duties imposed on such committees by the Joint Rules of the Senate and Assembly.

The members of the commission and of the interim committee shall receive no compensation for their services, but shall be reimbursed for their actual and necessary expenses incurred in connection with the performance of their duties.

The commission shall determine what state records are essential to the functioning of the State Government in the event of a major disaster that would result in the destruction thereof. It shall provide for the microfilming or authentic reproduction or reconstruction by electronic process of such records and for the storing of the microfilms or other authentic reproductions or reconstructions of such records in such places with the State as it determines appropriate.

12265. *Each state agency, with the concurrence of the Secretary of State and the Director of Finance shall determine what state records it has that are essential to the functioning of the State Government in the event of a major disaster that would result in the destruction thereof, including any records that are highly important and that would be costly to reproduce or reconstruct. Provision shall thereupon be made for the microfilming or authentic reproduction or reproduction by electronic process of such records, which shall be done by the agency, the Secretary of State, or the Department of Finance, as may be determined to be most economical. Such material shall then be stored by the Secretary of State in such places within the State as he determines to be appropriate.*

Microfilm copies, electronically reproduced copies, or copies reconstructed from the punch cards which produced the originals of such records shall have the same validity and force and effect as the originals in the event that the originals are destroyed by a disaster.

SEC. 2. The sum of ----- dollars (\$-----), or so much thereof as may be necessary, is hereby appropriated from the General Fund in the State Treasury to the Commission on Essential State Records to carry out the provisions of Section 12261 of the Government Code.

SEC. 2. The sum of fifty thousand dollars (\$50,000) is appropriated from the General Fund in the State Treasury in augmentation of the Emergency Fund created by Item 283 of the Budget Act of 1957, for expenditure in carrying out the provisions of Section 12265 of the Government Code.

APPENDIX 3

AMENDED IN ASSEMBLY APRIL 25, 1957

CALIFORNIA LEGISLATURE—1957 REGULAR SESSION

ASSEMBLY BILL

No. 2778

Introduced by Messrs. Kilpatrick, Miller, and Beaver

January 22, 1957

REFERRED TO COMMITTEE ON JUDICIARY

An act to add Section 12260.2 to the Government Code, relating to the State Record Depository, and making an appropriation.

The people of the State of California do enact as follows:

SECTION 1. Section 12260.2 is added to the Government Code, to read:

12260.2. The Secretary of State may establish and operate a Branch Record Depository in the Los Angeles area. branch record depositories.

SEC. 2. The sum of ----- dollars (\$-----) eighteen thousand seven hundred ninety-nine dollars (\$18,799) is hereby appropriated

from the General Fund to the Secretary of State to be expended for the establishment and support of the branch record depository in *Los Angeles*.

APPENDIX 4

ASSEMBLY BILL No. 2780

Passed the Assembly May 25, 1957

Passed the Senate May 23, 1957

CHAPTER-----

An act to amend Section 12465 of the Government Code, relating to destruction of records by the Controller.

The people of the State of California do enact as follows:

SECTION 1. Section 12465 of the Government Code is amended to read:

12465. When they are in excess of five years old, reports from county and city officials and individuals, claims, canceled and paid warrants, pay roll documents, and other records may be destroyed by the Controller, with the concurrence of the Director of Finance.

APPENDIX 5

AMENDED IN CONFERENCE MAY 27, 1957

AMENDED IN SENATE MAY 20, 1957

AMENDED IN ASSEMBLY MAY 9, 1957

AMENDED IN ASSEMBLY APRIL 30, 1957

AMENDED IN ASSEMBLY APRIL 27, 1957

AMENDED IN ASSEMBLY APRIL 19, 1957

CALIFORNIA LEGISLATURE—1957 REGULAR SESSION

ASSEMBLY BILL

No. 2781

Introduced by Messrs. Kilpatrick, Miller, and Beaver

January 22, 1957

REFERRED TO COMMITTEE ON MILITARY AND VETERANS AFFAIRS

An act to add Article 6 to Chapter 1 of Division 7 of the Military and Veterans Code, relating to the preservation of local government.

The people of the State of California do enact as follows:

SECTION 1. Article 6 is added to Chapter 1 of Division 7 of the Military and Veterans Code, to read:

Article 6. Preservation of Local Government

1550. The Legislature finds and declares that in a war, or at the start of a war, many areas widely scattered in California are prime targets for enemy attack. Some or all of these areas could be severely damaged in the first or the repeated attacks. Injured persons would be fleeing the areas hardest hit and secondary target areas would be evacuating to the less damaged or undamaged parts of the State.

While such attacks are continuing and in the reconstruction period following such attacks law and order must be preserved and so far as possible government services continued or restored. This can best be done by civil government. To help preserve law and order and to continue or restore local services it is essential that the local units of government continue to function.

In enacting this article the Legislature finds and declares that the preservation of local government in the event of a disaster is a matter of state-wide concern. The interdependence of local agencies requires that for their mutual preservation and for the protection of all the citizens of the State of California that all local agencies have the powers to take the minimum precautions set forth in this article. The purpose of this article is to furnish a means by which the continued functioning of local agencies will be assured. Should any part of this article be in conflict with or inconsistent with any other part of this code the provisions of this article shall control. Nothing in this article shall prevent a city or county existing under charter from amending said charter to provide for the preservation and continuation of its government in the event of a war disaster.

1550.01. The terms set forth in this section as used in this article shall have the meanings set forth unless the context requires a different meaning.

“Local agency” means counties, cities and counties, cities, districts, authorities and other public corporations and entities in the State of California, whether organized and existing under charter or general law.

“Disaster” means a war or enemy caused calamity such as an attack by nuclear weapons which renders unavailable a majority of the legislative body of any local agency.

“Unavailable” means that an officer is either killed, missing, or so seriously injured as to be unable to attend meetings and otherwise perform his duties. Any question as to whether a particular officer is unavailable shall be settled by the legislative body of the local agency, or any remaining available members of said body (including stand-by officers who are serving on said legislative body).

“Stand-by officers” means qualified persons appointed pursuant to this article to hold themselves available to function as incumbents of the post for which they have been appointed in case of disaster.

1550.02. As soon as practicable after the effective date of this article, each local agency may provide for the succession of officers which head departments having duties in the maintenance of law and order or in the furnishing of public services relating to health and safety.

1550.03. To provide for the continuance of the legislative and executive departments of the local agency in case of a disaster, the legislative body thereof shall have the power to appoint the following stand-by officers:

- (a) Three for each member of the legislative body;
- (b) Three for the elected chief executive, if said executive is not a member of the legislative body.

In case a stand-by office becomes vacant because of removal, death, resignation or other cause the legislative body shall have the power to appoint another person to fill said office.

Stand-by officers shall be designated number 1, 2 and 3 as the case may be.

1550.04. The qualifications of each stand-by officer shall be carefully investigated and a summary of the qualifications of each such officer shall be entered on the minutes when he is appointed. Each prospective appointee to a post of stand-by officer shall be examined as to his qualifications under oath.

The legislative body may request the Director of the California Disaster Office to aid in the investigation of any prospective appointee in the manner provided in this section. No examination or investigation shall be made without the consent of the prospective appointee.

Stand-by officers shall not be officers or employees of the local agency. Should said stand-by officers become employees or officers of the local agency their post of stand-by office shall become vacant. Consideration shall be given to places of residence and work, so that for each office for which stand-by officers are appointed there shall be the greatest probability of survivorship.

1550.05. Each stand-by officer shall take the oath of office required for the officer occupying the office for which he stands by.

Persons appointed as stand-by officers shall serve in their posts as stand-by officers at the pleasure of the legislative body appointing them and may be removed and replaced at any time with or without cause. Stand-by officers shall receive no compensation for the performance of their duties as stand-by officers.

1550.06. Each stand-by officer shall have the following duties:

(a) To inform himself of the duties of the office for which he is stand-by officer. Officers and employees of the local agency shall assist him and each local agency shall provide each stand-by officer with a copy of this article.

(b) To keep informed of the business and affairs of the local agency to the extent necessary to enable him to fill his post competently. For this purpose the local agency may arrange information meetings and require attendance.

(c) To immediately report himself ready for duty in the event of disaster at the place and in the method previously designated by the local agency.

(d) To fill the post for which he has been appointed when because of disaster it has become vacant. Stand-by Officers No. 2 and No. 3 shall substitute in succession for Stand-by Officer No. 1 in the same way that said stand-by officer is substituted in place of the regular

officer. He shall serve until the recovery of the regular officer from his injuries or the election or appointment of a new regular officer.

1550.07. The legislative body of the local agency shall meet as soon as possible after a disaster. The place of meeting need not be within the local agency. The meeting may be called by the chief executive of the local agency or by a majority of the members of the legislative body. Should there be only one member of the legislative body he may call and hold said meeting and perform acts necessary to reconstitute the legislative body.

1550.08. At the first meeting after the disaster the legislative body shall:

(a) Ascertain the damage to the local agency and its personnel and property. For this purpose it shall have power to issue subpoenas to compel the attendance of witnesses and the production of records.

(b) Proceed to reconstitute itself by filling vacancies until there are sufficient officers to form the largest quorum required by the law applicable to that agency. Should only one member of the legislative body or only one stand-by officer be available, that one shall have power to reconstitute the legislative body.

(c) Proceed to reconstitute the local agency by appointment of qualified persons to fill vacancies.

(d) Proceed to perform its functions in the preservation of law and order and in the furnishing of local services.

1550.09. Should all members of the legislative body, including all stand-by members, be unavailable, temporary officers shall be appointed as follows:

(a) By the chairman of the board of supervisors of the county in which the local agency is located, and if he is unavailable,

(b) By the chairman of the board of supervisors of any other county within 150 miles of the local agency, beginning with the nearest and most populated county and going to the farthest and least populated, and if he is unavailable,

(c) By the mayor of any city within 150 miles of the local agency beginning with the nearest and most populated city and going to the farthest and least populated.

1550.1. If any section, subdivision, subsection, sentence, clause or phrase in this article, or the application thereof, to any persons or circumstances is for any reason held invalid the validity of the remainder of the article, or the application of such provision to other persons or circumstances shall not be affected thereby. The Legislature hereby declares that it would have passed this article and each section, subdivision, subsection, sentence, clause or phrase thereof, irrespective of the fact that one or more sections, subdivisions, subsections, sentences, clauses or phrases, or the application thereof, to any person or circumstance be held invalid.

APPENDIX 6

ASSEMBLY BILL No. 3162

Passed the Assembly May 14, 1957

Passed the Senate May 24, 1957

CHAPTER_____

An act to add Section 55 to the Elections Code, relating to the destruction of voting records and the conduct of elections thereafter.

The people of the State of California do enact as follows:

SECTION 1. Section 55 is added to the Elections Code, to read:

55. In case of a disaster in which a portion or all of the voting records of any county is destroyed, the Governor may appoint an Election Commission to outline and recommend procedures to be followed in the conduct of regular or special elections. The commission shall consist of the Governor, the Secretary of State, the Attorney General, and the county clerk or registrar of voters of each county in which destruction occurs.

APPENDIX 7

AMENDED IN SENATE MAY 16, 1957

AMENDED IN ASSEMBLY MAY 13, 1957

AMENDED IN ASSEMBLY MAY 8, 1957

AMENDED IN ASSEMBLY MAY 1, 1957

CALIFORNIA LEGISLATURE—1957 REGULAR SESSION

ASSEMBLY CONSTITUTIONAL AMENDMENT

No. 65

Introduced by Messrs. Kilpatrick, Miller, and Beaver

March 25, 1957

REFERRED TO COMMITTEE ON CONSTITUTIONAL AMENDMENTS

Assembly Constitutional Amendment No. 65—A resolution to propose to the people of the State of California an amendment to the Constitution of the State of California, by adding Sections 38 and 39 to Article IV thereof, relating to the preservation of state and local government in the event of a major war-caused disaster.

Resolved by the Assembly, the Senate concurring, That the Legislature of the State of California at its 1957 Regular Session, commencing on the seventh day of January, 1957, two-thirds of all the members elected to each of the houses thereof voting in favor thereof, hereby proposes to the people of the State of California that the Constitution of said State be amended by adding ~~Section 38~~ Sections 38 and 39 to Article IV thereof, to read:

SEC. 38. Nothing in this Constitution shall operate as a limitation on the power of the Legislature, after the occurrence of a major war-caused disaster, to provide by law for the temporary preservation and operation of state and local governmental agencies.

SEC. 39. The Legislature may at any time provide by law for a method of temporarily filling vacancies in its membership, until such time as elections thereto can be held, resulting from the death or inability to act of members of either house resulting from a major war-caused disaster.

Any act enacted pursuant to this section shall be passed by a vote of two-thirds of all the members elected to each house of the Legislature.

APPENDIX 8

CALIFORNIA'S RECORDS—PRESERVATION AND VOLUME CONTROL

PREPARED BY LEGISLATIVE AUDITOR
February 8, 1957

I. INTRODUCTION

Summary

The creation of documents and the collection of documents and records as a basis for the exercise of governmental authority is one of the essential aspects of the governmental process. To manage these documents and records, to provide for their custody, and to make determinations as to the preservation of those which are essential and the destruction of those which are obsolete becomes, therefore, one of the major problems of governmental administration.

Although the Central Record Depository was created by legislation of 1947, and a system of official authorization for destruction of obsolete records established as early as 1927 and extended in 1939, many agencies had not set up a consistent program of record retirement by late 1956. There is definite evidence of growing interest, but it is doubtful if the halfway point has been reached.¹

The present report is designed to indicate the topics most urgently in need of consideration by the Legislature and the various state agencies.

Essential Facilities Provided

The California Legislature has provided the essential instruments and enabling authority for adequate preservation and control of records. The principal instruments are the Central Record Depository and Archives, and the various microfilming programs for which funds have been budgeted. Authority is provided for the establishment of retention periods for different classes of documents, after which the documents may be destroyed. A reviewing system is provided to protect the State against ignorant or careless destruction of valuable documents, while encouraging economical and systematic protection of those that should be retained for long periods or permanently.

¹ A history of the development of the records management and disposal programs of the State of California is contained in the report of the Joint Legislative Committee on Governmental Operation, entitled *Records Management and Administration in California State Government* (May, 1955).

The need for increased control of records' growth is attested by the tripling in volume of the Controller's Claim Schedules and Warrants (paid and duplicate) within the past decade. The volume of personal income tax returns doubled between 1952 and 1954, and increased 21 percent between 1954 and 1956.

The Controller's two principal files, if occupied by ordinary correspondence, would contain enough paper to whiten a 60-foot boulevard completely from Sacramento to San Francisco and on beyond San Jose. Add the latest five years' personal income tax files and the franchise tax files, and one could pave El Camino Real with documents from San Jose on to Los Angeles.

The present report seeks to determine the extent to which the agencies have made use of the facilities and authorization provided by the Legislature for control of records, and to recommend a number of immediate changes. It does not pretend to be a complete survey with full recommendations. It is based on investigation of a number of the largest record groups in the State—the ones that create real problems in budgeting filing equipment and space. *The departments and agencies, themselves, must continue to apply records management procedures to control, and if possible reduce, the bulk of their records.*

This report should be read with the objectives of a record retention program in mind. Those objectives include:

1. Elimination of irresponsible destruction of documents;
2. Systematic retirement of documents from office space to a warehouse-type depository when use reaches a low level;
3. Microfilming when justified on the basis of economy or security;
4. Destruction of documents lacking historical or further administrative value, upon a regular schedule.

II. TOPICS FOR LEGISLATIVE CONSIDERATION

A. An "Essential Records Program" Should Be Established

Summary

A nuclear attack on California would find only the official archives of the Legislature and two relatively minor administrative record groups microfilmed *and in adequate storage*. An immediate determination should be made, under legislative guidance and mandate, of which records are "essential to the continuance of government" in case of nuclear disaster, and a program of microfilming and storage instituted promptly.

An Insurance Policy

As microfilming an ordinary file drawer of materials costs about \$45, including preparation costs, rigid requirements must be set up to avoid creating a multimillion-dollar program. Among the factors to be considered are:

1. What functions of which agencies are *essential* to government in an emergency?
2. Within the essential agencies, which records are genuinely essential?

3. Which agencies normally considered essential would find their functions so disrupted by the destruction of a substantial fraction of the State's population and property that they might as well start over in their creation of records?
4. Which records of the counties, municipalities and special districts must be protected?
5. How can land title companies' and counties' photocopying programs be coordinated to serve both public and private interests?
6. Which records of individuals must be protected—births, marriages, deaths, penal records?
7. At what point is the balance to be struck between the cost of the program and the calculated risk that it will never be needed?
8. What record groups should be microfilmed because of the joint considerations of space-saving and atomic security, whose micro-filming could not be justified on one basis alone?

**B. The Old State Printing Plant Should Be Officially Designated
as the "Central Record Depository and Archives"**

Summary

State buildings in Sacramento are normally designated by the name of the principal and permanent tenant. The Space Allocation Section of the Department of Finance continues to allocate unneeded space within this building to other agencies. The status of the Central Record Depository and Archives (henceforth referred to as CRD) should be cleared up and space allocations made in conformity with planned requirements and greatest economy.

Resolution Needed for Conflict of Interest

The building at 1020 O Street, Sacramento, formerly occupied by the State Printing Plant, now has three tenants. The second floor of the main building and the second and third floors of the annex, are occupied by CRD. The main floor is occupied by the sorting and filing operation of the Personal Income Tax Division of the Franchise Tax Board. The basement is divided between Department of Motor Vehicles storage and the Secretary of State's ballot paper storage.

The Franchise Tax Board is expected to move to the currently unoccupied building at 1025 P Street, which backs on the old printing plant. According to present plans, other agencies will share 1025 P Street with Franchise Tax, while Franchise Tax proposes to retain permanently the first floor of the main building of the old printing plant.

Estimates at the end of this section demonstrate that the conflict of interest between the Franchise Tax Board and CRD will probably reach a head in the year 1959. Unless space is provided for both activities before that time, the record depository program will come to a halt, with resultant mounting space costs throughout the agencies having need for its services.

Factors affecting the decision on use of the structure will include:

1. Building design

- a. The floors are designed to bear from two to four times the normal office building load of 125 pounds per square foot;

- b. The ceilings are high, an advantage in warehousing;
 - c. It is loft-type space, not suitable for conversion to permanent office space, as has been determined by architectural representatives of the Division of Architecture, the Department of Finance, and the Legislative Auditor.
2. Alternative quarters for CRD and income tax sorting
 - a. Relative cost of providing new quarters for the two operations;
 - b. Relative need of CRD for a central location, and of personal income tax sorting to remain near its main office;
 - c. Possible assignment of space in CRD to noncurrent personal income tax records (transfer of all but current year to archival cartons).
 3. Relative efficiency of utilization of old printing plant
 - a. Comparison of increased space cost for P. I. T. sorting and filing with average cost of maintaining files before transfer to CRD.

On the basis of present information, it appears that the old State Printing Plant should eventually be taken over entirely by the Central Record Depository and Archives.

**Storage Space Available in the Central Record Depository
September 28, 1956 ^a**

	<i>Cubic feet</i>
Available space, gross.....	53,859
Less occupied space	48,414
Net	5,445
Less material not shelved.....	3,452
Shelving and drawers available.....	1,993

Rate of Growth of Collections

	<i>Cubic feet</i>
Gross receipts, first 10 months, 1956 prorated to 12 months.....	8,400
Material destroyed, first 10 months, prorated to 12 months.....	1,200
Growth 1956	7,200
Growth 1955, for comparison.....	3,200

The rate of growth increased approximately 100 percent between 1955 and 1956. A subjective opinion based on visits in a number of agencies is that the rate of growth will continue to increase in 1957 by about 50 percent, reaching 11,000 cubic feet per year. For present purposes, one should assume that the growth will remain on about that level for five years, to 1962. This anticipates that the backlog of materials more than five years old will be deposited by 1962, and that the falling off in this factor will be compensated for by increased deposits of materials one to five years old.

Shelving requested to fill space now assigned to the CRD will hold 17,392 cubic feet. At 11,000 cubic feet per year, this new shelving will be filled on or about *June 30, 1958*.

Present plans of the Franchise Tax Board contemplate releasing the old Printing Plant Annex upon removal to new quarters. When filled with archival shelving, without mezzanine, this will hold 13,680 cubic

^a Letter, Archivist to Legislative Auditor, September 28, 1956.

feet. On the same assumptions, the first floor of the annex will be filled with documents on or about *September 30, 1959*. The first floor of the main building, and both annex and main basements would still be available for records upon removal of other tenants.

If one were to extend these figures further, the present building would be filled, except for the basement, by about June 30, 1965. However, there are a number of factors that may serve to reduce the rate of growth materially after a few years. Among these factors are:

1. Simplification and rationalization of office procedures;
2. Development of a branch record center in Los Angeles;
3. Use of microfilm in conjunction with an "essential records program";
4. Setting of shorter retention periods on certain record groups;
5. Development of low-cost techniques for "weeding" files.

C. Branch Record Depository in Los Angeles

Summary

A number of state agencies in Los Angeles need low-cost record storage, with constant telephone reference service for records too active to be transferred to Sacramento.

Legislation should be introduced, authorizing the Secretary of State to establish a branch record depository in the Los Angeles area.

An additional sum should be budgeted to care for this activity.

Analysis of Need

About September 1, 1956, obsolescent records of the Department of Industrial Relations and other agencies in Los Angeles were moved to commercial storage from the Fashion Center Building, which was to be demolished to make way for the State Building Annex. No space adequate for record storage was available in state-owned buildings in Los Angeles.

A survey by the State Archivist showed, 300 cubic feet of Material immediately available for storage in a record center, with a total of 6,000 cubic feet probably available by July 1, 1957. In view of the fact that storage space has been held to a minimum in plans for the State Building Annex, it is probable that there will be a continuing need for warehouse-type record storage.

The sum recommended in the Legislative Auditor's Budget Analysis is \$18,791. This assumes close to 9,000 cubic feet of records in storage by July 1, 1958, if a branch record center is made available. Increments in succeeding years should be substantially smaller. This type of operation represents an over-all saving to the State by reducing other agencies' requirements for office space and equipment.

It is expected that all permanent archives will be concentrated in Sacramento and that the Archivist will, by agreement with the agencies concerned, send seldom used nonpermanent records to Sacramento when it is economical to do so.

The State Constitution requires that civil service employees be used in servicing these records. However, record center space and miscellaneous services may be provided on lease if space in state quarters continues unavailable.

D. Retention Period for Controller's Documents**Summary**

Except for books of original entry, the Controller is authorized to destroy, or to microfilm and destroy, after ten (10) years, "claims upon which warrants have been issued, canceled warrants, and other records involving the expenditure of state money." (Government Code, Section 12465.)

It is recommended that this section be amended to provide that the Controller *may* destroy pay roll supporting documents and attendance reports at the end of four years from the close of the fiscal year in which they were produced; and further, that the Controller *may* destroy claim schedules and paid warrants at the end of five years from the close of the fiscal year in which they were produced; and that the invoices and vouchers supporting the claim schedules may be destroyed after final audit.

Retention Periods Related to Statutes of Limitations

Claims against the State by exempt employees are covered by a three year statute of limitations; the statute runs for but one year on all other employees' salary claims. Hence a retention period of four years should cover both biennial audits and the possibility of requiring evidence for suits by and against the State.

All other claims against the State are covered by statutes of limitations that in no case appear to exceed four years. Hence the provision recommended above provides one to two years' margin of safety.

The rate of reference to these materials decreases rapidly over the first five to six years of life. In 1956 there were 28 actual references to 1,462 cubic feet of 1951 materials (except for a special study of 1951-55), 11 references to 1,156 cubic feet of 1948 materials, and 12 references to 985 cubic feet of 1947 materials.

Such permissive legislation as is recommended will enable the Controller to retain groups of files and individual files for longer periods if action involving them is under way or contemplated.

III. TOPICS FOR ADMINISTRATIVE ACTION**A. For Additional Office Space, Require a Records Survey****Summary**

First class office space in a number of agencies is taken up by scores, and sometimes hundreds, of filing cases whose contents are relatively inactive. The Department of Finance now requires a records survey and purging of the files before approving requests for filing cabinets. This practice should be extended to requests for additional office space. Obsolescent material should be destroyed or transferred to CRD, and consideration given to centralizing any remaining bulky files in agency basement or loft before additional office space is granted.

Comparative Costs

The principal cost factors in maintaining a filing cabinet full of records consist of: equipment, space rental, and clerical service. Remington Rand figures the annual cost of a single filing cabinet in office

space ranges from \$88 to \$640 a year, of which 80 percent goes for clerical salaries, with normal supervisory and space costs in addition.³

The Pacific Telephone and Telegraph Company estimates the cost of maintaining a cabinet full of records in office space as \$140 a year, in contrast to \$6.23 a year when those records are moved to the company's record centers.⁴ California's CRD costs are almost identical with those of the Pacific Telephone and Telegraph Company.

No average cost of maintaining state office files has been obtained. A quick check of costs for any one office may be obtained by dividing the file clerks' salaries by the total number of cabinets. It is probable that the cost comes near the Remington Rand average figure of \$238 a year.⁵

Aside from labor costs, the space and amortization charges on a file cabinet in state office space amount to \$18.90 a year. The comparable cost in CRD is 24 cents.

Further savings in using CRD are found in the fact that few files are used to capacity in office space, while each carton in CRD is normally packed full. Reduction of the number of relatively inactive files not only permits better traffic patterns within an office, but frequently reduces the amount of labor required to locate a file folder.

In establishing central files outside high-class office space, certain dangers must be avoided. Quarters should be properly lighted and ventilated to maintain clerical morale. Work flow patterns must be efficient. Trips between files and offices must be kept to a relatively low level. In many situations, demand for file folders originates in letters received twice daily, and but two trips a day between file room and offices will serve to supply most staff needs.

Scattered Files Conceal Waste

Industrial concerns have begun to realize the need of restricting individuals' files. Proctor and Gamble limits each originator of correspondence to *one* file drawer in office space. The National Records Management Council's rule is one and one-half drawers (2.5 cubic feet) per employee in office space, and an equal amount in storage.

In one department of the State Government the principal filing operation has been thoroughly modernized. But scattered through the remainder of the offices of that department are 4,419 file drawers of material for some 415 employees, or 11 drawers per employee, with 556 additional drawers in agency storage. Applying the more generous N. R. M. C. rule, 759 cabinets of material should be withdrawn from office space. Using the standard of 6.4 square feet per cabinet (including aisles), as much as 4,800 square feet of office space could be released for other purposes.

The capitalized cost of this space, at \$20 a square foot, is \$96,000—dollars that the State of California must now bond itself to raise in order that it can build more office space.

For these reasons, we recommend that a records survey and appropriate action to dispose of or shift records be taken with respect to

³ Perrin Stryker, "Money in the Wastebasket," *Fortune*, February, 1953, pp. 144-45, and 156ff.

⁴ Pacific Telephone and Telegraph Co., *Use Your Records Center* (pamphlet), p. 10.

⁵ Stryker, *loc cit.* Note the wide range in cost, quoted two paragraphs above.

any agency requesting additional space before allocating such space to it.

B. Subject Microfilming Projects to Rigid Review

Summary

Microfilm cameras and readers are wonderful gadgets, by which a phenomenal 99 percent reduction in bulk of records can be achieved. This has so impressed administrators that cameras have sometimes been installed without due consideration of three basic steps which should be taken before adopting this method:

1. Useful life for administrative or historical purposes (retention periods) of documents proposed for microfilming—retention period should be officially determined as an initial step;
2. Unit cost calculations for microfilming—an over-all budget figure needs to be accompanied by data showing cost per page and per file drawer for proper evaluation;
3. Cost comparisons with CRD storage—some microfilming programs are more costly than storage and are not required for reference purposes.

We recommend that all current and proposed microfilming programs be supported by the above data when submitted for budgeting.

We submit the following detailed information on microfilming costs for three reasons:

1. To advise agencies to assure themselves of the full costs of microfilming before budgeting for such projects.
2. To point out the necessity for careful examination of any files submitted for microfilming as part of an "essential records program."
3. To suggest the advisability of establishing a central microphotography service. We believe that further investigation will be necessary to determine whether the present load warrants such a consolidation. Our present opinion is that the point will be reached in the near future. If the microfilming phase of an "essential records program" is done directly by the State, rather than by contract, centralization will almost surely be required.

Factors in Cost of Microfilming

The basic costs of microfilming in approximate order of importance are:

1. Labor costs in preparing, placing in order, and indexing;
2. Camera operator's wages;
3. Film and processing costs;
4. Reference costs;
5. Storage costs.

Labor costs for preparation are the great variable. They are almost nothing for State Employees' Retirement System members' permanent account cards, which are in alphabetical order, require no preparation, and can be photographed at the rate of 400 a minute. By contrast, preparation, weeding, and indexing (with spot proofing for quality)

represent 57 percent of the cost of microfilming the State Personnel Board's files.

The factor of hand labor will play a large part in the cost of any "essential records" microfilming program. If two sets of records are rated as of equal value, it may be necessary to eliminate a file that is in bad order, of irregular page sizes, and much-stapled, while an equal number of register cards that may be photographed with no preparation and fed in automatically at 200 to 400 per minute will present no problem.

Practice with regard to camera operation assignments varies widely between state agencies. In one case, junior clerks are employed; in another, all hands from file room supervisor down participate as they have free time. Although mastery of few techniques is needed, less than mastery is useless. Essential to inexpensive reproduction at high speed, as would be required after a major disaster, is a high standardization of density and contrast in the films. This is an art requiring some skill, and acquaintance with the finished product.

We do not feel that casual assignments to camera operation are likely to produce a satisfactorily standardized product. We propose, in continuation of this study, to select samples of films from each agency now having a microfilm program. We shall have them examined by experts and tested on a densitometer.

Film and processing costs are standard, running about \$8 per 200-foot roll of 16 mm. film. The size of the documents and ratio of reduction are the two related factors in determining film cost per page. We believe that the slight additional cost of a larger negative (small reduction ratio) is justified in the ease of working with the finished product.

Reference cost we find to be a factor normally neglected in setting up a microfilm program. Yet, as we shall later discuss in detail, one agency has spent thousands of dollars in microfilming records for current use, only to find that searching the original records is much speedier and cheaper. Hence, the originals will be used so long as their physical condition is not impossibly poor.

There is no reason why adequate reference cost figures cannot be developed for any agency. The initial cost for a single Recordak microfilm viewer ranges from \$350 to \$925. Due to technological developments, this probably should be amortized over not more than 10 years.

One of the principal factors is the time consumed in setting up each individual reel on the microfilm reader. The State Personnel Board staff estimates that it takes from three to four minutes to set up the reel and find an item, compared to one minute to locate an item in a file drawer. If but one frame per reel is normally referred to, the unit cost will be high. In the case of such documents as legal briefs, where hundreds of pages from one reel may be studied, the time consumed in setting up the reel will be negligible in relation to the time consumed in actual study of the reference.

Two factors that are hard to estimate, but which tend to offset each other are: (1) the tendency for the prospective user to reduce his calls for reference material when he knows he must use microfilm; (2) the additional time required if the user must leave his office to consult microfilm.

When photostats of documents must be made, as in administrative or judicial hearings, one must at present figure a cost of 15 cents a page, in quantity. This will be an important factor in some agencies, negligible in others.

The cost of adequate equipment for the storage of microfilm is negligible in relation to the cost of filing cabinets for the same amount of paper. However, we find that microfilm is frequently not stored in the dustfree, humidified and relatively constant conditions that the U. S. Bureau of Standards has indicated to be necessary for long-term preservation of records. Further investigation should be conducted to determine which agencies have satisfactory storage arrangements. Consideration should be given to building an inexpensive storage vault at the Central Record Depository.

For protection against nuclear explosions, however, microfilms should be removed from Sacramento. The Secretary of State has completed a master contract for atomic vault space at such a favorable rate that he will be able to accept without charge to the agency any microfilm currently in its possession that genuinely requires a high grade protection. This space also meets highest standards of preservation against the elements.

We wish to emphasize that there is wide variation in cost between microfilming jobs. We have sought figures from a variety of sources, and believe that the following is typical. The Archivist of the State of Oregon charges \$3.20 per 1,000 items, letter size, one side only, with an additional charge for preparation: "refiling, folding or unfolding of documents, de-stapling, etc." This raises the cost to about 0.7 cents an image.

Federal figures come to approximately the same amount. The following table is an extract of typical costs from a more detailed presentation.

Cost of Microfilming: Typical Examples of the Principal Factors *

<i>Operation</i>	<i>Typical example</i>	<i>Cost per 1,000 images</i>
Preparation of documents	Filing sequence checked and acco fasteners removed (6,000 images/man-day)	\$2.00
Camera activities	Rotary hand feed camera, letter size, average color variations (8,000 images/man-day)	1 50
Inspection, developed film	Extensive spot check (12,000 images/man-day)	1.00
Retakes, splicing, mounting	1 retake per 1,000	.50
Film (inc. processing)	Permanent, 16 mm., 24:1 ratio	1 00
Supervision	1 supervisor/5 cameras	.38
Indexing, boxing, labeling	Simple alphabetical file	.04
Messenger service		.21
Equipment	Rotary hand feed camera	.21
Contingencies	5 percent of operating costs	.34
Total cost per 1,000 images		\$7.18

* Adapted from Chester L. Guthrie, "Getting Together on Microfilming: A Coordinated Federal Government Program," Interagency Records Administration Conference, Report of Seventh Meeting, 1953-1954 Season, May 21, 1954. Appendix, Exhibit 1.

The Secretary of State has kindly made available cost data obtained from the contractor who recently microfilmed the corporation records

of the Secretary's office. These were found to run not over 1 cent per document when left in roll film form. This included the cost of preparation of files which were in particularly good order, but from which many clips and staples had to be removed. In view of higher wage levels in the California Civil Service than those on which the Oregon figures were based, and cost increases since the federal figures were made, an average cost of 1 cent an image appears realistic.

Conversion of cost per image to cost per cabinet depends on the number of pages per drawer or per cabinet. Estimates run from 3,000 to 6,000 pages per drawer. Striking an average of 4,500 per drawer for a standard 5-drawer letter cabinet, produces a cost of \$225 per cabinet. Certain materials will run much cheaper. It is estimated that a cabinet of State Employees' Retirement System "members' permanent records" may be photographed for \$14 a cabinet, thanks to no preparation cost and high speed automatic camera feeding.

Cost comparisons should be made with Central Record Depository storage in determining on a microfilming program in which atomic security is not a factor. Central Records Depository costs, at the latest estimate, are 82 cents per cubic foot per year, or \$6.56 for a completely filled five-drawer letter cabinet. This figure includes rent, amortization of equipment, and salaries. It includes reference service provided by the depository, but does segregate the higher costs of archival services. A cabinet of papers that costs \$225 to microfilm can be stored for 34.5 years at present CRD costs.

This serves to illustrate a basic consideration, *that the retention period should be carefully and officially determined as an initial step in a records management program.*

Centralized microphotographic services should be considered as a means of reducing costs. No state agency is prepared to accept work from other agencies, except for the CRD and State Library, which can do so on a limited scale. Yet estimates furnished by the agencies themselves indicate that equipment now on hand has a low utilization expressed as a percent of total time available for use.

<i>Agency</i>	<i>Camera utilization (Percent)</i>
Department of Public Health, Vital Records_____	50
Secretary of State, Corporation_____	75
State Personnel Board_____	12
State Employees' Retirement System_____	8
Department of Justice, Criminal Identification_____	33

Although the average utilization of camera equipment is low, this is a small factor compared with the labor lost by using machines not best adapted to the materials. The entire investment in an "essential records" program will be lost if standards are not maintained that permit most economical reproduction from film if and when necessary. These are two specific factors in favor of centralized microfilming under expert supervision.

Because of the nature of some agencies' files, centralization of all equipment is not desirable. It may be wise to centralize responsibility and to arrange workloads so that maximum advantage may be taken of equipment the State now possesses.

This is a desirable subject for further study by any committee the Legislature may appoint on the subject of "essential records."

A survey was made of federal microfilming programs for the Fiscal Year 1953. Among the conclusions reached were that the costs of microfilming could have been halved, saving 2.4 million dollars. They also found that typical operation costs were three times what they should have been if the work were done on a mass production basis. In consequence, it was recommended that the National Archives and Records Service should have authority to:

- A. Approve all microfilm projects
- B. Limit the acquisition of new equipment
- C. Pool and transfer equipment
- D. Consolidate microfilming operations
- E. Operate central microfilming services
- F. Establish standards and regulations for all government microfilm operations
- G. Establish priorities and approve projects for security microfilming *

We conclude:

1. That \$225 approximates the cost of microfilming the contents of a standard filing cabinet, provided they are in good condition;
2. That each microfilming proposal should be estimated independently because of the wide range of costs;
3. That documents should not be microfilmed for reference purposes only, if they can be stored in the CRD more cheaply until destruction date;
4. That centralized control of microfilming activities should be considered in connection with any requests for an increase in microfilming.

C. Modify Filing Systems to Eliminate Expensive "Weeding"

Summary

Filing systems throughout the government should be revised, so far as possible, to eliminate all final item-by-item examinations of materials before destruction or being removed to storage.

Cost Factors and Methods

Records management studies have demonstrated that reducing bulk in files by eliminating individual folders is usually unjustifiable from a cost standpoint. "Weeding" of individual items is even more so. Among the methods of eliminating or reducing this sorting are:

1. Group the folders by year of origin. Example: majority of income tax returns. (This is now done.)
2. Segregate long-retention files at time their status is determined. Example: at time of award separate the workmen's compensation "permanent disability" cases from those that may be discarded after a few years. (Not now done.)

* SOURCE: Irving Zitmore, "Some Observations on Microfilming Operations in the Federal Government" Interagency Records Administration Conference, *Report of Seventh Meeting*, 1953-1954 Season, May 21, 1954.

3. Color-code permanent papers so that a beginning file clerk may discard unwanted material. Example: summaries and legal documents in mental hygiene and corrections files. (Not now done.)
4. Use a file-within-a-file for permanent materials. (This is now done with some Department of Justice records.)

IV. RECORD PROBLEMS OF SELECTED AGENCIES

Files That Create Bulk

The accompanying tables demonstrate the value of the CRD's activities, and the need for continued study by the departments and agencies of their record management activities. The Historian formerly attached to the Archives surveyed the records in over 1,600 state offices for the

Analysis of Selected Bulk-creating Files—Controller's Office

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>
Claims schedules and supporting pages----	9,774	CRD	1946-54	10
Same -----	2,460	Office (Nov. '56)	1954-56	10
Warrants—originals and duplicates -----	7,467	CRD	1946-54	10
Same -----	562	Office	1954-56	10
Gift and Inheritance Tax, Los Angeles---	1,568	Office space	1947-56	Permanent
Same, CRD -----	3,172	CRD	1915-54	Permanent
Total -----	24,953			

purpose of setting retention periods on the various files. In many instances, large numbers of obsolete files were destroyed, sufficient being retained for documenting the history of the State and its administration. In preparing these tables, we have not attempted to duplicate Dr. Bowman's feat. We believe the material presented sufficiently indicates the need for continued study and action in streamlining office procedures, controlling the production of unnecessary records, and eliminating documents that have served their administrative and historical functions.

A. Controller's Files

Summary

Until relatively recently, the Controller's claim schedules and paid warrants were held permanently. The retention period was first set at 15 years in 1947; in 1951 it was reduced to 10 years. Among recommendations for legislation contained in the first section of this report is that there should be a further reduction in the mandatory retention period. There may be a time after audit procedures are further improved when the subject will again require study with an eye to an additional reduction.

The gift and inheritance tax files present a somewhat different problem. Property of a decedent may not be sold until arrangements have been made to pay the inheritance tax. Undeclared property may turn up after a number of years, when transfer of title is desired. For that reason, the files have been retained.

Analysis of Selected Bulk-creating Files—Department of Corrections

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>	<i>Remarks</i>
Inmate files -----	152	Office, Sacto.	Current	Permanent	Skeleton record in Sacramento
Active parolees -----	730	Office, Sacto.	Current	See below	Previous file now added
One year retention -----	638	Agency storage	1948-56	See below	Full file held one year after parole
Parole sluffs -----	515	Agency storage	1948-56	Temporary	Removed from file above; held to test system
Four-year retention -----	370	Agency storage	1948-56	Four years	Reduced from 12 to 56 cases per drawer
Parole sluffs -----	304	Agency storage	1948-56	Temporary	Removed from file above; held to test system
Permanent files -----	140	Agency storage	To 1956	Temporary	Above weeded, reduced to 10 per- cent of original volume. Micro- filmed, held to test system.
Miscellaneous case files -----	611	Agency storage	Various	Most, permanent	
Parole files, older group -----	730	CRD	To 1948	20	
Total -----	4,190				

That material in each file which duplicates court records is available if needed. The original Inheritance Tax Affidavit and file copy of Appraiser's Report appear to be the minimum essential documents for enforcement. If a three-year retention period were set on the remainder of the files on all estates with a taxable value of less than \$250,000, we estimate the reduction of volume to be 80 percent, with an initial dollar saving of \$2,000, increasing annually.

Our study of the Gift and Inheritance records in CRD showed that on the average each drawer of material (2 cubic feet) was referred to once in 22 years.

Recommendations

In addition to the reductions in statutory retention period already proposed, we recommend that the Controller study the gift and inheritance tax files to determine the relationship of use to age of file and size of estate, and that it modify its filing system to permit ready disposal of materials whose useful period has ended.

B. Department of Corrections

Summary

The Department of Corrections has a well-organized filing system and is in the midst of testing a system of record disposal and micro-filming. The analytical table presents the principal groups and their significance. The first two groups are the genuinely active records. The "parole sluffs" will be discarded as soon as it is ascertained that no material tentatively discarded is genuinely needed. The department expects to discard some 1,300 cubic feet of material in the near future.

We particularly recommend this department on its systematic approach to the problem of record control.

Recommendations

We accept the basic premise that a prison record should be available as long as there is a possibility of the individual returning to prison. The division between the permanent and "sluffable" contents of the file appears reasonable. However, we believe there is room for further departmental study of means of cutting down the "weeding" time—e.g., by color-coding the permanent materials. A review of micro-filming costs, with attention to frequency of demand for photostatic copies, we believe to be worthwhile.

C. Department of Education

Summary

In July, 1956, the administrative headquarters of the Department of Education had 4,419 file drawers in office space and an additional 554 drawers, plus shelving, in storage off its garage. As there were approximately 415 employees, each employee had 18 cubic feet apiece or 2.25 letter cabinets per employee. Compare the figures above with Proctor and Gamble's limitation of each employee originating correspondence to one file drawer.

Ninety percent of this material was in office space, whereas modern practice would allow no more than 50 percent in office space. If one adds to this the teachers' certification records on office shelving, the

Analysis of Selected Bulk-creating Files—Department of Education

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>	<i>Remarks</i>
Sacramento office -----	7,400	Main office	Various	Various	A wide range of materials
Sacramento office -----	920	Agency storage	Various	Various	Book shelving in addition
Total -----	8,320				

percentage in office space increases. Only one small group of bound volumes has been marked for transfer to Archives.

Record disposal, we are told, is performed on files at least four years old. A senior clerk or secretary offers records of possible further interest or value for a second appraisal by the responsible officer. Those not retained by him are destroyed. In five years, one Authorization for Continuing Destruction has been requested, for School Apportionment Reports. Between December 16, 1955, and August 15, 1956, four spot requests for authority to destroy records came from the central office, while 13 were received from the state colleges.

Recommendations

1. With responsibility for disposal of records decentralized and standards of selection highly personal, we recommend that the department and the archives historian draft and circulate information for guidance of employees in selecting documents of administrative and historical value.

2. We recommend that a continuing effort be made to reduce the ratio of file drawers per employee. With the variety of functions performed, there can be no standard, but an over-all reduction by half does not seem unreasonable. If this were done, close to 3,000 square feet of office space could be saved and 400 five-drawer filing cases released by placing their contents in archival storage cartons.

3. We query whether materials are being discarded without review by the Department of Finance, as required by law. The number of requests for authority to destroy records (Department of Finance Form 8) appears small, if there is regular review. If the requests reflect the true condition, we believe the departmental files need to be combed for "dead wood."

D. Department of Employment

Summary

This department is faced with two problems. The first is the volume created by the Employers' Tax and Wage Returns, where four years' returns occupy 8,900 cubic feet of office space. Yet agency studies show that there are 50 references per day to the two oldest years.

The other problem is created by the department's storing approximately 2,000 cubic feet of records in its own warehouse. A staff member came upon these by chance one day when he was looking for records stored in a nearby warehouse. He spent a half hour or more going up and down each aisle and making notes without being challenged by a single employee. We accept the department's argument that a person unfamiliar with the files would have a hard time locating anything of value. We may add that much of this material was approaching its destruction date. Nonetheless, we believe such a practice is a temptation to vandalism, if to nothing else.

Recommendations

The department should consider transferring its obsolete files from the warehouse to CRD, and if this space is not needed for its own purposes make it available to other agencies through the Department of Finance.

Analysis of Selected Bulk-creating Files—Department of Employment

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>	<i>Remarks</i>
Employers' tax and wage returns-----	5,600	Main office	1954-56	4 years	In filing cabinets
Employers' tax and wage returns-----	3,300	Main office	1952-54	4 years	In transfer cases. Move to ORD?
Interstate file -----	512	Warehouse		Eligible for destruction 1/1/57	
Miscellaneous -----	1,500 *	Warehouse			Referees' decisions, etc.
Total -----	<u>10,912</u>				

* Estimated.

The department should investigate the possibility of transferring its two oldest years of employers' tax and wage returns to CRD, and providing one male file clerk and a connecting telephone line to service them. There are a number of cost and convenience factors involved. We offer this recommendation as a matter for study, seeing a saving in rental but being by no means sure of the answer a detailed study would produce.

Analysis of Selected Bulk-creating Files—Franchise Tax Board

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>
Franchise and corporation tax files-----	986	Office	Recent	
Franchise and corporation tax files-----	2,753	Basement	To 1932	Various
Total -----	3,739			
Personal income tax--	900	Office	1952	4 years
Personal income tax--	5,432	Old Ptg. Plant	1953-55	4 years
Personal income tax--	909	Warehouse	1947-48	10 years
Personal income tax--	2,520	Ptg. Plant Annex	1949-51	4-10 years
Personal income tax--	660	Various	Misc.	Various
Total -----	10,421			

E. Franchise Tax Board

Summary

The franchise tax and corporation tax files do not present much of a problem, as the master table indicates. A recent decision in favor of the State in the bank tax suit will permit the discarding of some of the oldest files, unless there is further appeal of the case.

The personal income tax files are the ones that create volume. When the 1952 returns are discarded and the 1956 returns put in their place, 160 new filing cabinets will be required.

Substantial savings in administration will result if contemplated legislation frees lower income bracket individuals from the necessity of filing returns, or alternately if persons having little income beyond reported salaries are permitted to file a punch-card copy of the employer's return.

The wage cost of the initial sorting and filing of income tax returns for the year 1954 was above \$80,000 without considering space, equipment and administrative overhead. Costs are compounding at the rate of about 10 percent a year.

We have discussed in Part I, Section B, of this report the prospective conflict of interest between the Central Record Depository and the Franchise Tax Board over space on the main floor of the old printing plant, 1020 O Street, Sacramento.

Recommendations

1. The franchise tax and corporation files should be reviewed for materials that may be transferred to the CRD.
2. A thorough procedural study should be made of personal income tax processing, with a view to mechanizing as much as possible of the auditing and filing.
3. See Part I for recommendations on the space conflict.

Analysis of Selected Bulk-creating Files—State Board of Harbor Commissioners

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates 1860's to 1920's</i>	<i>Retention per yrs.</i>	<i>Remarks</i>
Bound volumes -----	1,000 *	Storage room		Not determined	It is this group of original records that is of particular interest
Miscellaneous -----	1,600	"Bowling alley"	19/9/53	Various	
Current correspondence and records -----	150	Central files	1953-56	10 years	Recommend reducing correspondence retention period to 5 years
Total -----	<u>2,750</u>				

* Estimated.

F. State Board of Harbor Commissioners**Summary**

At 5 o'clock several years ago homeward bound San Franciscans watched flames shoot from the north end of the Ferry Building, as fire gutted the end being rebuilt for an International Trade Center. High in the tower were documents chronicling almost a century of San Francisco's seaborne commerce. At the Fire Marshal's recommendation, these were removed to other rooms in the building. An employee of the Harbor Commission was put to inventorying them. Upon his transfer to other duties the inventory was dropped until the second call upon the assistant secretary of the commission by a member of our staff. The assistant secretary thanked the staff member for bringing this matter to his attention again, and it was arranged that the historian of the archives should be invited to go through the documents with the assistance of the Harbor Commission personnel.

The historian of the archives had spent four full days up to January 18, 1957, in the Ferry Building, and was planning to spend several additional days. He described the collection as unique, particularly since many official records had been destroyed in the San Francisco fire of 1906. He has arranged to remove the principal records to the archives, and to offer duplicate materials, when available, to historical and college libraries in the area.

Current files of the State Harbor Commission were found to be in good order. Recent noncurrent files are transferred to agency storage, a long closet well fitted with steel transfer cases and wooden shelving.

Comment

As in a number of other situations, the administrator with whom we talked had a perfectly clear idea of what was needed and was entirely willing to cooperate. In the pressure of other business, records management had simply been pushed to one side.

Good citizenship arises in part from a decent pride in one's country's past, which in turn rests on a knowledge of history. Honest history can only be written from the documents. And it is a major objective of a record program to make an intelligent selection of the meaningful documents and to give them adequate protection. We believe a significant step forward has been taken at this particular point.

G. Department of Industrial Relations**Summary**

The headquarters of this department is in San Francisco, with a large branch in Los Angeles and five relatively small branches throughout the State. The San Francisco headquarters and the Los Angeles branch were seen during this study.

The principal file in this department is the closed case records of the Industrial Accident Commission. Of those in the Central Record Depository, reference statistics show that a legal drawer of documents would be consulted twice in a five-year period. As these may constitute claims against the State, it is felt that they must be retained for a long period, and only during the 1955 Legislature was the minimum retention period reduced from "permanent" to "25 years."

Analysis of Selected Bulk-creating Files—Department of Industrial Relations

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>	<i>Remarks</i>
San Francisco Headquarters					
Division of Industrial Accidents, cases-----	275	Office	?	25 years ?	
Same -----	1,400	Basement (more in office ?)	1946-54	25 years	Bureau proposes to "weed" files to half volume
Same--steno notebooks -----	180	Basement	1936-52	Not set	Consider destroying when five years old
Permanent Disability Rating Bureau, cases	250	Office files		Permanent	
Legal Bureau, cases-----	230	Basement	1920-53?	Permanent	
Division of Labor Statistics					
Work injury reports-----	205	Office and basement			
Doctor's report of work injury-----	100	Basement	-56	6 mos., nondisabling; disabling permanent?	
Division of Industrial Safety					
Elevator file -----	200	Office	1955-56	1 year	
Boilers file -----	380	Office			
At CRD and Los Angeles					
Division of Industrial Accidents, cases-----	4,808	CRD			
Same, Los Angeles-----	1,100 *	Office, L. A.	Various	25 years for most, if not all cases	
Same, Los Angeles-----	500 *	Storage, L. A.	Various	25 years for most, if not all cases	
Miscellaneous -----	1,188	CRD			
Total -----	10,816				

* Estimated

The Industrial Accident Commission at one time proposed to add a senior clerk whose duties would be to sort through every closed case file, beginning with the current ones and devoting spare time to the backlog, in order to eliminate unnecessary material. We have suggested in Part III-C, above, means of making the elimination of material from current files a routine and automatic matter. We strongly recommend that closed files be arranged or date-stamped in such a manner that discarding at the end of 25 years will be a simple operation.

Permanent disability files and permanent medical files are at present intermixed with nonpermanent files. When a case has been given a permanent designation, it should be filed separately.

We find the boiler inspection and elevator inspection records are in excellent shape.

Recommendations

We find that the doctors' reports of work injury are being given only limited use. This is a situation similar to that reported by the Hoover Commission, where private enterprise spends hours making voluminous reports, most of which gather dust for six months to a year and are then thrown out. We believe that a new evaluation of this activity is called for.

We believe the department should take a fresh look at its filing procedures, and while doing so, make reference studies to see if the retention period on nonpermanent industrial accident cases cannot be reduced still more.

Analysis of Selected Bulk-creating Files—Department of Insurance

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>
San Francisco				
Active files -----	1,200 *	Office	Various	To be determined
Inactive files -----	2,400 *	Basement		
Los Angeles				
Active files -----	500 *	Office	Various	To be determined
Inactive files -----	350 *	Agency storage		
Total -----	4,450			

* Estimated.

H. Department of Insurance

Summary

The Insurance Commissioner has appointed a committee to study its filing problem. Among its files are: central, license, investigations, reports. Figures given in the table are estimates based on the preliminary inventory. The reports file is basic to the history of the agency and of the industry.

Recommendations

We suggest that the historian of the Archives and the records management analyst of the Department of Finance be invited to examine these files before the report of the committee has reached its final stage. We believe the department is to be commended for its systematic approach.

I. Department of Natural Resources**Summary**

We investigated the files of the Division of Mines and of the Division of Oil and Gas. The Division of Mines has less than 300 cubic feet of files, and has published most of its basic data. There are some 70 large photographs and some photographic negatives of some historical interest.

The Division of Oil and Gas has purged its general correspondence file within the last few years. Its files of drilling and production records present a problem of continued interfiling.

Recommendations

The Division of Mines should consider releasing photographs to Archives, where more protection can be afforded them. Division of Oil and Gas should consider sending files on inactive wells to the CRD. We question whether it is necessary to give inquirers instant service from these records.

J. Department of Professional and Vocational Standards**Summary**

This department is unique in having 28 distinct boards of supervision and as many different administrative staffs. Each board is charged with the licensing of individuals, establishment, and/or schools. Each board has its own files, filing system, and records management policy. We have examined the files of seven of the larger boards.

The basic file in each board is a numerical application file, which may or may not have been combed to remove the inactive material to agency storage. There is an alphabetical Kardex visible file, indexing renewals of licenses, investigations undertaken, and warnings or penalties issued. There is frequently a separate renewal file, where carbon copies of the renewal certificates are placed. Some agencies put the name and address on a postcard renewal notice for the following year. Some boards have set up cycle renewing, so that some renewals fall due during each month and the clerical load is distributed.

One difficulty faced by most boards is that they ordinarily have no way of finding out when a person has died, or has left the trade or profession permanently. Nurses are prone to drop out for 15 or 20 years while raising a family, then will write in to renew their licenses. A clipping service supplies the Board of Medical Examiners with data on physicians' deaths; this would be less useful to the Barbers' Board, where the journeyman might have turned to another trade years before his death.

We find almost invariably that the files are pressing in on office space, and that each board's staff is looking forward to space expansion.

Microfilming is being considered by some agencies. We are inclined to believe there is merit in microfilming original applications, transcripts and the like; there may be more merit in separating out such material as is seldom referred to after the first licensing and placing it in agency storage or in the CRD.

Recommendations

We believe most boards will find it profitable to weed out files where there has been no renewal for several years, and place these in the CRD. Hence each file, when retired to inactive status, should be stamped with the year date when it may be destroyed, based either on date of last licensing or actual age of practitioner.

We believe that the carbon copies of renewals should be kept in a separate file and discarded after not more than three years. In boards where comparatively little is added to the original application and examination, active files should be centralized in agency storage in the basement.

The situation within each agency should be considered individually. We believe that a number of agencies will be able to relieve pressure within their offices by following or adapting the suggestions made above.

K. Public Health, Vital Records Section**Summary**

This section records and issues certified copies of the certificates of births, deaths and marriages. By far the greatest demand is for birth certificates. Further, a person may seek copies at any time during his life, although the demand reaches peaks at school entering, military service, and retirement ages. Copies of death certificates are required in the settlement of estates, but aside from that, demand for either death or marriage certificates is relatively light.

The Vital Records Section spent some \$70,000 several years ago to put its documents in physical repair for microfilming and an additional \$45,000 to perform the microfilming. The microfilming has been continued in succeeding years. However, it has been found more economical to search the original certificates and make photostats than to search the microfilms. Lack of space has led to the storage of the original death and marriage certificates in cartons, and the use of the microfilm copies for search and reproduction. A Recordak reader head has been mounted on a Photostat Junior machine, with a prism to slip the image from the reading screen to the photostat paper, once the proper image has been located. This has not solved the problem of constant shifting of reels, and it appears that search of the original records would continue to be economically desirable.

So far, no action has been taken to give the microfilms protection from nuclear blast. They are sitting outside the vault in the old bank building where they are housed. The original birth certificates are in filing cases within the vault, while the death and marriage certificates are in cartons, stacked one on another without benefit of shelving, in a basement hallway.

Recommendations

Remove all birth certificate film *immediately* to the atomic vault space contracted for by the Secretary of State.

Make comparative cost estimates of search and photocopying of death and marriage certificates (a) under present practices, with a security copy of the film made and sent to the atomic vault, and (b) by buying shelving and archival cartons for the original death and marriage certificates, placing them in the hallway where they now sit, and searching and photocopying the originals.

Analysis of Selected Bulk-creating Files—Public Utilities Commission

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>	<i>Remarks</i>
Active files -----	800	Office	-56	Permanent	Volume based on 2 cu. ft. per drawer, all assumed legal size files
Closed cases -----	510	Office	-56	Permanent	Volume based on 2 cu. ft. per drawer, all assumed legal size files
Closed cases -----	1,646	Storage	-56	Permanent	Volume based on 2 cu. ft. per drawer, all assumed legal size files
Total -----	<u>2,956</u>				

L. Public Utilities Commission**Summary**

The case files of the Public Utilities Commission deal with corporations which may consolidate, but seldom die. Applications for rate changes and other adjustments require constant reference to older files. Hence there is small reason to anticipate that a file can ever be entirely dispensed with for administrative purposes. Beyond that, these files constitute a valuable reference to anyone working in the field of business history.

The Public Utilities Commission has been shipping its older files to the CRD from agency storage in San Francisco. It has found CRD's service in returning files upon request satisfactory to its purposes.

The factor that has retarded shipments to CRD has been lack of adequate shipping cartons. The commission plans to continue to ship records more than 20 years old to the CRD.

Recommendations

That the purchasing agent make archival cartons a standard stock item, with reserves in Sacramento, Los Angeles, and San Francisco. We believe that these will be found easier to handle and less expensive than fibreboard transfer cases, and that use will be found for them both in agency storage and in shipping materials to the CRD. Repacking will be reduced to a minimum.

That the Public Utilities Commission make a reference study of its case files, by year of origin, in order to determine if the retention period in agency storage before shipment to CRD may not be materially reduced. We believe they can be given better protection against flood and fire in CRD.

M. Public Works, Division of Highways**Summary**

The Division of Highways has contracted with the National Records Management Council for a records management study, with the ultimate objective "to control all phases of paperwork on an integrated basis." Among the recommendations on the preliminary report is the microfilming of a substantial amount of material and the storing of the original drawings plus much additional material in a records storage area in a Division of Highways warehouse.

Further inquiry reveals that the selection of materials for microfilming has been done on the basis of administrative use, although a copy of the microfilm has been sent to a district office for dispersal.

There is no temperature or humidity control or heating in the Division of Highways warehouse area designated for records, and we understand the drawings to be stored there will be given special wrapping in an effort to offset the lack of temperature and humidity control. Further, this record center is not as accessible to the main office of the agency as is the CRD.

Recommendations

1. Any legislative committee investigating records "essential to the continuance of government" should coordinate this agency's microfilming program with the state-wide program.

Analysis of Selected Bulk-creating Files—Department of Public Works, Division of Highways

<i>File</i>	<i>Volume cu. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>	<i>Remarks</i>
Contracts, work orders, related documents ----	6,320	Office and storage	1912-56	2-500 years	
Drawings and blueprints-----	4,190	To go to ware- house	1912-56	Permanent	Three microfilm copies being made
General file -----	9,400	HQ office	1945-56	2 years past current	
Accounting papers -----	1,760	HQ and storage	1945-56	4-10 years	760 cu. ft. in office
Tabulation cards -----	1,960	HQ and storage	1936-56	2 to 20	
Miscellaneous -----	720	Various	1923-56	Various	
Total -----	24,360				

("The present status of the records survey indicates that 3,500 cubic feet will be destroyed immediately, 7,600 cubic feet will be transferred to the records center and 10,000 cubic feet will remain in the various headquarters offices and central files until subsequently transferred to the records center." Letter, State Highway Engineer to Legislative Auditor, December 26, 1956.)

We do not believe the State can afford the luxury of departmental record centers. We use this term as it has been developed in records management practice, for we do not intend the remark to include central files or a limited amount of on-premises storage outside office space.

N. Public Works, Division of Architecture

Summary

The Division of Architecture has made progress during the past few years in its records management program. Like the Division of Highways, it has a special problem in finding vault space for its plans and drawings. For this we have no pat solution.

The Schoolhouse Section has taken a step forward by arranging to transfer its drawings and other records to the Central Record Depository, finding this location more accessible than the warehouse where they had previously been stored

Recommendations

A cost study of microfilming drawings and of reproduction from film should be made, with comparisons of cost of storage at the CRD for all noncurrent drawings.

Analysis of Selected Bulk-creating Files—Department of Public Works, Division of Architecture

<i>File</i>	<i>Volume ca. ft.</i>	<i>Location</i>	<i>Dates</i>	<i>Retention per yrs.</i>	<i>Remarks</i>
Schoolhouse plans -----	5,600	Warehouse	Various	Permanent	To be placed in CRD
Accompanying papers -----	120	Warehouse	Various	Permanent	To be placed in CRD
Plans and drawings -----	2,000 *	Office of bldg. storage	Various	Permanent	Additional vault space needed; microfilm?
Miscellaneous papers, contracts, work orders -----	2,000 *	Office of bldg. storage	Various	Permanent	
Total -----	<u>9,720</u>				

* Estimated

O