



As the sun thou shalt enlighten America
Calvert Medal c. 1632

Maryland State Archives

Facility Program

June 30, 2008

Maryland State Archives
350 Rowe Blvd.
Annapolis, MD 21401
410-260-6400
timb@mdsa.net

Table of Contents

Facility Program Document	Page
Project Overview	4
Historical Summary	4
Origins and Functions	7
Summary of Proposed Project	18
Project Justification	19

Appendices

1. Cost Estimate Worksheet
2. Conceptual Site Drawing
3. Original Site plans and Adjoining Property Site Plan
4. Relationship Diagram
5. Department of General Services Technical Review Comments
6. Existing Floor Plans
7. Completed Forms

Continued

Design Specification Guidance

Archival and Special Collections Facilities – Guidelines for Archivists, Librarians, Architects, and Engineers (Draft) Society of American Archivists, August 3, 2008.

Archival Storage Standards Directive, National Archives and Records Administration (NARA 1571), February 15, 2002

Other Supporting Documents

8. Datalogger Summary of Data
9. Charts Depicting DataLogger data
10. Examples of Conservation Projects for Art Work
11. Capital Budget Document to build the current Building (1982)
12. Excerpt from Hall of Records Commission Annual Report FY 1935-1939 describing the need for the Old Hall of Records
13. Overview of Alternative Space Options for Libraries and Archives. U.S. National Archives and Records Administration. By Paul N. Banks. March 1999.
14. DataLogger Specification Sheet
15. Inventory of state-owned art collections, sorted by location: MSA SC 1545 (The Annapolis Collection) MSA SC 4680 (The Peabody Collection)

A. Project Overview

The Maryland State Archives
350 Rowe Boulevard
Annapolis, MD 21401

Mission:

The State Archives is the central depository for Maryland government records, and certain designated private records of permanent value. Holdings date from 1634 to the present. Our central mission is to appraise, acquire, describe, preserve and make electronically available the permanent records of the past, while providing reliable current information about Maryland state, county and municipal government. Materials are made accessible through a secure and (where appropriate) web-enabled environment continually compiled and updated for the benefit and use of Maryland citizens and public officials.

Through the Commission on Artistic Property, the Archives is also responsible for the care and management of the state-owned fine arts collections, which are comprised of the Annapolis Collection and the Peabody Art Collection. This program provides research on the State House and Government House and support for the State House Trust and Government House Trust and creates exhibitions of state-owned art collections and other archival materials.

The most fundamental objectives of the agency as it relates to both record material and fine art can be summed up in three words:

- Preservation
- Access
- Explanation

Description:

Construct a temperature and humidity controlled facility to accommodate permanent paper and electronic record transfers to the Archives and the consolidation of record material currently housed in substandard rented facilities. The new facility will also include space to accommodate the state's fine art collections and provide for art conservation, display and interpretation.

Historical Summary

As the historical agency for Maryland, the State Archives is the central depository for government records of permanent value. Records date from the founding of the Maryland colony in 1634 to the present. These records are described in the State Archives' [Guide to Government Records](#). They include colonial and State executive, legislative and judicial records; vital records; county [probate, land and court records](#); business records; [publications and reports of the state, county and municipal governments](#); records of religious

bodies; and [special collections](#) of [maps](#), [newspapers](#), [photographs](#), and private papers.

In December of 1704, John Seymour, Maryland's Royal Governor, admonished the Provincial Assembly to "secure the laws and records of your country, for the advantage and quiet of future generations". Seymour's words are as timely today as they were 300 years ago. Unless we take the steps necessary to preserve, maintain, and make available the documentary heritage we have inherited, we will have failed in our duty to pass on a collective memory to succeeding generations.

In Maryland, we preserve the official record of our development through documents such as the Charter of 1632, the Act of Religious Toleration of 1649, the Bush Declaration of 1775, the Declaration of Rights, and the State Constitutions of 1776, 1851, 1864, and 1867. There are countless other, less celebrated, historical records that provide the basic structure for understanding government, businesses, organizations, and families. These records collectively define and protect our rights as citizens, ensure the sanctity of private property, and trace the lineage of our people. Each element in our documentary and artistic heritage contributes to the rich mosaic that identifies us as a society.

Maryland has a long tradition of statutory guarantees protecting the integrity of its public records and providing adequate facilities to support a strong state archival program. From colonial acts ordering the transcription and rebinding of record volumes, to nineteenth-century laws endorsing and subsidizing the efforts of the State Library and the Maryland Historical Society to locate and preserve historically significant documents, Maryland's lawmakers have never lost sight of the responsibility articulated by Governor Seymour in 1704. The laws establishing and governing the Maryland Hall of Records Commission (Laws of 1935, ch. 18; Laws of 1941, ch. 825) built upon this foundation by mandating the

collection of records from all levels of government. The legislation provided broad powers for the new entity to collect "old court records, official documents, records, reports, old newspapers, church records, private papers, and other historical data pertaining to the history of the Province and State of Maryland from the earliest times." The first Hall of Records building, opened in 1935, gained almost immediate notice for its state-of-the-art design, and for many years served as a model for other states planning new archival facilities.

By requiring that all records in the county courthouses created prior to April 28, 1788, (the date Maryland ratified the United States Constitution), be deposited in the Hall of Records, the General Assembly ensured the creation of a core of important local records from which the fledgling agency could build its collections. These acts also



stated that records in state and local government agencies not needed for office use should be offered to the State Archivist.

Origins of the modern State Archives date to the state's tercentenary celebrations in 1934. As the 300th anniversary of Maryland's founding approached, the Maryland Tercentenary Commission made a modern, centralized archive a key feature of the state commemoration. A "Memorial Hall of Records" was proposed as early as 1928, and, in 1931, the General Assembly appropriated funds to erect an archives building in Annapolis. Construction

began in 1934, and the [first Hall of Records](#), located one block north of the State House on the grounds of St. John's College, opened to the public in 1935. At the same time, the General Assembly also created the Hall of Records Commission to oversee the management of the public records (Chapter 18, Acts of 1935).

Although Maryland did not have an officially designated State Archives until 1935, the importance of preserving the state's governmental records dates back to the early 18th century, when a fireproof room was provided in the State House for these records. This room on the main floor of the building is still known as the Archives Room.



2 Original Archives room in the State House as restored in 1983

Legislation subsequent to the 1935 law expanded the responsibility of the Hall of Records to include the scheduling of records for disposal (Laws of 1949, ch. 755), and the development of a state records management program (Laws of 1953, ch.436). These laws formed the framework within which the Hall of Records built the successful program of which Ernst Posner observed in [American State Archives](#) (1964) "the Maryland Hall of Records enjoys an enviable reputation as one of the leading state archival agencies."

By the late 1970s, the dramatic growth in state government activity during the twentieth century was reflected in an exponential surge in the production of permanent records destined for eventual transfer to the Hall of Records. This phenomenon coincided with an equally remarkable increase in the level of reference demand, fueled in no small part by the widespread interest in genealogy engendered by Alex Haley's [Roots](#). Government records suddenly became a growth industry, and this translated into increasing strain on the state's archival agency. In 1984, the Maryland General Assembly enacted legislation (Laws of 1984, ch. 286) that reconfirmed the state's long-standing commitment to an effective archival program. This law established the State Archives as an independent agency in the Executive Department. As perhaps the crowning achievement in the celebration of the 350th anniversary of Maryland's founding, the State constructed the new Hall of Records Building in Annapolis.

The records remained in the Hall of Records until 1986 when the State Archives moved to the new Hall of Records Building on Rowe Boulevard. On June 27, 2005, the Hall of Records was rededicated as the Edward C. Papenfuse State Archives Building.



3 Edward C. Papenfuse State Archives

One of the unanticipated benefits of the fifteen years of planning and advocating for a new Archives building was the development of a comprehensive

analysis of the state's future archival needs. From the mid-1970s to the early 1990s, for the first time in Maryland history, the archival program strived to be prescriptive rather than reactive; to

anticipate and plan for future records needs rather than merely cope with a series of immediate crises. The often haphazard, ad hoc way records custodians have collected and cared for historical documents is no longer an acceptable response to the challenge of preserving our collective memory. The progress of the last few decades is evident, and few would dispute the value of collecting and preserving historical records. Today, however, we face a new challenge which ultimately may determine whether this essential part of our cultural heritage will survive.

This new challenge is the result of a steady decline in the records management program in the State of Maryland. Lack of strong programs to inventory and schedule records for destruction or transfer to the archives means that expensive office space which could be repurposed is taken up by records material that should be on deposit with the Department of General Services awaiting disposal or transferal. It also means that record material is likely being discarded without benefit of appraisal—a trend that is not only contrary to good governmental principles but is in fact against the law.

What we do know and are able to document is that there is a great deal of record material, both paper and electronic, that needs to be accommodated in an archival setting. The bottom line is that the estimates presented here are conservative and not overly optimistic.

Origins and Functions

With the creation of the Hall of Records Commission, the General Assembly provided for the management of the public records and for the collection, custody, and preservation of the official records,

documents, and publications of the State (Chapter 18, Acts of 1935). Formed in 1935, the Hall of Records was an independent agency of State government and remained so until its incorporation into the Department of General Services in 1970 (Chapter 97, Acts of 1970). In 1984, the Hall of Records reformed as the State



4 Old Hall of Records Card Catalog

Archives, an independent agency within the office of the governor (Chapter 286, Acts of 1984). The 1984 law defined an advisory role for the Hall of Records Commission and placed the Commission on Artistic Property under the State Archives (Code State Government Article, secs. [2-1513\(b\)](#), [3-404\(b\)](#), [7-213\(a\)](#), [9-1001](#) through [9-1027](#), [10-604](#) through [10-608](#), [10-631](#) through [10-634](#), [10-637](#) through [10-642](#), [10-701](#), [10-702](#)).

The State Archives produces [web publications](#) and [on-line exhibits](#), as well as guides to records, finding aids, historical monographs,

essays, and directories. Every two years, the State Archives compiles, edits, publishes, and distributes the *Maryland Manual: A Guide to Maryland Government* and daily updates the [Maryland Manual On-Line](#). In addition, the State Archives prepares, edits, and publishes volumes of the new series of the *Archives of Maryland*, including the [Archives of Maryland On-Line](#). Examples of publications currently available are:

Archives of Maryland, new series I: [An Historical List of Public Officials of Maryland](#) - Governors, Legislators, and other Principal Officers of Government, 1632 to 1990.

Guide to County Records on Microfilm at the Maryland State Archives.

A [Guide to Government Records](#) at the Maryland State Archives: A Comprehensive List by Agency and Record Series.

Guide to Montgomery County Plats of Surveys, Subdivisions, and Condominiums, 1783-1993.

Guide to the Newspaper Collection on Microfilm at the Maryland State Archives.

Marylanders Who Served the Nation: A Biographical Dictionary of Federal Officials from Maryland.

Rules and regulations promulgated in the Code of Maryland Regulations give the State Archives a role in the establishment of archives in local jurisdictions (COMAR [14.18.03](#)).



5 Old Hall of Records Stack Area

Within the State Archives are nine main units: Administration; Appraisal and Description; Artistic Property, Preservation, and Public Outreach; Digital Imaging and Acquisition; Government Information Services; Information Systems Management; Record Transfers and Space Management; Reference and Records Services, and Training; and Research and Student Outreach. The State Archives also has a Land Patents section and is aided by the Hall of Records Commission, and the Commission on Artistic Property.

[LAND PATENTS](#)

The State Archives became responsible for the functions of the Land Office and its collections in 1965. The Records Management Division, then a part of the Archives, took charge of recording and filing plats. When the Division was

separated from the Archives in 1975, plats and other Land Office records became the responsibility of the Archives.

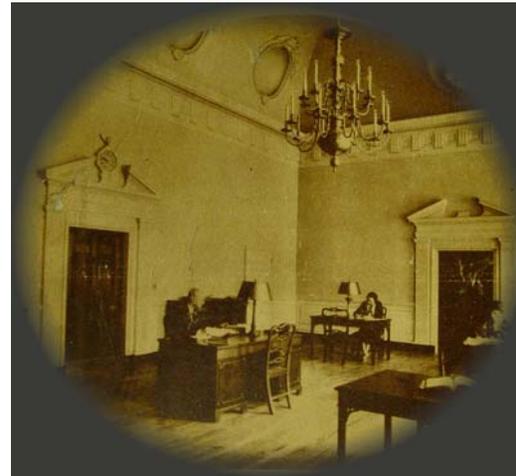
Designated Commissioner of Land Patents, the State Archivist is responsible for issuing land patents and conducting court hearings (Chapter 355, Acts of 1967). In performing these duties, the State Archivist acts independently of the duties imposed as State Archivist (Code Real Property Article, secs. [13-101](#) through [13-504](#)).

The land patent process is the mechanism for granting land in Maryland. Land patents were issued by the proprietors during the colonial period, and later by the state. Virtually all land in Maryland has been patented. Through survey errors or due to the inaccessibility of a tract, however, some land never may have been included in a patent. This land, when it is discovered, may be patented, with title passing to the patentee upon payment of the fair market value of the land to the state. The land patent process also provides a simple, convenient and prompt method of reserving vacant land for the public use of state, county or local government bodies through the issuance of certificates of reservation (Chapter 290, Acts of 1993).

An applicant for a patent must present evidence based on a title search of the property in question proving that no former patent encompasses any portion of the land. Information concerning the land patent process and an application for a patent may be obtained from the Commissioner of Land Patents.

HALL OF RECORDS COMMISSION

Created in 1935, the Hall of Records Commission is an advisory body to the State Archives (Chapter 18, Acts of 1935). The Commission reviews and comments upon policies of the Archives that concern proposed budgets, publications, and public access to records.



6 Old Hall of Records 1935

The Commission is composed of eleven members. Nine serve ex officio. The Chief Judge of the Court of Appeals chairs the Commission (Code State Government Article, secs. [9-1001](#) through [9-1006](#)).



7 The Old Hall of Records on St. John's Campus

COMMISSION ON ARTISTIC PROPERTY

In 1969, the Commission on Artistic Property was formed (Chapter 111, Acts of 1969). It was incorporated into the State Archives in 1984 (Chapter 286, Acts of 1984).

The Commission is the official custodian of all valuable paintings and other decorative arts owned by or loaned to the State (except those located in a State room of Government House). The Commission provides for the acquisition, location, proper care, custody, restoration, display, and preservation of these paintings and decorative arts. Every person, agency, or organization desiring to acquire a painting or other decorative art work for display in a State building or premises (except in a room of Government House) must secure from the Commission both prior approval and final

acceptance of the painting or decorative art work. In such instances, the Commission considers the competence of the artist, the proposed location, and the quality, historical significance, and appropriateness of the work.



8 Washington, Lafayette and Tilghman at Yorktown, the first painting commissioned by the Maryland Legislature, 1781.

With the approval of the governor and the State Archivist, the Commission may receive and accept gifts and loans of paintings and decorative art works. With the approval of the governor, the State Archivist may accept gifts of money for the Commission from any source, public or private, and thereafter administer and expend the funds according to the conditions and terms of the gift. In 1996, the Commission, on behalf of the state, assumed ownership of the [Peabody](#) Art Collection from the Peabody Institute.

The Commission consists of fifteen members. Eight are appointed by the State Archivist with the approval of the governor. Seven serve ex officio. With the governor's approval, the State Archivist names the chair (Code State Government Article, secs. [9-1016](#) through [9-1023](#)).

APPRAISAL & DESCRIPTION

Appraisal and Description deals with the analysis and disposition of government records. The disposition of state, county and municipal records is determined by an appraisal of their value for future agency operations and historical studies.

Records Retention Schedules. Those records deemed to have permanent value are retained as archival documents. Their characteristics are described in records retention schedules. Other materials become disposable after a period of time.

Disposal Certificates. Those records no longer needed are scheduled for disposal as certified through disposal certificates.

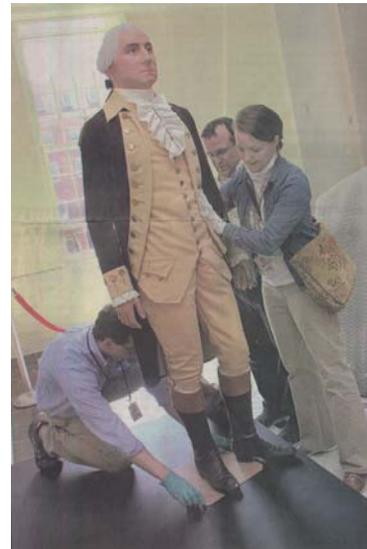
All records retention schedules and disposal certificates must be submitted for approval by the State Archivist, and it is in the review of these schedules and certificates that the disposition of records is determined. Through this process, the important administrative, legal, fiscal and historical records of government are identified for permanent retention and eventual transfer to the State Archives. Other materials, when agencies no longer need them for current operations, can be destroyed.

ARTISTIC PROPERTY, PRESERVATION, & PUBLIC OUTREACH

Artistic Property, Preservation, and Public Outreach originated as Education, Outreach, and Artistic Property. It became Artistic

Property and Public Outreach in May 1999, and reorganized under its present name in August 2003.

The state-owned art collections, traveling exhibits that are available for loan, and exhibits in the Annapolis government complex are managed by Artistic Property, Preservation, and Public Outreach. The office also supports the work of the [Government House Trust](#), and the [State House Trust](#). This includes management of all requests for use of the State House, and serving as liaison with the Department of General Services and the Maryland Historical Trust for maintenance and preservation of the State House, the most historically important building in Maryland. Artistic Property, Preservation, and Public Outreach also provides support for certain activities of the General Assembly.



9 Artistic Property staff install a mannequin of George Washington in the exhibit, *Four Centuries of History* in the Maryland State House, House Office Building, April 2008.



During Fiscal Year 2007, the Commission on Artistic Property received funding for conservation initiatives to enable objects to be put on public display or remain on display. Ongoing conservation projects include: a 17th century portrait of *Leonard Calvert*, the

10 Paper Conservation Lab

first colonial governor of Maryland; a portrait of *William Paca* by Charles Willson Peale; and the cleaning and conservation of the *Thurgood Marshall Memorial*.

PRESERVATION SERVICES

Formerly called Conservation and Restoration, Preservation Services adopted its present name in 2001. This division conserves

and cares for archival records, maintains their physical integrity, and assures their longevity and accessibility. It also provides condition assessments and performs treatments needed to prepare damaged materials for scanning.

Preservation Services oversees the Conservation Laboratory, Preservation and Access, and Preservation Outreach.

Conservation Laboratory. The Conservation Laboratory preserves the physical integrity of archives in many forms, including

manuscript papers and record books, microfilm, microfiche, photographs, published books, government publications, maps, newspapers, and electronic files. The Conservation Lab monitors environmental conditions in temperature- and humidity-controlled storage areas. Where appropriate, conservation measures are used. These include deacidification of paper, repair and restoration, mylar encapsulation, phase boxing, and archival bookbinding.

Preservation and Access. The State Archives preserves information with microfilm and digital imaging to expand access to historical documents. Sophisticated computer-scanning technology and microfilm produced to national preservation standards preserve images of original materials. These procedures help individuals who are not able to use originals at the Archives, and they preserve the information value of fragile manuscripts, maps, newspapers, and photographs.

Preservation Outreach. The State Archives participated in the work of the Task Force to Initiate Preservation Planning in Maryland and has assumed a leading position in promoting preservation to organizations and individuals across the state. The State Archives was designated by the Task Force to coordinate public information, workshops, and low-cost conservation services. The goal is to ensure preservation of significant collections of books and documents in Maryland libraries, museums, historical societies, government offices, private organizations, and private homes. At the State Archives, conservation staff conducts preservation workshops each spring.

SPECIAL COLLECTIONS

The State Archives is authorized to collect public and private records and other information relating to the history of the Province

and State of Maryland from the earliest times. At the discretion of the State Archivist, the State Archives is also authorized to acquire collections of private records as permanent gifts (Code State Government Article, sec. [9-1010](#)).

Special Collections started in 1935 as the Gift Collection and reorganized under its present name in 1987. In March 2005, it was placed under Artistic Property, Preservation, and Public Outreach.

Special Collections supervises the care, preservation, accessioning, and description of private records. Usually, they are given to the State Archives by private donors and generally consist of personal letters, diaries, photographs, maps, church records, architectural plans, and other manuscript documents. Maps, for example, date from 1565 to the present. They serve as an important resource for scientists, historians, and citizens interested in the Chesapeake watershed. Photographs illustrate a cross section of Maryland life and culture, including agriculture, architecture, family life, government, nautical and naval affairs, recreation, and sports. In addition, the State Archives has microfilmed records of nearly 300 churches of various denominations, and more than 250 newspapers from across the State.

With the exception of collections of fine art, the Director, in conjunction with the State Archivist, reviews offers of materials as gifts to Special Collections. Offers of gifts of fine art are reviewed by the Curator of Artistic Property and the State Archivist. Materials are accepted on the basis of their relevance to the holdings of the State Archives, their condition, and the need to provide for their proper storage and care.

While collections generally are offered as gifts to the State Archives, occasionally materials are accepted on deposit. The

decision to accept a collection of original materials as a deposit is made by the Director in conjunction with the State Archivist based upon the relevance of the collection to the holdings of the State Archives, its condition, and the historical value of the collection. A collection may be placed on deposit if its contents are to be photographed or microfilmed as a reference collection at the Archives and the original materials returned to the owner.

DIGITAL ACQUISITION, PROCESSING & PUBLICATION

Digital Acquisition, Processing and Publication originated as Appraisal and Preservation. In May 1999, when appraisal functions were assigned to Appraisal and Description, Acquisition and Preservation Services was formed. It restructured as Acquisition and Imaging Services in August 2003, and was renamed Digital Imaging and Acquisition in June 2005. In August 2007, it reformed as Digital Acquisition, Processing and Publication.

Digital Acquisition, Processing and Publication is responsible for the identification, management, and conservation of the permanently valuable records of Maryland State and local government. This department ensures that those records are made accessible, and user friendly on the web. The department provides digital imaging; catalogs and publishes these images; and produces and manages archival security master negative microfilm. It also distributes public-access duplicates on film and compact disc.

The preservation of digital-imaging services offered by the State Archives in Annapolis and at its Baltimore facility is managed, coordinated, and promoted by Digital Acquisition, Processing and Publication. In addition, the department provides logistical and

technical support, and assists in the development of standards and techniques used in imaging projects.

Digital Acquisition, Processing and Publication is made up of two divisions: Project Management, and Production Services.

PROJECT MANAGEMENT

Project Management is responsible for the overarching management of the Digital Acquisition, Processing, and Publications. Project Management identifies the scope of requested projects; oversees fiscal projections and budget management; proposes and manages the project work plan; and serves as chief liaison with vendors and sister agencies.

PRODUCTION SERVICES

Production Services began as Imaging Services and reorganized as Scanning Services in June 2005. In August 2007, it reformed as Production Services. This division oversees image acquisition, processing, inspection, and publication, both from original paper, mylar, or linen documents and from microfilm. Production Services helps preserve and make accessible copies of records through the creation and duplication of microfiche, archival security microfilm and compact discs, photocopy, and photography. In this way, the division assists government agencies; promotes Maryland scholarship by aiding students, historians, and genealogists; provides evidential materials for legal matters; and supports State Archives exhibits and publications.

Microfilm & CD Production. This unit produces, catalogs, stores, duplicates, and maintains archival security master negative microfilm and CD backups of digital record series in the possession of the Archives.

Microfilm Scanning. This unit is responsible for the acquisition of archival quality digital images of targeted record series derived from microfilm.

On-Demand Scanning. This unit fills requests from archival staff and the general public for "piece-work" scanning of individual documents (rather than entire series)

Production Scanning. This unit is responsible for the acquisition of archival quality digital images of targeted record collections derived from paper.

Quality Assurance & Processing. This unit catalogs, inspects, manages, and publishes digital images produced in-house, received from other agencies, or produced by a scanning vendor under contract with the Archives.

GOVERNMENT INFORMATION SERVICES



11 Government Information Services, State Archives, Annapolis, Maryland, March 2007.
Photo by Diane F. Evartt.

Organized in 1986, Government Information Services assists the citizens of Maryland and their agencies of government with current government information, continuously updated. This office is responsible for the

[Maryland Manual On-Line](#); the [Maryland Manual](#); Government Publications; and the Library of the State Archives.

GOVERNMENT PUBLICATIONS

Publications and reports of State government agencies date to the early 19th century. They, with the publications and reports of county and municipal governments, have been collected by the State Archives since 1947 (Chapter 651, Acts of 1947). The State Archives also is an official depository for county charters, codes, and laws (Code 1957, Art. 25, sec. 32A; Art. 25A, secs. 3B(3), 7(b); Art. 25B, secs. 7(b)(3), 12(b)). Municipal charter amendments and annexations, after publication, are deposited annually with the State Archives by the Department of Legislative Reference (Code 1957, Art. 23A, sec. 17C).

LIBRARY

Organized in 1940, the Library is a reference source for works that supplement the holdings of the State Archives. These include published records and sources on Maryland history, government, biography, geography, and natural resources; county, city and town histories; regional studies; Chesapeake Bay; research guides; genealogies; and archives administration, conservation, and preservation. The Library of the Department of Natural Resources transferred to the State Archives in June 1987. It includes materials collected since 1942 on Maryland natural resources, wildlife, fisheries, forestry, water resources, and the environment.

MARYLAND MANUAL ON-LINE & MARYLAND MANUAL

Published by the State Archives, the [Maryland Manual On-Line](#) and the *Maryland Manual* describe Maryland State, county and municipal government (Code State Government Article, secs. 9-

1026, 9-1027). The *Maryland Manual* has been published in print since 1896. The *Maryland Manual On-Line* has been accessible on the Internet since December 1996.

The *Maryland Manual On-Line* is a continuously updated guide to Maryland government. It presents an overview of the organizational structure and staffing of the executive, legislative and judicial branches of Maryland government. It shows agency budgets and organizational charts, lists mandated reports, and provides the origin, historical evolution, and functions of government agencies.

Biographies of government officials appear in the *Maryland Manual On-Line*. These include legislators, constitutional officers, department secretaries, judges, and Maryland's Congressional delegation, as well as county executives, state's attorneys, sheriffs, and other local government officials. The *Manual* also gives additional information on local government (county and municipal), as well as intercounty, interstate and federal agencies. In addition, the *Manual* contains the State budget, the Constitution of Maryland, and election returns. The Maryland at a Glance section offers condensed data on many Maryland subjects, State symbols, Maryland historical chronology, and Maryland government.

INFORMATION SYSTEMS MANAGEMENT

Information Systems Management began in 1989 as Computer Services and reorganized under its current name in 1997. This office oversees Electronic Archives, Information Technology Development, and Information Technology Support for the State Archives. The office also assists other State agencies in designing and updating their homepages for the web.

ELECTRONIC ARCHIVES

At its September 1998 meeting, the Hall of Records Commission resolved that a program of Electronic Archives be created within the State Archives. The program coordinates and manages the development of a permanent archive of electronic records.

12 Storage array at the Archives



MARYLAND ELECTRONIC CAPITAL

As part of the Governor's technology initiative, the [Maryland Electronic Capital](#) was the homepage for the State of Maryland. It started in the fall of 1995 and concluded in 2004.

RECORD TRANSFERS & SPACE MANAGEMENT

Record Transfers and Space Management was organized in July 2001. Previously, this unit's functions had been the responsibility of Acquisition and Conservation.

State, county and municipal government agencies in Maryland may offer the State Archives all files, documents, and records not in current use. Record Transfers and Space Management supervises the transfer, storage, and retrieval of those government records deemed to be permanently valuable.

State Government Records. The records of all State agencies, boards, and commissions that are abolished or that otherwise conclude their work must be transferred to the custody of the State Archives. By law, State agencies have their records placed on

retention and disposal schedules. No public records can be destroyed without scheduling and the prior approval of the State Archives.

The State Archives shares responsibility with the Division of Vital Records of the Department of Health and Mental Hygiene for preservation of and access to vital records information (Code State Government Article, sec. [9-1015](#)).

County and Municipal Government Records. All records that are in the courthouses of the State and that were created prior to April 28, 1788 (when Maryland ratified the U.S. Constitution) must be deposited at the State Archives. All current deeds, mortgages, and releases recorded in the courthouses of the State are microfilmed and preserved at the State Archives for security purposes. Limited facilities are available for the filming of records of State agencies. The State Archives also serves as the official depository for subdivision and condominium plats.

REFERENCE & RECORDS SERVICES, & TRAINING

Reference and Records Services, and Training organized in May 2007 from Reference Services. This office is responsible for Employee Training, Publication Rights, Records Services, and Reference Services.

DOCUMENTS FOR THE CLASSROOM

An electronic reference source issued by the State Archives is *Documents for the Classroom*. For the use of teachers, students, scholars, and the general public, [Documents for the Classroom](#) are digital facsimiles of selected original documents, secondary

sources, and multi-media presentations. These electronic document packets use Maryland history to illustrate national trends. They cover elements of Maryland and American history from colonization to the modern era relating to political development, cultural diversity, and interdisciplinary approaches to understanding the past.

REFERENCE SERVICES

Records are made accessible to the public and government agencies through the search room, by mail or telephone, and through electronic media. Open Wednesday through Friday, and three Saturdays a month, the search room is staffed by professional archivists to assist patrons. Electronic and mail reference services are available Monday through Friday. In addition, electronic services and information (including comprehensive catalogues of the Archives' holdings) are accessible through the [State Archives' homepage](#) on the web.

Records are used for legal documentation, historical research, land title searches, geographical information, vital record research, and genealogy. The Archives offers limited research services by its staff. Copies of records can be produced (for a fee) on paper as photographs, or as digital image files. Self-service copying from microfilm also is available for many records. Most records on microforms may be purchased or borrowed through interlibrary loan.

RESEARCH & STUDENT OUTREACH

Research and Student Outreach originated as Research and reformed under its current name in 2005. Using original

documentary sources, Research and Student Outreach works to interpret, preserve, and improve access to Maryland history. The foundation of this department is collective biography developed to document the lives and careers of individuals who have shaped the history of Maryland. The primary focus is on biographies of the men and women who have served in Maryland State government. In addition to State government officials, biographical research broadens to cover special topic areas highlighting significant contributions from federal, county and local government officials, Maryland women, African Americans, Native Americans, military personnel, teachers, doctors, artists, lawyers, and others. To reach the widest possible audience, the staff prepares all research results for publication on the Archives' website and produces print media as needed.

ADVISORY PANEL FOR ARCHIVES OF MARYLAND ONLINE

The Advisory Panel for Archives of Maryland Online was formed by the State Archivist in April 2000.

INTERNSHIP PROGRAM

Each summer, internships are offered for college students to learn archival and historical methods at the State Archives. Work/study programs also are available.

Summary of Proposed Project

Goals of the Archival Agency:

1. Preservation - long-term archival storage for the state's treasures in whatever form or format they may exist
2. Access – to enrich and inform future generations – that is why we create and preserve documentary and artistic treasures
3. Explanation – adequate processing describing and providing context helps further the prime directives to preserve and provide access

Proposed size of facility: 135,415 square feet

Purpose of the project:

1. To provide long-term preservation of permanent record material and the state's fine art collections in temperature and humidity controlled environment;
2. To consolidate permanent record material being currently housed in four substandard facilities, three of which are rented; To consolidate under the care of the Commission on Artistic Property the state's fine art collections currently being stored in no less than eleven separate facilities and institutions;
3. To provide for the care and preservation of permanent electronic record material and stand up

adequate disaster recovery / business continuity infrastructure for critical, permanent electronic record material; and

4. To provide adequate access to the public through processing and scanning of record material and the display and interpretation of art.

Summary Breakdown of Space Requirements in Square Feet

Storage of Records	98,110
Processing of Records	2,500
Electronic Records Archives	10,000
Cold Storage	1,000
Artistic Property	10,000
Exhibits Area	8,000
Office Space	3,305
Conference Space	2,500
Total	135,415

Location and site information

The Archives is advocating for the location of the new archives facility to be on the parcel of land now occupied by the archives and extending on to the adjoining parcel recently vacated by the Maryland State Police Annapolis Barrack J.

Facilities Master Plan: The project is included in the current facilities master plan.

B. Project Justification

1. Facilities Problems Proposed Project is Intended to Solve

The Permanent Record

Why do government records matter?

Why do records matter? Why do state governments and we, as American citizens, need to take action to preserve records and make them available for a wide range of users?

Records are essential to protecting life. When disasters strike, infrastructure records have proven themselves to be absolutely essential for protecting life. During and immediately after both the World Trade Center attack in 2001 and the Gulf Coast hurricanes in 2005, rescue workers needed maps of utility lines and gas mains, building layouts, and the composition of bridges, levees, and buildings. Without records, we cannot protect life.

Records are essential to protecting property. Among the most active government records used by the public are land records. The daily news is replete with controversies ranging from school district boundaries to land ownership issues resulting from land treaties signed with Native Americans over the past several centuries. Land surveyors and title searchers actively use land records to prove ownership, boundaries, and other essential



information for home and business owners. When we think about property records, we tend to think of deeds and mortgages and property maps, but proving what is mine may involve other types of records: probate records and wills may prove an inheritance; divorce settlements may include property distributions; school records prove what is mine by attainment. People care about what is theirs, and records are key to proving ownership.

Records are essential to protecting the rights of our citizens. Government records provide the documentation to verify the rights of citizens. These include such individual rights as the right to vote (voter registrations), the right to government services (military service records, birth records, employment records, education records), and the right to justice (court records). Rights of communities and groups are also supported by government records, including civil rights (employment regulations, laws, court records), community welfare (land records, transportation records, public health records), and civil protection (military records, criminal justice records). Government records provide the foundation for, and reflect our efforts to sustain, a democratic, civil society.

Records are essential to maintaining order and the operation of our governments. State and local government agencies, businesses, and families depend on records to document transactions, decisions, and precedents. The importance of effective records is evident from several recent incidents in which secretaries of state and local election officials have struggled to validate an election for governor or the U.S. Senate because of issues with voter registration lists and ballots. The need for accurate, authentic records in such cases can have an impact well beyond the jurisdiction or agency that created or maintained them. We must have the ability to hold our

government accountable for providing the services and protections with which it is charged.

Records are the foundation of our nation's information infrastructure. Just as we need roads and bridges to travel from place to place, we need records to prove identity, certify contracts and agreements, verify ownership, and establish rights to benefits. Records in today's world are not just paper—they also exist as electronic files, still and moving images, and audio recordings, all subject to their own unique vulnerabilities and capable of disappearing without proper care and attention. Just as we move people and information more freely and rapidly than ever before, records are also more interrelated and integrated than ever before.



Records are essential to protecting tranquility. People want to have a sense of community, a sense of belonging, a sense of

place. This sense begins with records and documents focused on individuals—birth and marriage certificates, high school diplomas, cemetery records, city council resolutions honoring local citizens or businesses, photographs and videotapes of school and community events—all of which tie each of us to a specific place, time, and group. From there, the sense of community stretches out to embrace the historical records of a location or a community in its broadest sense.



13 Dr. Edward C. Papenfuss directing students in a salvage project (Associated Press)

Government records are particularly important in providing evidence of all the people in a state or the nation. Unlike private manuscript repositories, which hold evidence predominantly of those who could write or were considered important enough to have their records preserved permanently, government archives reflect the wide range of people whose lives were affected in some way by government functions. Native American encounters with state government, for example, provide some of the only written documentation in the eighteenth and nineteenth centuries for those

indigenous nations which did not have a written tradition. Similarly, immigrant groups such as Italian Americans, Asian Americans, and Latinos rarely appear in the private sector records retained from the nineteenth and even the twentieth century. However, because they paid taxes, served in the military, were educated, inoculated, or sometimes institutionalized, the traces of their experiences survive in government archives.

Even when the direct documentation that links a person individually to his or her community has not survived, historical records housed in government archives can restore a sense of significance and connection to the community and its collective experience.¹

State-Owned Art Collections

Why does art matter?

Art is essential to our understanding of ourselves and our society. Paintings, sculpture, furniture and other artifacts enhance our knowledge of the past and are an important foundation for an enlightened citizenship. Working beyond the capacity of words to explain, fine art and our special collections (private records, photo collections etc) capture the social history of Maryland’s people, providing a window into the thoughts and passions of ordinary citizens over time. Portraits of Maryland’s elected officials, and other historical figures, exist as visual documents of their contribution to the history of our state. The non-public records

¹ “Why do Government Records Matter” is excerpted from: *The State of State Records – A Status Report on State Archives and Records Management Programs in the United States* January 2007; Council of State Archivists. Used here with permission.

dovetail with the public records to provide a clearer picture of the rich mosaic that is our state's history.



14 *The Burning of the Peggy Stewart*, Francis Blackwell Mayer, 1896. The Annapolis Collection.

The State of Maryland is extremely fortunate to own two art collections that are of enormous national artistic and historical importance - the Annapolis Collection and the Peabody Collection. The collections are comprised of those works of art and decorative objects that document the history of Maryland through subject, maker, or provenance. The goal of the Commission is to make the collection accessible to the public through preservation, conservation, display, and interpretation. Both collections are made accessible to the public through exhibitions within the Annapolis complex, at cultural institutions in Baltimore, through loan to museums throughout the world, and on the Archives' website.

The Annapolis Collection

In 1781, the Maryland Legislature commissioned Charles Willson Peale to paint a full-length portrait of General George Washington for the State House, in honor of the American victory at Yorktown. While it would become fashionable for state governments to commission portraits of Washington after his death in 1799, only the legislatures of Maryland and Pennsylvania ordered his portrait to be displayed in their respective statehouses while he served as commander in chief of the Continental Army. This monumental portrait, known as *Washington, Lafayette, and Tilghman at Yorktown*, has been on public display in the Maryland State House since its completion in 1784. One of only a few full-length portraits of Washington by Peale, also a native Marylander and this country's most famous Colonial-era artist, this painting is without question one of the most important portraits of Washington in existence—and certainly the most valuable painting in the state's collection.

The Legislature's foresight in honoring Washington began a tradition of commissioning portraits of Maryland's governors, legislators, and other elected officials that continues to the present day, as well as paintings commemorating historic events such as the founding of the colony in the 17th century, and Washington's resignation in the Old Senate Chamber. These portraits and historical paintings are a visual record of not only those people and events that have shaped Maryland's history, but also the accomplishments of Maryland artists over the past two centuries.

Over time, the state's collection has expanded to include historic furnishings and fixtures commissioned and acquired by the Legislature for use in the state's most important buildings including

the State House and Government House. On display throughout the Annapolis complex, this collection adds immeasurably to the interpretation of these public buildings, particularly the State House and Government House. Without the portraits of Maryland's Four Signers of the Declaration of Independence and paintings of *Washington, Lafayette and Tilghman at Yorktown* and *Washington Resigning His Commission*, the State House would not be nearly as historically and artistically interesting as it is today.

The Peabody Collection

In 1996, the state owned art collection was significantly expanded to include The Peabody Institute Collection, a diverse collection of painting, sculpture, drawings, and decorative arts. Valued then at over \$19 million, this internationally renowned collection is one of the finest in the country and includes works by American and European masters. Assembled by prominent Baltimoreans for the citizens of Maryland, the Peabody Collection is a significant collection of American and European art of the 18th, 19th and 20th centuries. Recent loan requests for paintings in the Peabody Collection have come from major cultural institutions in Europe and the U.S. This collection, once largely unknown, has been made more accessible through imaging technology and is an important resource for art history scholars around the world.

Justification

In presenting this justification, the focus will be on two precepts for an archives and two fundamental concerns:

Foundational Precepts

Condition - the state of, fitness and suitability of the space that houses permanent record material and fine art

Capacity - the amount of space dedicated to accommodating Maryland's permanent treasures

Other Concerns

Efficiency - degree to which the Archives has effective storage and retrieval of public documents, and

Security – degree to which material is safeguarded against theft, loss or alienation

According to the terms of the agreement, the state of Maryland gave \$15 million to the Peabody Institute for its endowment fund, and in

exchange the state assumed ownership of the collection, thereby preserving it for the people of Maryland and avoiding its sale, piece-by-piece, at public auction. In doing so, the state made a commitment to care for the collection so that it could be displayed for the benefit of the citizens of Maryland and the general public.

As with many other museums and historical institutions throughout the country, only a small fraction of the Commission's collection is physically on display, with the remainder housed in secure storage. Therefore, in order for the Commission to uphold its fiduciary reasonability to provide access to the collection, and to ensure the preservation of the collection for future generations, it is essential to properly maintain and manage adequate storage facilities.



15 Morning on the Severn River, Maryland, Hugh Bolton Jones, 1873. The Peabody Art Collection.

The Archives building currently has 2,560 cubic feet designated as secure storage for the state-owned art collection. This storage space is shared with the Department of Special Collections for objects of higher value and irregular size. Due to the lack of adequate and

proper storage space at the Archives, a significant portion of the collection is in storage at rented off-site facilities or stored at other museums and cultural institutions in the Baltimore Metropolitan area as part of long-term loans.

The large dispersal of the collection (1,561 capitalized items) makes it difficult for the Commission staff to effectively care for and preserve the collection. Consolidation of the storage space for the state-owned art collection into an additional facility at the Archives building will significantly increase its overall access, security, and preservation.

A fine art collections storage facility must be able to preserve its current holdings and accommodate future acquisitions. The use of high-quality museum storage equipment enables art collections to be better protected, preserved and accessed.

Condition

Environmental control is vitally important to the long-term preservation of record material and fine art.

The condition under which our historical treasures are stored is paramount to their survivability. The rented warehouses that house permanent record material have minimum environmental controls. They lack adequate security as well as adequate space for scanning of records for electronic retrieval.

The fine art collections have been scattered about in many institutions for far too long. Here too, at least one of the rented facilities that house the state's art is totally unacceptable.

The consequence of inaction over the long term is the degradation and ultimate destruction of Maryland's treasures.

The records transferred to the Archives have been designated permanent through the records scheduling process. Permanent records are to be retained forever. It is the mission of the Archives to preserve, make accessible and explain Maryland's permanent records through the end of the Republic. Central to this mission is ensuring that records are given the proper care and environmental controls.

Capacity

From 1980 to the mid 1990s the average amount of record material that was transferred to the Archives was just over 6,500 cubic feet per year. From the mid 1990s to the present, the average amount of material transferred per year is over 13,000 cubic feet.

Since 1995, the Archives main facility in Annapolis has been full. As a stop gap measure off-site storage facilities have been rented to accommodate state agency record transfers. Now, at the beginning of FY 2009, records are housed in three separate rented warehouses, none of which are climate-controlled. (Note: materials are also housed at the state-owned tobacco warehouse in Cheltenham).

There will continue to be a need for archival storage space well in to the foreseeable future, and there is a demonstrable need for the square footage requested in this capital item.

There are over 3,000 paintings, sculpture, decorative arts and furnishings, and other objects in the state-owned art collection. In 1996 the State of Maryland acquired the Peabody Collection with the promise that it would be preserved and made accessible to the public for future generations.

Attached to this request is an inventory of fine art objects that have been temporarily housed at other institutions and in rented space. Those items that are not on display should be accommodated in suitable space under the superintendence of the Maryland Commission on Artistic Property. Space should also be prepared to provide display and interpretation as well as conservation.

The proposed new fine art storage and exhibition areas will solve many current issues that adversely effect the long-term preservation and access of the state-owned art collection. A new facility will provide enhanced security as well as optimal environmental conditions and storage equipment for museum collections. The existing off-site fine art storage does not provide any space for preparation or examination of objects. The incorporation of a covered loading dock, conservation and examination areas, and object preparation spaces designed according to museum standards, will significantly enhance the Archives' ability to provide long-term preservation of the art collection as well as improve its accessibility.

Efficiency

The adjunct record warehouse facilities are on average 23 miles from the main facility in Annapolis. This presents a variety of efficiency issues including:

- o Inability to adequately staff multiple buildings,
- o Difficulty in accessioning and maintaining records, and
- o Inability to make this documentary material accessible in a timely manner even though, having been transferred more recently, it is generally in high demand.

Security

Beyond a locking front door, none of the existing records warehouses posses even the most rudimentary security.

Furthermore, security relating to records that have not yet been transferred to the Archives is a continuing concern. More detail on these areas of concern is provided later in this program document.

Where are Maryland's documentary and artistic treasures presently being stored?

Facilities which store records

Edward C. Papenfuse State Archives Building
350 Rowe Boulevard
Annapolis MD 21401

Suite 309-A
713 East Ordnance Road
Baltimore MD 21226

Suites H - J
611 Hammonds Ferry Road
Linthicum MD 21090

Bays N – P
7465 Candlewood Road
Hanover MD 21076

The Maryland State Tobacco Warehouse
Cheltenham MD

Rented Facilities which store fine art

Bonsai Fine Arts
509 McCormick Drive
Suites K-L
Glen Burnie, MD 21061

Security Moving, Storage, Logistics
1701 Florida Ave., N.W.
Washington, DC 20009-2697

CDS Logistics & Transportation Solutions, Inc.
4501 Hollins Ferry Road
Suite 200
Baltimore, MD 21227

D H Moving & Storage
719 N. Hammonds Ferry Road
Suite T
Linthicum Heights, MD 21090

Please note: the following addresses are associated with facilities / institutions that house portions of the State's fine art collections but currently do not charge for the service:

Baltimore Museum of Art
10 Art Museum Drive
Baltimore, MD 21218-3898

Homewood Museum
3400 N. Charles Street
Baltimore, MD 21218

Maryland Historical Society
201 West Monument Street
Baltimore MD

Maryland Institute College of Art
1300 Mount Royal Avenue
Baltimore, MD 21217

The Peabody Institute
17 East Mount Vernon Place
Baltimore, MD 21202-2397

The Walters Art Museum
600 North Charles Street
Baltimore, MD 21201

Art Conservation Services
410 Lyman Avenue
Baltimore, MD 21212

Winterthur Museum & Country Estate
Winterthur, DE 19735

Limited storage for fine arts at current Archives building

There are currently one hundred and eight framed works of art that are stored vertically at the Archives on stationary shelving units. For the moment, this is a functional, but not an ideal, situation for long-term access and preservation. Alternatively, the use of art racks or movable panels is beneficial for paintings and framed works compared to vertical storage of art because it offers better protection, complete accessibility and takes up a minimal amount overall storage space. Three institutions (The Baltimore Museum

of Art, The Maryland Historical Society and the Walters Art Museum) which currently provide long-term painting storage for the state-owned art collection utilize art racks.



16 Storage at CDS



17 Storage at CDS

Why are environmental controls so important?

The primary materials in our records collections are paper based and therefore organic in nature. Thus, they will degrade naturally over time. The tendency of material to deteriorate due to the essential instability of the components or interaction among components is defined by the Society of American Archivists as “inherent vice.” The cooler, drier and darker we can keep our paper records without sudden fluctuations the longer they will last.

The impact of environmental conditions have been studied by institutions the world over. Four factors have been routinely cited as the most important determinants of survivability:

- Temperature
- Relative Humidity
- Air Quality / Pollutants
- Light

The materials created since 1850 are actually in the worst condition because they were made more cheaply, more quickly and out of material with less strength on the molecular level than materials previous to 1850. Before 1850 paper was made out of cotton, linen, and hemp. These materials have long, strong fibers even after they

are beaten into pulp. At that time there were few additives put into the paper. As the process became more mechanized and industrialized in the 1850's trees were used as the base material and bleaches and fillers were added to enhance the brightness and smoothness of the sheets and generally make the paper more saleable to publishers.

As paper ages the bonds that hold the fibers together become brittle and darken. This process is not so noticeable in papers from the 17th and 18th century because of the inherent strength of the linen and cotton but trees are short fibered and as the aging process occurs paper made from trees breaks down more quickly, the chemical additives aiding in the rapid breakdown. Fluctuations in relative humidity (RH) and temperature (temp) cause acceleration of chemical reactions within the paper that speed up its deterioration. We also have other materials within our collection that are not paper based such as furniture, textiles and photographs which also have their own inherent vice and their own temperature and relative humidity needs that can help slow down their deterioration.

For fine art and furniture the differences in response to changes in RH are even more problematic. A painting, for example, can be even more susceptible to damage. A treasure such as this may have a linen canvas that is particularly responsive to changes in RH, but also have oil-based paint that is far less responsive. The result: expanding and contracting backing leading to cracking and eventual flaking off of the paint. In this example too, the frame and hanging hardware for the piece may experience the same type of expanding and contracting weakening the frame.

What is critical to the long-term survival of Maryland's documentary treasures and artistic property is stability and

consistency in RH. It is clear from the data we have, as exhibited in the data provided on the CD ROM attached and the charts accompanying this document, that this required stability does not exist at our rented facilities. The other enemy of our collections is temperature. It too will cause long term deterioration. Here again, there is ample evidence that our rented facilities do not provide the kind of protection we should be providing.

Owing to basic fundamentals of chemistry, all natural materials degrade with time. Our responsibility is to control the temperature, relative humidity, light levels and pollution to retard this degradation for the benefit of future generations.

What are the “correct” temperature and humidity set points for archival storage?

There has been an enormous amount of research in the area but as yet no definitive standard adopted worldwide. What we do know is this:

1. Fluctuations in temperature (temp) and relative humidity (RH) cannot be tolerated
2. Set points have been decreasing over time, meaning the science has been pointing to lower temp and RH as having the most beneficial effect
3. Most buildings not built specifically for an archival purpose cannot achieve the desired stability in temp and RH. Most also lack the filtration systems necessary to eliminate mold, pollution and other contaminants.

Sound archival practice dictates that temperature for stored paper materials be below 68 degrees Fahrenheit with a relative humidity range of 45 to 50 percent. 68 % humidity is the level at which mold

begins to grow and higher temperatures will accelerate the growth of mold. Most importantly, though, temperature and humidity must remain constant - - 24 hours a day, 365 days a year. The only caveat to this is that guidelines for the storage of paper records allow for a gradual shift in temperature and relative humidity (in one direction) of three degrees Fahrenheit and / or the percent relative humidity following a change of the seasons.

Consequences for Artwork and Furniture

Accepted museum and conservation standards for fine arts and furniture indicate that the optimum range for most objects is 68°-72°F with a no more than a plus or minus 3° fluctuation in 24 hours. Relative humidity (RH) in the range of 50% with a plus or minus 5% variation is preferred for collections of oil paintings and furniture, which are especially vulnerable to variations in RH. While small fluctuations of temperature and relative humidity (as well as seasonal drift) are unavoidable, daily conditions should not change more than 1-2° F and the humidity levels should be controlled to within a 5% variance daily. Damage and embrittlement can begin to occur to organic materials (paint and wood) when RH drops below 45%.

2. Factors that influence the existence and/or magnitude of the problem

The Permanent Record

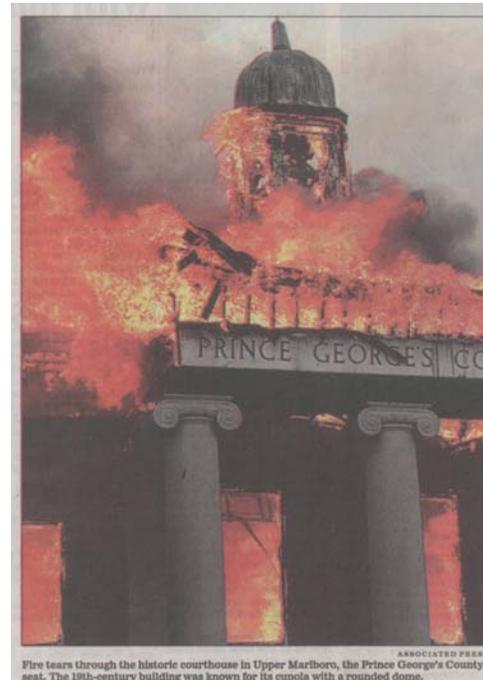
Records transfers to the Archives over the past 10 years have exceeded expectations. The main Archives facility in Annapolis was filled to capacity before 2000, although, when it was built in 1985, it was projected to be able to meet demand until 2005. Records transfers are not expected to subside, and in fact, agencies

should be encouraged to move permanent record material out of office space and into archival storage.

The most significant problem is the lack of climate control in any of the adjunct rented facilities. The appropriate guideline temperature range for permanent retention of record material is 64 to 68 degrees Fahrenheit with a Relative Humidity (RH) between 45 and 50%. These temperature and humidity levels should be maintained constant 24 hours a day and 365 days per year. The temperature should not vary more than plus or minus two degrees Fahrenheit and the relative humidity should not vary more than plus or minus three percent in any given twenty-four hour period. Electronic equipment requires similar environmental conditions. Note that furniture and fine art have slightly different guidelines as a slightly higher RH is recommended

Materials adapt to changes in ambient RH by changes in their internal moisture content. Each material has its own behavior pattern (e.g., will soak up more or less RH, may ripple or distort etc), and each possesses its own “equilibrium” for any specific RH level.

Expansion is one response to an increase in moisture. Fluctuations in RH are particularly problematic because they cause additional internal stresses to the material created by the differences that exist between the inside of, for example, a book and the surrounding air and the constant struggle to achieve moisture equilibrium.



18 The Prince George's County Courthouse engulfed in flames, November 3, 2004. (Associated Press photo)

There is another factor that influences the existence of the problem. That is the real threat from total loss due to fire or some other disaster. In the unfortunate incident depicted above, the courthouse burned immediately following renovations and mere days before the court records were to be returned to the building.

Fine Art

In 1996, the state of Maryland gave \$15 million to the Peabody Institute for its endowment fund, and in exchange the state assumed ownership of the collection, thereby preserving it for the people of Maryland and avoiding its sale, piece-by-piece, at public auction. In

doing so, the state made a commitment to care for the collection so that it could be displayed for the benefit of the citizens of Maryland and the general public.

To a certain extent the state has followed through on this promise—many of the finest works from the Peabody Collection are on loan to cultural institutions in Baltimore where they are seen by thousands of visitors to the Baltimore Museum of Art and the Walters Art Museum. This is possible through the support of those institutions in sharing the responsibility for the care and interpretation of these works of art. However, in other cases the state has fallen far behind in maintaining the Peabody Collection. In FY2001, the Commission on Artistic Property received \$30,000 to fund a condition assessment of the Peabody Collection, which determined that overall the collection required over 28,000 hours of conservation, amounting to roughly \$2.25 million in contractual services. To date, the total amount of conservation funds received for the entire state owned art collections, has been less than \$200,000.

The state has also failed to make good on other aspects of that promise made in 1996. The attached inventory shows that over 1,000 items from the state-owned art collection are housed in storage at other institutions. In addition, the state has been paying rent for offsite storage at a number of facilities. The largest number of objects are stored in a space that is not appropriate for art storage. Photos attached to this report show that the furniture and fine art are intermingled with a variety of other items and they are not secure enough. The landlord has on occasion moved the state's fine art without permission and contrary to the terms of the lease. Most significantly, the data logger readings (also attached) demonstrate that while the space is purported to be conditioned, it is frequently out of acceptable range. As documented through

irrefutable scientific evidence, there have been times when the temperature and humidity have been so bad that the condition would result in mold growth in less than 19 days.

- The art collections must be properly stored.
- When possible, the art should be made available for public viewing.
- Some measured steps should be taken to preserve and conserve the fine art by providing a conservation lab dedicated to that purpose.
- The intent of this request is NOT to take art that is already on display in our cultural institutions and move them to an Annapolis facility. Rather, those objects should stay on display. Objects that have been in long-term storage are what is targeted by this request.

3. Historical data showing how factors have changed over time and future projections

Attached to this program document are the historical equivalents of the Part I Facilities Master Plan documents from the early 1930's and the plan document that was drafted in the early 1980's. Both documents convey similar arguments to those presented herein. The factors have really changed little over time.

A small percentage of the records created by government should be preserved for posterity. The fine art, furniture and other objects that have been deemed worthy of accessioning in to the fine arts

collection deserve preservation and the public deserves to have periodic access to view the most significant of these pieces.

The factors influencing the problem relating specifically to the amount of material regularly transferred to the Archives have remained static.

Each year there has been a steady flow of permanent record material to the Archives. The chart below indicates in cubic feet how much record material was transferred to the Archives as well as total holdings in each of the fiscal years conveyed. It should be pointed out that in those years when the amount of material transferred dipped below 9,000 cubic feet, transfers had been halted because of lack of storage space.

Fiscal Year	Transfers	Records in custody
1999	13,031.90	196,674
2000	10,259.89	209,706
2001	9,774.31	219,480
2002	10,884.50	230,365
2003	8,061.33	238,426
2004	13,940.29	252,366
2005	8,232.45	260,599
2006	16,017.90	276,617
2007	16,889.11	293,506
2008	23,533.07	317,039

Table 1 Cubic Feet of record material transferred to the Archives with cumulative total of amount of record material in all facilities

Notes: the FY 2008 number reflects transfers through May of 2008. Also, in 2005 Part 1 submission the analyst raised a good question about standard measurement methodology and whether all items conformed to a standard measurement e.g., one box = one cubic foot. Not all holdings conform to a standard measurement. Objects under the care of the Commission on Artistic Property will vary greatly in size and storage requirements. Even records will vary greatly in size and container requirements. The Archives attempts to normalize the storage requirements into cubic feet for presentations such as the capital budget request and the Managing For Results submission. For example, bound volumes which may be placed twelve volumes to one shelf that normally would accommodate six cubic feet would be calculated as .5 cubic feet per volume.

The Candlewood Road facility has a total capacity of 77,364 cubic feet.

Candlewood now has 57,559 cubic feet of material.

Of the remaining 19,805 cubic feet capacity, 11,138 has been encumbered by pending transfers. Those are transfers that the Archives has agreed to accept and the process to inventory and take physical custody has begun.

That leaves only 8,668 cubic feet of capacity.

Significantly, more than 50% of the total holdings of record materials of the State of Maryland are now housed in rented facilities that lack environmental controls.

The source of this data is annual reports for early years (1980 and 1996) and information is derived from databases which track the holdings of the Maryland State Archives down to the box level. For each record container type (clam shell, volume, record center box etc.), there is a known space requirement e.g., a standard record center box takes up 1 cubic foot of space. In performing background research for this document, the Archives reviewed the measurement methodology and analyzed all records transfer receipts for the last ten years.

4. Historical data showing how the facilities problems themselves have changed in the recent past and projections to show how they are expected to change in the future.

Two of the Archives' three warehouses are now full to capacity. The third warehouse, the Candlewood Road facility, was added in May 2005 and is expected to reach capacity in FY 2009. This assumes an average rate of records transfer of 15,000 cubic feet of material per year based on the anticipated transfers from the judiciary, the legislature and executive agencies.

For the record material, they have changed only to the extent that as more record material is stored in substandard space, the larger the percentage of our permanent record material is in jeopardy.

The lack of environmental controls at the rented facilities is not anticipated to be rectified.

Documented problems in rented warehouse where fine arts are stored

On August 8, 2007, the MSA data logger in the rented art storage facility (CDS Logistics) recorded a temperature reading of 74.5 degrees Fahrenheit and a relative humidity reading of 78.7%. These conditions threaten the preservation of artwork by being well above acceptable levels for art storage environments of 68-72 degrees with 50% (+/- 5) humidity. Furthermore, these conditions were recorded in a rented facility for which the state has contracted, and paid a premium for, museum standard climate control. At these levels, the objects were a mere 19 days from mold germination.

A preservation calculator that simulates aging reveals that at these conditions, the objects at CDS were aging very fast, and would be irreparably damaged in 13 years if regularly exposed to these conditions. Dramatic fluctuations of temperature and relative humidity have been noted for the last 4 years. Unauthorized access to storage areas and movement of the collection by warehouse personnel occurred in 2004 and caused damage to several paintings during this significant security breach. Non-warehouse personnel are regularly permitted unescorted access to the secure art storage room, and the loading dock door is often left open permitting easy entry into the secure space. It is expected that all of these conditions will continue in the future.

Dramatic fluctuations of temperature and relative humidity at CDS Logistics have been recorded on a regular basis for the past 4 years, and these trends, along with regular security breaches, are anticipated to continue indefinitely. On February 8, 2006 relative humidity levels dropped to 29.2%, then rose to 73.2% on August 10 of the same year. On January 29, 2007, the humidity level fell to 29.7%, then rose to 80.5% on July 10, falling again to 22.9% on December 4. Museum standards for fluctuation of relative humidity allow for a daily shift of 2%; the three aforementioned fluctuations at CDS during 2007 accounted for more than 108%! The similarities of data readings from 2006 and 2007 suggest that these trends will continue into 2008 and beyond.

Fluctuations of Temperature and Relative Humidity
 CDS Logistics, June 2004 – December 2007

Off-site storage facility	Date Range	Optimal Humidity Fluctuation	Actual Humidity Fluctuation	Optimal Temperature Fluctuation	Actual Temperature Fluctuation
CDS Logistics	6/3/04-12/25/07	+/- 2 % per day	58%	+/- 3 degrees F per day	25 degrees F

measures the length of time a collection of organic materials (paper) will last at given temperature and humidity levels. Archives' Conservation Lab staff have been monitoring these levels at three of the four off-site storage facilities, using state-of-the-art dataloggers. The data are being collected by Onset HOBO Pro Series data loggers. The devices were calibrated by the manufacturers, and because they are not located outside in extreme weather, the calibrations should last at least 3 years with no more than a 1% drift over time.

Based on the data collected, the following results from the three off-site warehouses are as follows:

Facility	Annual Temperature Range (degrees F.)	Annual Humidity Range	Expected materials lifespan
Hammonds Ferry	50-80	27-66%	15-44 years
Ordnance Road	51-84	23-62%	15-51 years
Candlewood Road (51 days of readings)	Above 78	41 days: over 58% 24 days: over 68% (note: 68% is the RH at which mold spores begin to germinate)	5-35 years

5. Consequences of the facilities problems for the Archives conduct of operations

At the most fundamental level the consequences can be summed up quite simply: future generations will be deprived of access to material that help shape and define our society and ourselves.

The Image Permanence Institute at the Rochester Institute of Technology has developed *The Preservation Calculator* which

Sound archival practice dictates that temperature for stored paper materials be below 68 degrees Fahrenheit with a relative humidity range of 45 to 50 percent. (Artwork and furniture have slightly different requirements). Most importantly though, temperature and humidity must remain constant - - 24 hours a day, 365 days a year. The only caveat to this is that guidelines for the storage of paper records allow for a gradual shift in temperature and relative

humidity (in one direction) of three degrees Fahrenheit and / or the percent relative humidity following a change of the seasons. The Archives conservation staff monitoring indicates that none of the warehouse facilities comes close to meeting these standards.

Efficiency – while secondary to the issue of the very survival of the record, it is worth noting nonetheless

The reference function of State Archives continues to serve citizens, executive, legislative and judicial agencies by providing ready access to public records which touch upon the daily lives of Marylanders and which facilitate the efficient and effective running of State government. The function provides individuals with access to vital records, deeds to property, criminal and civil court cases, tax assessments and a wide-variety of other documents needed for legal purposes or the conduct of personal or business affairs. In effect, the State Archives provides individuals with the essential evidence they need to secure and protect their rights. Traditionally, these records have also been used by genealogists and historical researchers, who in the past have been a major component of the Archives' patronage. While visits by our traditional patrons, i.e., genealogists and historical researchers have been on the decline, visits by individuals seeking more modern records have been on the rise and, given the increase in court records and other records being transferred to the Archives, will grow.

Reference also serves the Maryland Judiciary and other State agencies by maintaining government records in a secure and safe environment and by providing timely access, either traditionally through providing paper copies or electronically with on-line access. Given the increase in the transfer of court records and

other State agency records to the Archives and its three off-site warehouses, the demand for access will only grow.

Aside from the daily research requests from governmental officials, the press and others, the Archives fulfills many other types of demands for access to governmental records, publications, personal papers, records of private organizations, maps, Maryland historical newspapers and the list goes on. At the broadest level, the three most significant types of requests may be categorized as:

1. files management services provided to government agencies
2. research and copy services to the public and government
3. requests handled via the Internet.

For the first two types of requests, the Archives analyzed two years of data (FY2006 and FY2007) from the reference work order system. Fully 51% of orders for Archives services fall into that first category. Due to the method by which request records are categorized, the balance between research/copy orders for private citizens and government agencies is less clearly defined. However, 8.3% of research requests can be clearly attributed to government agencies, for a total of 59.3% of requests coming from government. 40.3% of the total fall into categories dominated by citizen requests.

The government requests can be further broken down. 7.3% of these actions are criminal history checks undertaken in compliance with the Federal Brady firearms law. Due to the time limits required by the Brady law these requests are given first priority for fulfillment, and are generally completed within three business days of receipt. 30% are legal case files requested back by the Judiciary for use in court. These have second priority and can take 1-5 business days to fulfill, depending upon the size (number of files requested) and complexity of the order. Files services for other

agencies, which are somewhat less time critical, take significantly longer. DHR social services requests (10.8% of the total) can take 1-10 business days to fulfill, as do general requests from other agencies, such as the Office of the Chief Medical Examiner (post-mortem files.)

Direct citizen services (40.3% of the overall total) have necessarily been given secondary priority. These range from requests for legal documents (i.e. marriage, birth or death certificates) to historical and legal research. Response times can range from a half an hour (for a simple request placed in person for a death certificate held at the Annapolis building) to four weeks for complex research inquiries requiring extensive investigations in collections that are physically separated by miles.

Thus, response time to inquiries vary widely. A critical factor is that the storage location of a requested file can be in any one of four buildings (Annapolis or the three warehouses) separated by at least 20 miles from headquarters. Orders must be written and transmitted to the remote staff, with the delays inherent in such communications. The warehouse staff must shuttle from facility to facility to service the requests. Documents must be removed from the relative safety of storage and transported across public roads to imaging facilities for copying. The remote operations require duplication of services that could be consolidated in one facility. The centralization of Archives operations on the Annapolis campus offers significant efficiencies that will benefit the Archives' private and public constituencies, as well as greater security for the collections.

In sum, moving records around among scattered facilities is extremely inefficient and contributes to the degradation of their condition

Requests that are handled via the Internet not only result in much faster and more efficient service, they also help the Archives fulfill its mission of preserving permanent records by making facsimiles available over the web. In Fiscal Year 2007, the Archives received 605,265,413 requests for data on our website and transferred 48,539 gigabytes (47 terabytes) to fulfill these requests. We expect that by the end of Fiscal Year 2009 we will transfer 12,000% more data to the public per year than in Fiscal Year 2004. By the end of Fiscal Year 2007, the vast holdings of the Archives were managed by over ten billion database records.

In the past, genealogists and historical researchers constituted a major component of the Archives' patronage. Visits by these traditional groups have leveled off in recent years. Newer patrons have an immediate need for access to vital records, deeds to property, criminal and civil court cases, tax assessments and a wide variety of other documents needed for legal purposes. Indeed, the Archives provides these researchers with the essential evidence they need to secure and protect their rights.

Some facts about just a few of our websites:

- plats.net* In FY 2007, users of plats.net accessed 1,860,238 plat images 97.6% from their homes and offices. It was not that long ago that to getting a copy of a plat involved a visit to one of the 24 courthouses.
- mdlandrec.net* The Archives has over 70,000 subscribers to mdlandrec.net compared to 7,061 visitors to our Search Room for all of fiscal year 2007

mdgovpics.net Thousands of photos are downloaded. In the past, photos were developed by traditional means and sent via U.S. mail at considerable expense.

Mdvitalrec.net In the past, obtaining a copy of a vital record (birth and death) entailed searching index information at the Archives. By placing some of the indexes online, the Archives allows customers to do their own research and thus speed up retrieval. Last year, 56% of all orders were from individuals who found their own index reference online without the help of an archivist.

Providing these services via the web to tens of thousands of people who would otherwise have to visit the courts, the archives or other governmental facilities saves us all in terms of energy savings and more efficient use of time.

Despite the ability to serve more people through electronic means, the state still has a responsibility to provide for the care and preservation of the permanent record material that may exist in paper form. In addition, the Archives cannot yet envision a day where there would not be a steady stream of requests for access to records through the traditional means. Our analysis indicates that providing records that are maintained off-site adds an additional three to five days to a standard request. Consolidating the records will allow the Archives to achieve same day service for most requests.

State Owned Art Collections

Failure to resolve the inappropriate storage of the state-owned art collection will lead to continued deterioration of the objects and

reduce the number of objects suitable for public display. This will mean that fewer people will be able to have access to the treasures of the state's collection unless adequate state funding is provided to pay for the necessary conservation treatments. Over time, the continued deterioration of the objects will cause irreparable damage that will prevent further exhibition and access of certain objects.

This fact is perhaps most dramatically illustrated in the case of the state's obligation in accepting responsibility for the care and preservation of the Peabody Collection in 1996. The lack of resources dedicated to the state owned art collections since then has seriously jeopardized the Commission on Artistic Property's ability to fulfill this obligation.

According to the terms of the agreement negotiated in 1996, the state of Maryland gave \$15 million to the Peabody Institute for its endowment fund, and in exchange the state assumed ownership of the collection, thereby preserving it for the people of Maryland and avoiding its sale, piece-by-piece, at public auction. In doing so, the state made a commitment to care for the collection so that it could be displayed for the benefit of the citizens of Maryland and the general public.

To a certain extent the state has followed through on this promise—many of the finest works from the Peabody Collection are on loan to cultural institutions in Baltimore where they are seen by thousands of visitors to the Baltimore Museum of Art and the Walters Art Museum. This is possible through the support of those institutions in sharing the responsibility for the care and interpretation of these works of art. For example, *Young Woman in Black* (also called *Portrait of Madame J*) was painted by Mary Cassatt in 1883. This painting is considered to be a masterpiece of the American Impressionist movement, and has been featured in

exhibitions throughout the world. On long-term loan from the state to the Baltimore Museum of Art, it should remain in the custody of the BMA because its exhibit there (as well as its exhibit overseas) offers the maximum exposure to the citizens of Maryland and the general public.



19 Mary Cassatt's *Young Woman in Black*

In some respects, however, the state has failed to make good on that promise made in 1996. In FY2001, the Commission on Artistic Property received \$30,000 to fund a condition assessment of the Peabody Collection, which determined that overall the collection required over 28,000 hours of conservation, amounting to roughly \$2.25 million in contractual services. To date, the total amount of conservation funds received for the entire state owned art collections, has been less than \$200,000.

The attached inventory shows that over 1,000 items from the state-owned art collection are housed in storage at other institutions. In addition, the state has been paying rent for offsite storage at a number of facilities. The largest number of objects are stored in a space that is not appropriate for art storage. Photos attached to this report show that the furniture and fine art are intermingled with a variety of other items and they are not secure enough. The landlord has on occasion moved the state's fine art without permission and contrary to the terms of the lease. Most significantly, the data logger readings (also attached) demonstrate that while the space is purported to be conditioned, it is frequently out of acceptable range. As documented through irrefutable scientific evidence, there have been times when the temperature and humidity have been so bad that the condition would result in mold growth in less than 19 days.

6. How the facilities problems contribute to the operational and service delivery deficiencies

Preservation

First and foremost, the Archives, as the custodian of the permanent record and of the fine art collections, is charged by statute and regulation with ensuring the long-term viability of these treasures. This capital item will address a deficiency that goes to the heart of the most fundamental mission of the Archives by providing an adequate amount of space suitable to the purpose of preservation.

Preservation of our Fine Art

Storage of objects at off-site locations make it difficult for Archives staff to regularly monitor environmental conditions, security and access, and to effectively manage the collections on a day-to-day

basis. Storage of artwork in a facility without suitable climate control for museum objects has caused damage to the objects and artifacts in that location. Visible mold growth has been documented on several pieces of furniture and continued exposure to inappropriate environmental conditions will cause additional mold growth, flaking paint, corroding surfaces, failing mattes, losses of ornament on gilt frames, and embrittlement of all objects. The majority of objects in storage are unsuitable for public display because of continued exposure to these conditions. These objects will continue deteriorate without expenditures of conservation monies to stabilize and make them suitable for public display.

All that we really know of ourselves and our world is the past; and all that we really know of the past is that part which has survived in the form of material objects. Only a small fraction of our history is recorded in literature, and literature is subject to the errors of human interpretation. Only the material specimens of human and natural history are indisputable; they are the raw materials of history, the undeniable facts, the truth about our past. Conservation is the means by which we preserve them. It is an act of faith in the future. (Ward,1982)²

The Maryland State Archives is fortunate to have a working and quite functional paper conservation lab. Over the years, countless number of works on paper have been preserved and repaired most often to make them capable of being scanned before retiring them in an appropriate container.

The fine art lab specializes in the preservation and conservation of paintings and other objects. Often, paintings and objects that require conservation will need to be in the laboratory setting for months and maybe even years at a time. Having an art conservation lab on site will allow the archives the opportunity to begin to repair the many, many pieces of fine art in need of attention. It will also afford us the opportunity to lend space to conservators who may not be able to afford a laboratory setting. The Archives has been successful with identifying talented instructors in the art of conservation and utilizing their skills as they teach the next generation of conservators using objects within the state's collection. The Archives recognizes that it will never be budgeted the funds necessary to contract out these expensive services, but a thoughtful, entrepreneurial approach will lead to the preservation of the most important elements of our collections. An art conservation lab is imperative to this endeavor.

Preservation of the Record

The Archives has applied the data gathered by the data loggers to a tool known as the Preservation Calculator. The Preservation Calculator is a computer modeling program designed for use as a planning and analysis tool for collection storage environments in libraries, archives, and museums. It was developed by The Image Permanence Institute (IPI). The IPI is a University-based research laboratory devoted to scientific research in the preservation of visual and other forms of recorded information and was founded by

² Ward, P.R. 1982 'Conservation: Keeping the Past Alive', *Museum 34 (1)*, 6-9

the combined efforts and sponsorship of the Rochester Institute of Technology and the Society for Imaging Science and Technology.

The Preservation Calculator shows how temperature and humidity combine to influence the rate of decay of organic material such as paper records. The Preservation Calculator is concerned with two forms of decay that commonly occur in collections containing organic materials:

- o Natural aging caused by spontaneous chemical change within the material. This is the form of decay that causes browning and embrittlement of paper, fading of dyes, and many other preservation problems. The effect of storage conditions on the rate of natural aging of collections is measured by the Preservation Index (PI). The higher the PI, the better conditions are for preservation of organic materials.
- o Mold damage due to the growth of xerophilic species of mold such as aspergillus and penicillium. Mold growth causes stains, odors, weakening, and general disintegration of organic collection objects. The Preservation Calculator gives the estimated time it will take for spores of xerophilic mold species to germinate at a particular environmental condition.³

Summary temperature and humidity range information from the three warehouse facilities appear below. The numbers in (parentheses) indicate the degree of fluctuation.

Readings from the prior capital budget request – data collected August of 2005.

Candlewood Temperature 76.5 – 90.2 degrees F (14)
 Relative Humidity 32.4 % - 67.2 % (35)

Hammonds Ferry Temperature 76.6 – 84.4 degrees F (8)
 Relative Humidity 51 % - 64 % (13)

Ordnance Road Temperature 78.8 – 88.8 degrees F (10)
 Relative Humidity 39.3 % - 59.9 % (20)

Using the Preservation Calculator, the Archives developed the chart below. The chart provides the lifespan in years for documents housed at the warehouse if the given extremes in temperature and humidity were to continue at that extreme.

Lifespan in years of Documents as Calculated by the Preservation Calendar

	Hammonds Ferry	Ordnance Road	Candlewood
Lowest Temperature Lowest Humidity	25	28	38
Highest Temperature Lowest Humidity	15	16	17
Lowest Temperature Highest Humidity	17	17	16
Highest Temperature Highest Humidity	11	10	7

³ The Image Permanence Institute, September 2005, <http://www.imagepermanenceinstitute.org/index.html>

Examples of Unacceptable 1-Day Temperature Fluctuations at Off-Site Storage Facilities

Off-site storage facility	Date Range	High Temperature	Low Temperature	Notable spikes during 24-hour period
Hammonds Ferry Road	4/23/07	72.4°F	63.5°F	65.6° to 63.5° to 72.4°
Ordnance Road	3/12/07	69.7° F	62.8° F	62.8° to 69.7°
Candlewood Road	7/27/06	90.9°F	84.3°F	85.8° to 84.3° to 90.9°
CDS Logistics	9/17/06	72.4° F	66.9° F	68.3° to 66.9° to 72.4°

Another deficiency arises from the storage of records in separate facilities. Service to the public and to state agencies has deteriorated as more and more record material is being stored in multiple locations. Each adjunct facility is over 20 miles from the main Archives building in Annapolis. At present, it can take several days for a requested record to be located and delivered to Annapolis for viewing or for scanning for electronic delivery. This presents a serious problem for individuals or businesses that need a legal document immediately. In addition, records have to be moved around among facilities for accessioning, processing, conservation, and storage. This is detrimental to the records and an inefficient use of staff and resources.

Examples of Unacceptable 1-Day Relative Humidity Fluctuations at Off-Site Storage Facilities

Off-site storage facility	Date Range	High Humidity	Low Humidity	Notable spikes during 24-hour period
Hammonds Ferry Road	11/16/06	52.1%	44.8%	50% to 47.4% to 49% to 44.8% to 52.1%
Ordnance Road	2/12/07	25.3%	17.9%	23% to 17.9% to 25.3%
Candlewood Road	3/14/06	46.0%	22.2%	46.0% to 22.2% to 34.8%
CDS Logistics	7/1/07	80.5%	58.6%	58.6% to 9.9% to 62.3% to 71.4% to 7.4% to 80.5% to 68.4% to 73.3%

Security is another important component of our preservation responsibility. As noted earlier, none of the warehouse facilities are patrolled by state security. No monitoring or alarm system exists. None of the entrance or loading dock / garage doors to the warehouse facilities are reinforced.

Providing a secure environment for agencies to transfer permanent records helps to ensure that they will not be discarded.

But there is another aspect of security. It relates to preservation by the mere act of having an archive in which to transfer permanent material. Lacking such a facility has led to the unauthorized destruction of material. It also is manifest in the safeguarding of the material from theft or alienation. Having an institution dedicated to preservation and access helps ensure the safety of the record. The Archives will present in Section 8 a long list of real world examples

of theft, alienation and outright disregard for the records management law.

Access

The ability to make historical records available in an electronic environment, including land records, vital records, and probate records, is critical to the Archives' mission of making records accessible. As resources to serve people in the Archives' public search room and through telephone reference services – both of which have been seriously curtailed in recent years – it has become increasingly important to place such records and the indexes to them online. This capital item will provide space necessary to have

An archives should be designed and built with specific design criteria including:

1. The ability to deal with extreme conditions such as tornadoes and hurricanes
2. Maximum fire rating for walls, roof, columns, floors etc., and minimum of combustible materials. (There are also many materials and finishing products common to other facilities that should be avoided)
3. Adequate vapor barriers and insulation to inhibit moisture infiltration and to reduce thermal gain or loss
4. The number of windows and doors should be minimized

scanning and digitizing capabilities where the records are located.

7. How seriously the operational and service delivery deficiencies affect the ability of the Archives to attain its mission

The primary mission of the Archives is to preserve and make accessible the records of state government that are of permanent value. Given the climate conditions in which many of these records are stored, their very long-term survival is in jeopardy. It is imperative that they be maintained in an archival secure environment. The existing storage facilities situation prevents the Archives and the Commission on Artistic Property from carrying out their missions to preserve, manage, secure, make publicly accessible and interpret the art collections owned by the state of Maryland.

The acquisition of rented warehouse facilities was meant to be a short term, stop gap measure. Warehouses generally are substandard from an archival standpoint for many, many reasons. The very fabric of a building, (its floors, foundation, structural columns, roof etc), are key to the survival of an Archives. The building must be constructed of sturdy, fireproof materials given the volatile nature of the contents of the building.

Most important is an HVAC system specifically designed to maintain a constant level temperature and humidity. Standard air-conditioning systems simply do not have the ability to maintain the constancy that is required. Further, facilities available for rent on the open market almost never have the kind of temperature and humidity control that is needed for archives and museum spaces.

Fine art storage and true archival storage is a very specialized market with limited space.

Air quality is also an important component of the HVAC system. Modern day archives (including the Edward C. Papenfuse State Archives) are designed with specialized filtration systems that keep the air in constant motion and eliminate contaminants such as Co2, dust, mold and other impurities.

Light, or more specifically ultraviolet light, needs to be minimized. The “stack spaces” of an archives should not have any exterior windows. Access and egress should never be directly to the outdoors.

The standard, contemporary warehouse facility is not much more than a concrete slab with a shell enclosure, flat roof and loading docks. The warehouse facilities that currently house Maryland’s permanent records have:

- No air-conditioning or pollution control
- No insulation to speak of - No vapor barrier at all
- Too many loading dock doors, windows and skylights
- Insufficient fire detection and suppression
- Minimal intrusion protection
- No security
- Insufficient structural integrity to withstand extreme weather

These and other deficiencies render the concept of retrofitting to correct for temperature impractical.

8. Historical data showing how the magnitude of the operational and service delivery deficiencies has in the past and projections showing how it is expected to change in the future

The magnitude of operational and service delivery deficiencies are measured and presented here in four distinct areas:

1. Capacity - Maximum amount of Maryland’s permanent treasures that can be accommodated.
2. Efficiency - Degree to which the Archives has effective storage and retrieval of public documents, and
3. Condition – the State of, fitness and suitability of the space that houses permanent material.
4. Security – degree to which materials are safeguarded against theft, loss or alienation

Capacity

The most basic requirement for record preservation is to move records from a costly (often destructive) office environment to the secure and environmentally stable custody of the State Archives. A huge obstacle to achieving this primary objective is the lack of space in which to safely house archival material. Presently, in addition to the Dr. Edward C. Papenfuse State Archives Building in Annapolis, three adjunct facilities hold government records. Together, these facilities store 317,039 cubic feet of permanent record material. Significantly, over half that amount is held in substandard, rented facilities. The lack of temperature and humidity controls in the rented spaces threatens the longevity of these permanent records. In addition, despite the migration from paper to electronic records in government, the quantity of permanent records created by State and local government continues to grow.

The Records Management Division of the Department of General Services is, by statute, responsible for coordinating the records management program for the state. The Division manages the records of all departments and agencies of Maryland State government and helps prepare retention and disposal schedules for those records. The Division is also charged with conducting a statewide records inventory every five years. The first one occurred in 1985 and the last one in 2001. The surveys are planning tools designed, in part, to quantify the amount of permanently valuable record materials that will over time become the responsibility of the Archives for both storage and preservation. The actual results of the surveys have not met expectations because many agencies submitted incomplete inventory forms or none at all. The following chart provides some summary information taken from each 5 year survey.

Permanent Record Material in Agency Custody (cubic feet)

BRANCH/ENTITY	1985	1990	1995	2001
Executive	14,188	53,802	18,847	39,202
Legislative	63	6,437	0	0
Judiciary	48,809	149,601	134,935	0
Registers of Wills	11,866	18,632	18,794	0
Colleges and Universities	12,871	39,688	14,102	6,202
TOTALS	87,797	268,160	186,678	45,404

Quantities are given in cubic feet. Columns with totals of 0 reflect the absence of survey forms being submitted.

The Archives has used these figures to quantify the volume of permanent records remaining in agency custody, and ultimately destined for archival storage, but with little confidence that the numbers reflected reality. What we do know is that the numbers are on the low side and there is more permanent material destined for the Archives that has not been included in the five year survey. An analysis of the 2001 survey results illustrates many of the problems. No returns are available for the legislative and judicial branches and the registers of wills because no survey forms were sent to them. Yet, these three areas alone generate significant permanent collections. Only six colleges and universities responded. Only twenty-nine constitutional offices, executive departments, or independent agencies submitted forms. No information is available from local government, yet the law specifically calls on the archives to be the ultimate custodian of all records of all “instrumentalities of the state” including county and municipal governments, task forces, commissions etc.

A review back in 2002 of the eighteen executive departments shows the obstacles preventing effective use the survey results. Eleven of the departments returned survey forms. The data from some agencies, such as Health and Mental Hygiene and the Environment seemed to be especially thorough. With other departments, such as Human Resources and Transportation, only a few divisions or offices completed the inventories.

It should also be noted that the 2001 survey was based on existing lists of permanent records as identified on retention schedules, no matter how out of date. Thus, many records that would be classified as permanent, if not described on a schedule, were likely missed completely.

As recently as this past month the Archives was made aware of a whole division with the Maryland State Highway Administration that has gone for years without a retention schedule. This realization came about when the Archives was asked to assist with the scanning and ultimate storage of hundreds of thousands of road inventory forms. The forms document the establishment and condition of the whole of the state road system. They are exceptionally important not just from a historical perspective but also from a financial one as the data derived from the inventory is what is used to distribute road maintenance funds among the jurisdictions. This division, the Highway Information Services Division, is the custodian of some of the most important information within the State Highway Administration. They map the roads, maintain the inventory and possess some very significant collections including documentation relating to the boundary dispute between Allegany and Garrett County and survey material related to the Mason Dixon line.

Lacking a retention schedule means that there is no knowledge of these important records outside of the unit of government. It also means that there is no legitimate way to determine what to hold on to and for how long. This is NOT meant as a criticism of this particular unit of government. In fact, they have done a good job of maintaining and organizing vital governmental records. The point is that a less than robust records management program stymies the effective planning for and execution of an information lifecycle management scheme.

Despite the incomplete data, an analysis in 2002 indicated that there was at least 161,113 cubic feet of record material still in the custody of agencies that was destined to be transferred to the Archives. The analysis also indicated that the state was creating more permanent

record material each year - - - not less. The rate of increase was estimated to be about 3,800 cubic feet per year.

Indeed, an analysis of records transfers to the Archives, which is definitive and tracked by a database down to the box level, reveals a long-term trend of steady increases in the amount of permanent record material being created. From 1980 to the mid 1990's the average amount of material that was transferred to the Archives was a bit over 6,500 cubic feet per year. From the mid 1990's to the present the average amount of material transferred per year is over 13,000 cubic feet.

The land records initiatives with the Judiciary has resulted in the transfers of large amounts of materials over the next few years. It is quite probable that the remaining warehouse space will be filled to capacity before this program document is even considered.

Efficiency

The Archives warehouses are on average 23 miles from the main facility in Annapolis. These adjunct facilities tend to house material that was transferred more recently than those materials that fill the space in Annapolis. Quiet naturally, this tends to be material that people coming to the Archives may have the most urgent need for.

The Archives does not have staff to maintain a presence at each of these facilities. Thus, people coming to Annapolis hoping to get immediate service and walk away with whatever legal document they are after are disappointed to find that it may be a couple days before the document can be retrieved.

Consolidating the record material in a building proximate to Annapolis and staffed with existing Archives employees will allow the agency to more efficiently manage records and provide same day service through scanning and electronic transfer of documents.

Condition

The most compelling reason of all for this capital project is premised in our responsibility for the care and preservation of the permanent record. It is a well-established fact supported by credible research that record material of permanent value must be housed in a temperature and humidity controlled environment. As stated earlier, the appropriate guideline temperature range for permanent retention of record material is 64 to 68 degrees Fahrenheit with a relative humidity between 45 and 50%. These temperature and humidity levels should be maintained constant 24 hours a day and 365 days per year. The temperature should not vary more than +/- two degrees Fahrenheit and the relative humidity should not vary more than +/- three percent in any given twenty-four hour period. Allowances can be made for modest seasonal shifts, but the most dramatic damage is done to paper records in environments where there exists the combination of temperature and humidity being outside of acceptable norms coupled with significant fluctuations in short periods of time.

The Archives has tracked temperature and relative humidity readings over the past year at all facilities. The data are being collected by Onset HOBO Pro Series dataloggers. The devices were calibrated by the manufacturers, and because they are not located outside in extreme weather, the calibrations should last at least 3 years with no more than a 1% drift over time.

Overall we are not doing well in the long-term preservation of our historical records particularly those housed at warehouse facilities.

The three rented warehouse facilities used by the Maryland State Archives have minimum environmental controls. As such, they tend to reflect the outside environment with some buffering of the temperature and relative humidity.

Our analysis of the data back in 2005 revealed the following:

At the Hammonds Ferry facility the temperature ranged from 50 – 80 degrees over the course of the year and the relative humidity 27% - 66% at any given time. It was within our acceptable RH range from mid November to late December and in mid May to the end of June. The Preservation Calculator gives a materials lifespan of 15 – 44 years. The daily relative humidity fluctuations are from 2 – 6%.

The Ordnance Road facility had a yearly temperature range from 51 – 84 degrees and a relative humidity range of 23 – 62 %. It was also within the acceptable range from mid November to late December and June. The temperature is only at the acceptable storage range for the month of April and for a few weeks in October. The Preservation Calculator gives a materials lifespan of 15 – 51 years. The daily relative humidity fluctuations are from 1 – 12% in a day.

For the 2005 study the Candlewood Road facility had only been in use for a short time and thus had the least amount of data to analyze. It was evident from the 51 days of readings that the documents housed there will have mold problems in the summer months. Except for a week in June the temperatures have been consistently above 78 degrees, the maximum office temperature and at no time has the warehouse been below 73 degrees. The relative humidity has little control and fluctuates from 3% - 15% in a day.

Of the 51 days recorded 26 days appear to have relative humidity fluctuations of greater than 12 % in a day. In that same 51 day period 41 days have a relative humidity reading of greater than 55% and 24 days the relative humidity was over 68%, the point at which mold spores germinate. The Preservation Calculator indicates that the material in the Candlewood Road facility will last from 5 – 35 years.

Datalogger readings for the Archives' three offsite records storage facilities showed the following results back in the 2005 analysis:

**Temperature Readings at Off-site Storage Facilities
 May 2004 – July 2005**

Off-site storage facility	Date Range	Days Measured	Days out of acceptable temperature range	% of days out of acceptable temperature range
Hammonds Ferry Road	5/27/04-7/28/05	463	318	66.5 %
Ordnance Road	5/26/04-7/26/05	462	304	65.8 %
Candlewood Road	6/6/05-7/26/05	97	97	100 %

**Humidity Readings at Off-site Storage Facilities
 May 2004 – July 2005**

Off-site storage facility	Date Range	Days Measured	Days out of acceptable humidity range	% of days out of acceptable humidity range
Hammonds Ferry Road	5/27/04-7/28/05	463	403	87.0 %
Ordnance Road	5/26/04-7/26/05	462	370	80.0 %
Candlewood Road	6/6/05-7/26/05	97	80	82.5 %

As these readings indicate, the temperature at these facilities is within acceptable limits, at best, about one-third of the time and the humidity no more than one-fifth of the days measured.

All of the warehouse facilities of the Maryland State Archives are giving an average of 11 - 43 years of protection to the documents kept inside them.

**Temperature Readings at Off-site Storage Facilities
 May 2004 – December 2007**

Off-site storage facility	Date Range	Days Measured	Days out of acceptable temperature range	% of days out of acceptable temperature range
Hammonds Ferry Road	5/27/04-11/4/07	1183	991	84 %
Ordnance Road	5/26/04-12/4/07	1184	996	84 %
Candlewood Road	6/6/05-11/4/07	686	605	88 %
CDS Logistics	6/3/04-12/25/07	1240	578	46 %

**Humidity Readings at Off-site Storage Facilities
 May 2004 – December 2007**

Off-site storage facility	Date Range	Days Measured	Days out of acceptable humidity range	% of days out of acceptable humidity range
Hammonds Ferry Road	5/27/04-12/4/07	1183	754	64.0 %
Ordnance Road	5/26/04-12/4/07	1184	855	72.0 %
Candlewood Road	6/6/05-11/04/07	686	465	68.0 %
CDS Logistics	6/3/04-12/25/07	1240	846	68 %

Security – Loss through Theft; Wrongful or Negligent conduct

Security has always been a critical concern for cultural heritage institutions, such as archives, libraries and museums. For archives and manuscript repositories the threat of loss is real and irreparable as these collections are by their nature unique and usually irreplaceable. Documents, both textual and graphic, have an intrinsic value, bestowed their information content, but can acquire additional artifactual value from context, signatures or other factors. These intrinsic and additional values have attracted unwanted attention from thieves, both professional and amateur.

In decades past notable thieves have victimized famous repositories. Charles Merrill Mount removed materials from the Library of Congress. Anthony Melnikas, a professor at Ohio State University, cut maps from 15th Century volumes, previously owned by the Renaissance poet and author Petrarch, in the Vatican Library. Stephen Blumberg was tried and found guilty on four counts of possessing and transporting stolen property, more than 20,000 rare books and 10,000 manuscripts from 140 or more universities in 45 states and Canada. The threat is real and growing.

Theft has always been a problem, but technology has exacerbated it. Antiques Roadshow and History Detectives have increased general awareness of the market value of historical documents. e-Bay has provided a sales outlet for materials that is nearly anonymous due to the sheer volume of transactions. Perhaps the best clearinghouse of information related to thefts from archives, manuscripts repositories and special collections is found at

<http://www.rbms.info/committees/security/index.shtml>

the Website for the Rare Books and Manuscripts Section of the American Library Association. 21 years of incidents are there reported, indicating the full reported scope of the issue.

For transactional governmental records, the integrity of the custodial regimen is critical for maintaining the physical safety and evidential authority of the records. The current rented warehouses present a variety of problems. First, they are nearly full, impeding the proper transfer of permanently valuable records from agencies to the Archives. Next, they lack proper climate controls and security systems. Ranging from 5 to 10 miles apart and 22 ½ miles from the headquarters building in Annapolis, staff must drive from building to building on a rotating schedule for document retrieval and copying. Two of the buildings are unstaffed except for times when retrieval is being performed. Delays and errors necessarily occur in such a regimen. Effective collection management, the allocation of storage space based upon frequency of utilization, is impeded by the costs of transferring materials between buildings, and the threat of loss occasioned by moving the documents on the public roads.

It is now possible to completely centralize the archival functions of the state in one location, with the entire Archives staff available to monitor the security and integrity of both special collections and permanently valuable state records. The expansion of the Annapolis campus presents a superior opportunity to safeguard the fundamental documents of the state in a single dedicated facility, compared to distant, decentralized warehouses retrofitted with varying degrees of success for the purpose.

The importance of transferring permanent record material to a safe and secure environment at the Archives cannot be overstated. In

addition to legitimate concerns over records destruction due to the wear and tear of everyday use, and the slow but steady physical deterioration caused by inadequate storage and environmental conditions common in an office, attic, or basement setting, a troubling history of records being lost or alienated, whether from mishap or from outright theft, the result of inadequate agency security or safety procedures, also constitutes a continuing source of concern. A few examples can serve to illustrate this problem.

Several years ago, the Civil War muster rolls of the 19th regiment USCT were offered for sale in the February 17, 1997 issue of *A B Bookman's Weekly*. The 19th USCT was one of several regiments of African-American soldiers raised in Maryland for service against the rebel states. These important, permanently valuable public records, by what circuitous route is not known, had come into the possession of a private citizen in West Chester, PA. He was asking \$150 for them.

In 1991, the Archives learned through the grapevine that it had been common practice for many years for officers retiring from the Baltimore City PD to take one of the old dockets of the Police Court as a souvenir. These dockets had been brought under retention schedule control many years before, and had been identified as permanent records to be transferred to the custody of the State Archives. However, when the day came that the Police Department offered the dockets to the Archives, we were not able to take them on due to lack of space. Needing their own space for other purposes, the officer in charge took matters into his own hands and got rid of them. Many individual docket books, no doubt those that seemed most interesting or valuable, were taken by individual officers as mementos. Many others were simply thrown out.

The fate of one particularly important docket is known – the consolidated docket for 1861. A Captain Hennessy had been involved in setting up the police museum on the first floor of the headquarters building in downtown Baltimore in the early 1960s. He took the consolidated docket for 1861 because it contained the names of all the individuals involved in the famous “Baltimore Riot” of April 19, 1861. The docket also identified all those killed in the riot. Captain Hennessy wanted this book in his museum. Some time later, about 1971-1973, Captain Hennessy fielded an inquiry from the Maryland Historical Society about the names of those killed in the April 19th riot. Immediately recognizing the great historical value of the consolidated docket for 1861, the Historical Society asked if they could have the docket. Captain Hennessy agreed to swap this treasure for something else in the Historical Society’s possession. He ended up trading this important, permanent public record for some cannon balls.

In 1997, Susanne Flowers and Donna Russell, two concerned citizens with an abiding interest in and love for Maryland history, discovered a large quantity of permanent 19th century record material in the attic of the Frederick County courthouse. These materials had been stored for many years in poorly ventilated attic space that had contributed directly to their physical deterioration over time. In fact, these records had been in the attic for so long that their existence had been lost to the collective memory. Thanks to the alert interest and aggressive persistence of these two local researchers, and the willing cooperation of the Clerk and his staff, these permanent records were transferred to the Archives and saved from what otherwise would have been almost certain destruction.

In 1991, a large quantity of 19th century Frederick County government records were literally saved from the trash dumpster by lucky happenstance and the willingness of the staff of the C. Burr

Artz Library in Frederick to go the extra mile. On June 28, 1991, the Archives received a call from John Quinn with SDAT. He had received a call from the local assessments office in Frederick County with information that a local Frederick library had in its possession “a pallet sized load” of mostly unidentified, disordered records. Library staff had noted that one of the volumes had the word “assessment” on it, and this had prompted them to call the local assessment office to see what they should do with these records.

Archives staff immediately contacted Beth Telly of the C. Burr Artz Library and informed her that we were very interested in taking these old records off her hands. Ms. Telly informed the Archives that we were a day late and a dollar short. These records had been thrown into the dumpster just the day before because the library’s need to free up space was critical, and because no one had expressed the slightest interest in having these records or provided any guidance as to what the library should do with them. As Ms. Telly related the story, it became clear that these records had come into the possession of the C. Burr Artz Library more than five years previously. In early 1991, the library’s need for additional space became critical. This led library personnel to try and unload these records. Library staff contacted the local assessments office to see if SDAT wanted the records or could offer any guidance on what to do with them. The local office contacted SDAT headquarters but met with silence. For a period of more than six months, no communications passed between the C. Burr Artz Library, the local assessment office, or SDAT headquarters. During this entire time, nobody thought to contact the Archives. Finally, in desperation, library staff had deposited the materials in the dumpster.

Luck was with us, however. The dumpster had not been emptied since the assessment records had been deposited in it. We urged Ms.

Telly not to let those records out of her sight, and arranged for Archives staff to run up to Frederick the next day, a Saturday, to retrieve them. Ms. Telly promptly directed her staff to pull out what volumes they could and place them inside the library for safe keeping pending our arrival. Once again, by happy accident rather than by design, permanent records that otherwise would certainly have been lost forever were saved by the good will and cheerful cooperation of alert citizens.

A final well-known and well-documented example, that of land records, can serve to bring home the scope of this problem.

Land records constitute one of the most voluminous, and arguably most important, record series created and maintained by government in Maryland. Since the beginning of European settlement in 1634, county court clerks have been vested with responsibility to record, index, and maintain all land record instruments affecting title to or interest in real property. These include deeds, mortgages, releases, leases, assignments, powers of attorney, agreements, easements, and other instruments.

During Maryland’s first 300 years these records were created and maintained exclusively in paper form. Anyone needing to access these materials had to travel to the courthouse to look at the single paper copy of each individual book. Following the Second World War, primarily in response to the heightened security concerns of the nuclear age, there was a concerted effort to duplicate these materials in micrographic form. This not only permitted a security copy of these land records to be deposited off-site in the Maryland State Archives, but also allowed for the circulation of multiple microfilm copies of land records, greatly increasing both ease and breadth of public access to these materials. In many jurisdictions, for a variety of reasons, all or portions of their land records were

microfilmed more than once over the past 60 years, creating “slice in time” captures of the books as they existed at that moment. This is another happy accident, the unintended consequences of which were to pay rich dividends.

But still, well into the 1990s, virtually all individuals interested in accessing land records did so at the local courthouse. And visitors to the great majority of Maryland’s 24 county courthouses were directed to the original paper volume still sitting on the courthouse shelf when accessing land records. From the beginning, reliance on a single paper copy of a land record was problematic. For many years the Archives received periodic requests from individual courts asking if we could help with a missing page from a land record. The process usually went like this. A land title abstractor or other researcher discovered that a page or pages he/she needed to review were missing from the original paper book sitting on the shelf in the courthouse. Upon being informed of this, court staff contacted the Archives to ask that we check our archival microfilm (often filmed decades previously, and therefore reflecting the book as it existed many years before) to determine if the now-missing page still had been in the book at the time of microfilming. In most cases, the image would be found on the microfilm, printed and delivered to the requesting court.

In 2003, the Judiciary and the Maryland State Archives partnered in a project to combine the Judiciary’s robust digital recordation and indexing system (ELROI) with a digital retrieval system that ensures the integrity of documents and data through a security archival system known as mdlandrec.net. As an electronic archives indexing and retrieval system, working seamlessly with ELROI, mdlandrec.net provides comprehensive index access to the records (based upon indexing done at the time of recordation) and provides online intranet access to images preserved in mdlandrec.net as part

of a comprehensive effort to digitize all existing land records as well as new instruments recorded through ELROI.

In the course of digitizing all the pre-ELROI land records of Maryland’s 24 jurisdictions it quickly became apparent that the volumes, absolutely essential for the protection of individual property rights, had suffered considerable loss over time due to accident or theft. **In the first comprehensive analysis of the Maryland’s land records ever undertaken, Archival staff discovered 295,835 pages seemingly “missing” from the land records.** Archival staff has to investigate every one of these thousands of pages to determine if it is extant in some form or truly lost forever. In many cases, this meant examining multiple paper versions of a particular volume as well as up to four microfilm versions for each missing page under investigation.

This is a herculean task. Limited staff resources mean that it will take several years to complete. To date, we have finished our analysis for five jurisdictions. Of the 45,451 pages initially identified as missing from the land records of these five jurisdictions, archival staff were able to track down the great majority. But in four of the five jurisdictions examined, there remain a number of pages that are lost forever; i.e., no longer in the paper book sitting on the shelf in the courthouse and not captured on any of the multiple filmings that had taken place over the years.

Anne Arundel County land records	8 pages missing
Caroline County land records	164 pages missing
Frederick County land records	42 pages missing
Harford County land records	33 pages missing

Washington County land records 0 pages missing

These missing pages had been removed or become separated from the original books years before. Many clearly had been cut and removed, presumably stolen, for what purpose we cannot now say. Others appear to have been torn from the binding, whether deliberately or accidentally we cannot determine. Some of the books were in such poor physical condition from prolonged ill-use in the courthouse that the missing pages may simply have fallen out one day without anyone noticing their loss. However they became separated from their parent books, these vital records relating to establishing and defining title to real property were not available when these volumes were microfilmed and so now are gone forever.

Now some might argue that this is much ado about nothing. After all, if some materials have been lost through theft or mishap, the vast majority have been preserved for posterity. They might also add that the 247 pages identified above constitute a statistically insignificant percentage of the 32,793,964 pages encompassed by the land record of these five jurisdictions (as of June 2, 2008). And that line of argument might appear very reasonable, right up to the time when the pages discovered to be lost forever are the deed that helps to establish your clear title to your property. And surely, they might add, the important records lost over the years to war, fire, flood, and other disasters, natural and man-made, constitute a far greater loss.

But our hypothetical skeptic would be mistaken on several counts. First, we have no way of knowing the universe of records that have disappeared without notice. We only learned of the sometimes deplorable state of our land records because we had the time and resources to look. There are thousands of other records series that

have not been examined in such close detail, and for which there are no resources to do so. Second, allowing that some records loss probably is unavoidable, this in no way absolves us from doing everything possible to minimize this loss. Historically, the lack of archival space to accommodate requested transfer of records at times has inadvertently contributed to the deterioration and loss of permanent record material. This should never be allowed to happen. And finally, while no system devised by humans can be perfect we can say with assurance that an office environment is known to be very detrimental over time to the long-term survival of important records. In spite of the best intentions of public officials and employees, over time agencies cannot properly care for their permanent records in an office environment. The solution is to move records appraised as having permanent administrative, fiscal, historical, legal, or other archival value into secure, environmentally controlled archival storage as quickly as feasible once they are no longer needed for current agency operations.

Finally, to highlight the problem of physical security we reiterate the fact that the warehouse facilities do not have any reinforced entrances or garage doors, they are not supervised or patrolled by DGS police and they lack any other semblance of security.

Fine Arts storage deficiencies compounded over time

The Archives has been forced to contract for additional rented art storage facilities because it does not have sufficient on-site storage, and its rented art-storage facility (CDS Logistics) does not provide an appropriate storage environment. In FY 2008, the Archives contracted to store 52 objects at four additional offsite storage facilities at per-square-foot charges. In the previous two years, 17 additional objects were stored offsite at a rented facility. The number of objects stored at additional rented facilities is expected to

rise as the collection grows and as objects are removed from display. Several objects were damaged in 2004 because of a security breach at CDS Logistics. The threat of further security breaches, damages to artwork, and even theft of objects exists as long as the state-owned art is stored at this facility.

9. Alternatives to the proposed project, both capital and non-capital. Comparative analysis: budgetary impact and degree to which they address the operational and service deficiencies

Options

Given the unique requirements of truly archival storage and the special needs of space for the artistic property, there are few prospects for conversion of existing facilities. That does not mean that there are *no* possibilities to explore alternatives. In all likelihood, there are a few buildings in existence that could lend themselves quite nicely to conversion to archival and artistic property storage and perhaps even display. Suitable buildings certainly do exist. It is the belief of the management of the Archives that attempts should be made over the next ten to twenty years to identify such possibilities in areas outside of the Annapolis area to convert and house regional archives to accommodate local government records and those records that tend to have more localized interest such and probate records and local government material.

The Scottish Rite Temple in Baltimore City is one such possibility. While it would not be big enough to accommodate the requirement for the state, it may prove ideal for a Baltimore City Archive. It has many elements that make it particularly appealing from an access

and archival perspective. If acquired and renovated, the facility would meet the archival needs of the city and state agencies housed in the city (paper and electronic) for a minimum of 20 years and probably longer depending upon the extent to which agencies concert to electronic environments. The Archives will be exploring these possibilities in consultation with the city and with officials of state government.



Scottish Rite Temple, Charles Street, Baltimore

From a more global perspective, the Archives has performed some analysis on the potential to utilize alternate structures for archival facilities. A very worthwhile summary of the types of alternatives is attached to this request. It is a document published by the U.S. National Archives and Records Administration entitled “Overview of Alternative Space Options for Libraries and Archives” by Paul Banks.

To be frank, attempts to gather information about the availability and long term costs associated with private sector leased storage and retrieval are most difficult to acquire. This is particularly true when you are talking in terms of hundreds of thousands of cubic feet of material. Attempts to gather cost information is further complicated by the pricing schemes that vendors use in which immediate transfer seems relatively reasonable but long term pricing and, more significantly, retrieval costs are unknown.

Note: Current warehouse rental costs are roughly \$360,000 per year.

In the case of fine arts storage, the alternative to the proposed project is that the majority of the collection will remain in a substandard and inappropriate rented art storage facility. Objects stored in that facility will continue to deteriorate and require conservation before they can be put on public display. The Archives will be forced to contract, at an added cost to the state, with additional rented art storage facilities to provide secure storage with appropriate environmental conditions. Additionally, public and staff access to examine objects in storage will be limited due to spatial limitations in that facility

10. The best alternative

The Archives believes that the rental of commercial space, especially of the size and quality that is required for long-term storage of paper, electronic records and fine art, is not a cost-effective or feasible alternative.

C. Project Scope

This project is to build a facility of 135,415 square feet. The space would consist of 98,110 square feet of records storage which will accommodate records currently housed at warehouse facilities and will be adequate for anticipated records transfers through FY 2024.

The facility would also the following:

Records Processing Space	2,500
Electronic Archives (data center)	10,000
Cold Storage for special collections	1,000
Conference Space	2,500

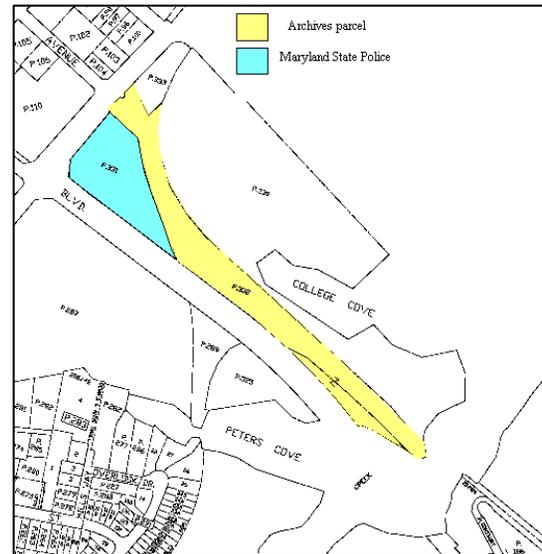
The Artistic Properties program will require a total of 18,000 square feet broken down as follows:

Exhibits Space	8,000
Large Object Storage	3,000
Painting Storage	2,500
Works on Paper Storage	2,500
Fine Arts Conservation Lab	1,000
Fine Arts Processing space	1,000

The total amount of space that will be required for staff is 3,305 square feet.

Existing staff from warehouse locations to be accommodated are as follows:

Classification (number of staff)	Space required
Professional Supervisor Private (1)	126
Professional Supervisor open (2)	240
CAD / scanner operators (6)	540
Professional Open / reference personnel (4)	360



Looking at the footprint of the existing structure, and highlighting the area that encompasses the “stacks” or storage areas, it is easy to see that the parcel behind the archives could easily accommodate an adjunct facility.

New staff to be accommodated in this facility are as follows:

Classification (number of staff)	Space required
Professional Supervisor Private (1)	126
Professional Supervisor open conservator (2)	240
Professional Supervisor open (IT) (2)	720

Note: The staff office space was calculated with a 15% circulation addition and 600 square feet allocated to storage and preparation areas for material to be scanned.

The Archives believes that the best location for the new facility is on the parcel adjacent to the archives.





20 Parking Lot Behind the Archives



22 Different View of Parking Lot behind Archives



21 Area to the side of the Archives near Loading Dock



Figure 23 Area Photo

The Archives recommends that the stack areas be constructed of the same type of compact shelving as the existing facility. These mobile, high density units double the storage capacity of any given space by eliminating aisle space. Space conservation should be a

consideration not just for the economic benefits of reduced construction costs, but also for environmental reasons. Mobile shelving offers environmental benefits by reducing ongoing energy requirements. More importantly, the tightness with which records are stored actually helps maintain their stability. Finally, they also aid in the retrieval of items given that less energy needs to be expended to get to the record material.

The current modular shelving, in place for nearly 25 years, has stood the test of time. The simple construction has meant that the Archives staff can maintain and repair the shelving units. In addition, they offer a great deal of flexibility and versatility.

Below are various images of the compact shelving within the State Archives Building.



24 Deck 1 storage



25 Map Collection



26 Stack areas



This project will accommodate the numerous artifacts and objects of the state's fine arts collections as well as providing for a suitable conservation lab to facilitate the long-term goal of restoring the

many pieces of the collection to stable conditions. Finally, the scope will provide for the access to these important objects by providing a modest amount of display space that would be used to rotate pieces in and out of public display.

The facility will require state-of-the-art climate control to protect the electronic data backup systems and for records longevity. It will also require state-of-the-art security protection for the electronic data backup equipment, the scanning and computer equipment, and for the records themselves.

Adjacent are two photos of paintings being stored the CDS facility. As was mentioned in the narrative, paintings are being stored there sitting upright on the floor. This is not the proper way to handle paintings.



27 Paintings at CDS picture 1



28 Paintings at CDS picture 2

The proper way to care for paintings is to hang them in space efficient screens depicted below:



Example of vertical screen storage from the Minnesota Historical Society, (left).

The accommodation of a fine art lab, in addition to the paper lab, will greatly enhance the ability to care for paintings and other works of art in poor condition. Often, paintings and objects that require conservation need to be in the laboratory setting for months and possibly even years at a time while they await funding for conservation treatment. Having an art conservation lab on site will allow the archives the opportunity to begin to repair the many, many pieces of fine art in need of attention. It will also afford us the opportunity to lend space to conservators who may not be able to afford a laboratory setting. The Archives has been successful in identifying teaching conservators who utilize their skills as they teach the next generation of conservators using objects within the state's collection. The Archives recognizes that it will never be budgeted the funds necessary to contract for all of the necessary conservation treatment that the state-owned art collections require, however, a thoughtful, entrepreneurial approach will lead to the preservation of the most important items in our collections.

The additional lab space will also allow the Archives to better accommodate some items that are currently in temperature and humidity controlled space at the Archives, but really need to be housed in a different arrangement. For example, the civil war battle flags depicted below are properly wrapped and hung in the Archives large format / map room. They should, however, be stored flat in containers and periodically brought out to the exhibits area for public display.

The facilities program document calls for an additional conservation lab for works of art. The new lab should be modeled after the existing paper conservation lab depicted in the next few photos.



29 Civil War Battle Flags



31 The "Outer" Lab is used for staff and preparation



30 Civil War flag in need of conservation work



32 Outer Lab



33 Inside the paper conservation lab

The plan also calls for the establishment of “cold storage.” This requirement for a limited amount of space would be to house items that require reduced temperature. Glass plate negatives from the civil war era for example. The plate depicted here has been damaged by exposure over the years.



34 Deteriorating Glass Plate Negative



35 Deteriorating Glass Plate Negatives



36 Proper Storage of Negatives at the Archives

Condition of the Facility

Architecturally and structurally the facility is thought by the Archives' staff to be sound, although the Archives has not contracted with qualified engineers to perform such an assessment. The main concern with the existing facility is with the adequacy and effectiveness of the existing HVAC system. Our understanding is that an evaluation of the system is underway.

Additional Site Improvements

Some modest site improvements will be necessary should this project proceed. Some improvements include:

- o The loading dock may need to be expanded to accommodate the addition
- o Concrete and storm drainage in the back of the building by the loading dock are in need of repair

- o Additional security lighting and alarm systems should be put in place
- o To the extent possible the parking in front of the building and in the rear should be maximized given the difficulty of parking in the area
- o Facility generator is at capacity and would need to be upgraded to accommodate health and safety requirements and to allow for growth of information technology infrastructure

Utilities on Site

Adequate utilities are believed to be on site. Some modest relocation work may be needed including that for fire hydrants.

Miscellaneous Requirements

The Archives will need some assistance in definitively making the determinations that are outlined below.

- o Within flood plain – not believed to be so
- o In Wetlands area – no
- o Involves clearing of forested areas – no
- o Within Critical Area – yes
- o Effect on historic and cultural programs – no
- o Consistent with “smart growth” policies - yes

Final note: This project is not anticipated to involve spatial changes to the existing building as described in Section C Project Scope, item 4 of the capital budget instructions.