

Adjunct Storage Facility
Facility Program – Volume I



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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

Planning New and Remodeled Archival Facilities, Thomas P. Wilsted, Society of American Archivists, 2007

Archives II, Using Technology to Safeguard Archival Records, National Archives and Records Administration, College Park, MD.

Program and Specifications, Maryland State Archives, Annapolis, Maryland. DGS Project No. BA-767(2) revised / updated April 1981.

Rayner, Judith; Kosek, Joanna; Christensen, Birthe, "Art on Paper: Mounting and Housing." Archetype Publications in Association with the British Museum.

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Project Overview

Maryland State Archives
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Mission of the Archives: 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 Commission staff also 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.

Project Description

Acquire an existing 170,000 + SF warehouse facility on the open market and renovate it to provide a secure and environmentally stable home for the state's considerable fine arts collections and documentary treasures. Presently, well over half of the state's total holdings of records deemed to have permanent value are housed in substandard, rented facilities that lack even the most rudimentary environmental controls or security. The state's fine art collections, too, have for far too long been scattered in "borrowed" spaces in non-state institutions. This project will allow the Archives to consolidate our permanent record material and art; provide for the long term care and preservation of that which has been entrusted to our care; and will facilitate public access and interpretation of our treasures.



Records Storage – The Archives has suitable storage capacity for records totaling 168,680 cubic feet (cf). The Archives has in its custody 364,000 cf of record material, 195,000 cf of which is in space ill-suited to storage of permanent record material.

The Archives (and the rented warehouse) are full and we no longer accepting record material for transfer. This fact, coupled with the present reality that over half of the State's permanent records are stored in substandard facilities means that records that document the lives of our citizens and protect their rights and interests are in danger of being lost or destroyed.

Background on Archives Facility Program

The Archives has requested relief from the current situation for nearly a decade. The first formal capital program called for an adjunct facility to be built in Crownsville. While that program made it in to the preliminary five year plan, uncertainty over the disposition of the land at the Crownsville State Hospital Center caused the Archives to submit an alternate plan the following year which recommended building an addition on to the existing Archives. The design concept of the addition was enormously expensive and competing interests in the adjoining parcel both conspired to block this proposal.

Next, the Archives proposed building an adjunct facility at state-owned land in the Jessup area. Both the Department of Budget and Management and the Legislature urged the Archives to explore other alternatives. A cost analysis was conducted that studied the following choices:

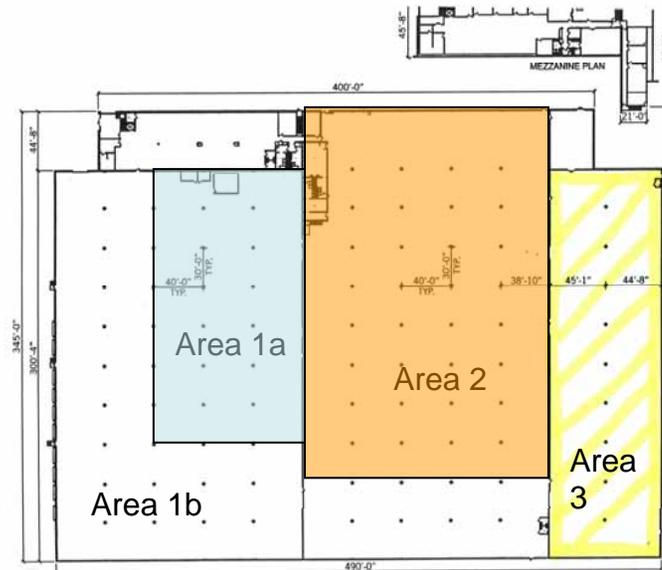
- o Leasing additional non-climate controlled space
- o Leasing climate-controlled space
- o New construction of archival climate-controlled space
- o Purchase and renovation of existing space

The report concluded that the most reasonable solution and cost effective alternative was the purchase and renovate option. (The report is provided in its entirety in the facility program document in Section 9 of Volume 1 entitled "Alternatives to the proposed project, both capital and non-capital."
)



Why this Solution?

The purpose-built Archives has many design features that distinguish it from the ordinary construction of a building. All facets of the facility from location to its finishings can be unique to an archival facility. In the final analysis, however, what is most important for both our art and our records is a stable environment. A preliminary walk-through of the candidate property located in the Holabird Industrial Park in Baltimore City suggests that with the installation of a proper HVAC system, the desired stability can be achieved. Unlike many warehouses, this facility has limited windows and loading dock doors. It does not have sky lights that let in ambient light. It is of recent construction and its former use as a print facility suggest that the floor loading is more than adequate. Below is a floor plan of the candidate property:



By utilizing a mix of compact shelving and leveraging our existing investment in existing records center shelving, we will be able to accommodate records currently housed at all of our warehouse facilities and will have enough space for anticipated records transfers through FY 2027.



The storage capacity of the warehouse space is as follows:

Storage Capacity (Cubic Feet)

Area 1a	120,000	assumes compact shelving achieving a density of roughly 4.4 cf / sf in 27,000 sf of space
Area 2	180,000	assumes using record center shelving with a density of 3 cf / sf in 60,000 sf of space
Area 3	120,000	assumes compact shelving achieving a density of roughly 4.4 cf / sf in 27,000 sf of space

Total Capacity 390,000

Our current storage requirement is as follows:

Records in existing warehouse facilities 195,000 cubic feet
Future transfers at 13,000 cf per year for fifteen years = 195,000

Total Requirement 390,000

Space utilization for the other spaces would be as follows:

Office Space - 12,000 SF on two floors

The first floor would be used to house much of the artistic property. The floors would be stripped of carpeting and the cement floor would be sealed with a non-off gassing epoxy sealant. The windows would be sealed from the inside to eliminate any light penetration.

Floor mounted screens would be installed to hang / store paintings. (Note: the stated requirement for art storage is 8,000 sf - - a portion of the collections, mostly sculpture, would be stored in the stack areas of shelving.)

The first floor would also serve as the reception area.

The second floor would accommodate all staff functions.

A summary of all functional areas and their associated location as depicted in the above image is as follows:



<u>Element</u>	<u>Square Footage</u>	<u>Location(s)</u>
Records Storage	115,000	Area 1a, 2, and 3
Records Processing	2,500	1b
Electronic Archives	5,000	1b
Cold Storage	2,000	1b
Artistic Property	10,000	storage: first floor office space; lab and processing 1b
Staff	1,426	second floor office space
kitchen / lunchroom	200	second floor office space
Scanning Storage	600	second floor office space
Research Room	1,000	second floor office space
Reception Area	195	first floor entrance
Conference Space	500	second floor office space
Large Object Storage	5,000	1b
Loading Dock	300	1b

The components targeted for area 1b add up to 16,800 square feet. Area 1b is roughly 59,000 SF leaving enough space for circulation / access to areas 2 and 3 as well as space for mechanical equipment.

NOTE: The Cost Estimate Worksheet represents a "first cut" at cost estimating without the benefit of a thorough inspection of the facility. No appraisals have been conducted nor has there been a review of the extent of renovations that would be necessary. Note too, that the timeline presented herein is a best case scenario and assumes approval of the program and budget in the short term. The Archives is seeking funding through the Capital Budget process utilizing GO bonds as the fund source. Some preliminary discussions were had with regard to exploring a public private partnership (PPP) arrangement for this project, but the Archives feels that this is not a viable option for a variety of reasons including the lack of a sustained revenue stream that would be necessary to make a PPP possible.

Timeline and Workplan



The timeline presented herein is a "best case" scenario. It assumes funds for acquisition are appropriated by the Governor and approved by the Legislature in the 2013 Session.

Activity	Timeframe
1. Following the Legislature's approval of the budget, identify property for potential acquisition. Conduct walk-thru and identify any areas of concern, including inspections or testing that may be needed (i.e. environmental testing, etc.) Note, if environmental or other testing is needed, this will add additional time.	Start April 30, 2013
2. Order title work on property. (It takes 30 days to order title work, and another 2 weeks for internal DGS AG review.)	May 1 to June 17, 2013
3. Once property review and title review are complete, order appraisals on property. This is at least a 90 day process. (45 days are needed to bid out and obtain appraisals, and it is typically another 45 days for review of the appraisals.) Typically 2 appraisals are ordered, however if there is a large spread in the appraisals a 3rd appraisal may be needed.	June 17 to September 17, 2013
4. Once appraisal review is complete and a recommendation made, negotiations begin with the property owner. Negotiations typically take 30 - 60 days and include not only the purchase price but the contract terms.	October 1 through November 29, 2013
5. BPW Approval of purchase	Mid January 2014 Settlement to occur within 60 to 90 days of approval
6. Renovation Design Phase	February 1, 2014 to February 1, 2015
7. Estimated Bid Date	March 15, 2015
8. Renovation	May 1, 2015 to May 1, 2016
9. Move existing records from warehouses / Move existing records center shelving	December 2015 to December 2016

Historical Summary



“Secure the Laws and records of your Country, for the Advantage and quiet of future Generations.”

Gov. John Seymour
5 December 1704

As this quote from Governor Seymour illustrates, the challenge of identifying the resources to properly care for the people’s records has been with us almost since the landing of the *Ark* and *Dove* in 1634. The General Assembly was moved to conduct repeated inquiries into the state of public record keeping throughout the 17th century. While these reports often bristled with sharp criticism of current condition of public records and pointed recommendations for improvement, little was actually done until conditions reached a crisis. In 1716 the General Assembly appropriated funds for an ambitious project to copy a substantial quantity of badly deteriorated records. These materials, some dating back to the founding of the Province, were found to be in such poor condition that they were in serious danger of being lost altogether. These transcribed records were saved by the foresight, commitment, and timely intervention of the General Assembly, and exist today as some of the core collections of the State Archives. Perhaps just as significantly, the future pattern for care of the people’s records had been set: long periods of benign neglect leading to a near crisis situation requiring action. This sequence was to repeat several times throughout the 18th and early-19th centuries, and indeed up to the present day.

In 1834, recognizing that the overall condition of the people’s records was again becoming precarious, the General Assembly directed the State Librarian to survey all of the records then stored in various state offices, to prepare detailed lists of these materials, and to recommend ways and means of improving the situation. This was the first time that the General Assembly had looked outside of its own ranks to deal with the problem of deteriorating public records, and State Librarian David Ridgely’s recommendation to concentrate records into a few offices better able to care for them can be seen as the first step towards the creation of a modern Archives, that is, towards the creation of an agency whose primary mandate is the care of other agencies records.

Apparently these recommendations were implemented only in part, and in spite of these limited efforts, by the time of the Civil War the condition of Maryland’s public records had continued to deteriorate, with many of the items identified by David Ridgely only thirty years previously no longer extant. In 1882, in yet another effort to address this persistent problem, the General Assembly ordered all the state’s Colonial and Revolutionary records to be transferred from Annapolis to the Maryland Historical Society in Baltimore – an early effort to privatize a public function. The General Assembly, for the first time, also provided an ongoing appropriation for the care and publication of records. For the next half century the Historical Society became a de-facto archival agency of Maryland. This was a distinction it shared with the Land Office (which housed the early land records and records of the Colonial Probate Court), the Court of Appeals (which held its own records and those of the defunct Provincial and General Courts), and Maryland’s county courthouses (which housed county records).

Throughout these early years, the General Assembly’s attention had been focused exclusively on the records of state government. Very little thought had been given to the imperiled records of county government. In general, as bad as the condition of state records had repeatedly been found to be, the condition of records in the counties was even worse. Lack of local resources or will combined with inadequate facilities, deliberate theft, and occasional disastrous fires led to the outright loss of most of the early records of Calvert, Dorchester, and St. Mary’s counties. In 1904, moved by the actions of other states and the educational campaign of the American Historical Association, the General Assembly provided for the appointment of a



Public Records Commission to survey all the records of government in Maryland and to make recommendations for their better care. Beginning their work in 1905, the Commission conducted the most extensive survey of state, local, and municipal government records ever undertaken in Maryland up to that time. Tragically, the Commission's 2,000 page final report supposedly deposited with the Land Office, was lost almost immediately. Perhaps as a result, the Commission's funding was not renewed and its work left unfinished.

This state of affairs continued until 1934, when the celebration of Maryland's tercentenary provided an unexpected opportunity to realize the idea of creating a centralized archival agency charged with caring for the records of all levels of government in Maryland. Apparently at the instigation of Chief Judge Carroll T. Bond, construction of a "Memorial Hall of Records . . . in which shall be gathered all ancient public and private records of the Province and State of Maryland from the beginning of the province to the adoption of the Federal Constitution." (Acts of 1931, Ch. 253) became a central component of the tercentenary celebrations. Construction was completed in early 1935, and the Land Office (which retained responsibility for all state records created since statehood) and the Hall of Records Commission took possession of the facility later that same year.

The first purpose-built state archives in America, the Hall of Records, as envisioned by architect Laurence Hall Fowler, was a state-of-the-art archival facility, as well as a distinctive architectural accomplishment, and a special place of public attraction and attention. The Hall of Records was designed to provide adequate fire-proof and environmentally controlled space to accommodate all identified existing records plus anticipated accumulation for an additional 25 years. In addition to substantial office space and amenities for staff, the facility could boast of a sizeable public research room, substantial exhibit space, plus records conservation and preservation facilities, as well as photographic facilities and a dark room. It gained almost immediate notice for its state-of-the-art design and for many years was a much-imitated model for other states planning their own new archival facilities.

By the 1970s, the dramatic growth in state government activity during the twentieth century was accompanied by an exponential surge in the production of permanent records destined for eventual transfer to the Hall of Records. This phenomenon, together with a remarkable increase in the level of public interest in and demand for access to public records, added urgency to the state's plans for its archival agency. Designed to hold 40,000 cubic feet of records and expected to house Maryland's priceless records heritage until 1960, the Hall of Records was filled to capacity by the early 1970s. An overflow of permanent records was stored under inadequate conditions in a state tobacco warehouse in southern Prince George's County, and an unknown quantity of records awaiting transfer remained stored with individual state, local, and municipal agencies. Complicating the situation, as part of a reorganization and consolidation of state government in 1970, the Hall of Records, an independent agency since its inception, was made part of the new Department of General Services. Although this arrangement arguably had the advantage of placing a small agency under the protective wing of a much larger department, the Hall of Records found itself in an ambiguous position.

But once again, a quickly approaching crisis was averted in the nick of time. Just in time for the state's celebration of the 350th anniversary of Maryland's founding in 1984, the General Assembly (Acts of 1984, ch. 286) formally re-established the Hall of Records (rechristened the Maryland State Archives) as an independent agency in the Executive Department. This move recognized the unique position of the Archives as an agency that served all three branches of state government and conferred upon it an enhanced status and visibility which have enabled the Archives to assume a leading role in the state's historical records programs. As perhaps the crowning achievement in the celebration of Maryland's 350th anniversary the



state constructed the new Hall of Records Building in Annapolis, a state-of-the-art facility intended to accommodate the state's permanent records storage needs for the next 25 years.

Sadly, these expectations proved to be wildly over-optimistic. Over the next 20 years the rate of growth in agency demand to transfer materials to Archives' custody quickly and repeatedly outpaced the Archives' ability to house those materials. Within a decade of taking possession of the new Hall of Records in 1986, the Archives once again was in need of additional space in which to house Maryland's permanently valuable records. Serendipitously, in the mid-1990s, a warehouse in Linthicum formerly operated by the Maryland Deposit Insurance Fund (MDIF) became available to the Archives, along with the remaining records pertaining to the savings and loan crisis. This warehouse provided the Archives with additional capacity sufficient to house 31,416 cubic feet of record material, and helped ease the strain for a few years. But by 1998, the Archives once again was in desperate need for additional space in which to house the many thousands of cubic feet of permanently valuable government records no longer needed by agencies for current business. The situation again was looking desperate when, again serendipitously, relief appeared in the form of substantial revenues realized through large cooperative inter-agency digitization projects funded by the Judiciary which enabled the Archives to acquire rented space sufficient to house an additional 59,940 cubic feet in Glen Burnie in 1998, and much-needed rented storage space for an additional 78,372 cubic feet in Hanover a few short years later in 2006. As recently as 2010, room to house an additional 25,000 cubic feet became available at the newly resuscitated Baltimore City Archives.

But even though the Archives has been extraordinarily fortunate in its efforts to acquire additional space when it had to have it, acquiring rented space sufficient to house nearly 200,000 cubic feet of permanently valuable public records over the last 15 years without any general fund support for this activity, once again we are on the precipice.

Major Functions and Organizational Units Included in the Project. This proposal is almost exclusively archival storage supporting all organizational units within the agency including the State's artistic property collections. Staff functions at the site will be limited to processing, reference, retrieval and scanning as well as art curatorial functions.

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 the storage of permanent record material and fine art collections;
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;
4. To provide adequate access to the public through processing and scanning of record material; and
5. To provide for the care and preservation of the state's fine art collection through conservation treatment.

The project supports all of the agency's Managing For Results goals:

- Goal 1. Identify, appraise, acquire, describe, preserve, and make accessible records deemed to have permanent administrative, fiscal, legal, historical or educational value. Where appropriate, make these materials available online.
- Goal 2. Describe the agencies, budgets, functions, historical evolution, organizational structure, origin, personnel, reports (mandated) and other aspects of state, county and municipal government in the Maryland Manual On-Line (mdmanual.net).
- Goal 3. Facilitate a broad and better understanding of the archival record through educational programs and published historical works searchable in the Archives of Maryland Online (aomol.net).
- Goal 4. Manage, conserve, exhibit, and interpret the state's fine arts collections.

Project Location. 1820 Portal Street, Baltimore MD 21224



Summary of Proposed Project

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

This project will acquire and renovate a 170,000 GSF warehouse facility to house the state's permanent records and artistic property not on display. The space would consist of 115,000 square feet of records storage which will accommodate records currently housed at warehouse facilities and will be adequate for anticipated records transfers through FY 2027.

Goals of the Archival Agency:

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

The facility would include the following elements:

<u>Element</u>	<u>SF</u>
Records Storage	115,000
Records Processing	2,500
Electronic Archives	5,000
Cold Storage	2,000
Artistic Property	10,000
Staff	1,426
kitchen / lunchroom	200
Scanning Storage	600
Research Room	1,000
Reception Area	195
Conference Space	500
Large Object Storage	5,000
Loading Dock	300



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.

Today, land records are “born digital.” Since the implementation of electronic recordation, the courts have recorded what would have been 68,000 cubic feet of record material. These records are now housed in the “electronic archives,” but the pre-existing paper records still must be maintained.

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.

Maryland State Archives S455-D012242A.TIF



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.



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

Good Records Management is just simply *Good Government*. It was not that long ago that we as Americans chartered an entirely new course for humanity. Instead of having rulers govern by edict, we decided we would document the rights and privileges of the people; we would document the responsibilities of our leaders as well as the limitations placed on their authority. Records, and access to them, are foundational to our system of government.

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

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.



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 on Artistic Property, which is a unit of the State Archives, 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. (It is currently on temporary display at the Maryland Historical Society while the Old Senate Chamber undergoes architectural investigation and restoration).

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 Executive and 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 paintings, 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.

According to the terms of the transfer 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.

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.



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



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

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 no 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.

Only a small percentage of the records created by government should be preserved for posterity. These permanently valuable records should be transferred to archival custody once no longer needed for current agency business. All other public records created or received by an agency should be destroyed once no longer needed for current agency business. This is the essence of good records management. It is the responsibility of the creating/receiving agency to dispose of its non-permanent records according to approved agency records retention and disposal schedules. These schedules specify how long agencies must retain their records, and sometimes specify a particular form of destruction (i.e. shredding, burning, or landfill). This process is spelled out in State Government Article 10-639, Annotated Code of Maryland and COMAR 14.18.02.

The records transferred to the Archives have been designated permanent through the records scheduling process. Developing Records Retention and Disposition Schedules is a collaborative process



involving the originating agency, the Department of General Services and the Archivist. Policies are often driven by existing statutes and regulations.

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.

More information regarding policy for records management can be found at:

http://www.msa.md.gov/msa/intromsa/html/record_mgmt/homepage.html

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 a little 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 Fiscal Year 2013, more than half of the state's permanent records are housed in four separate rented warehouses, none of which are suitable. (Note: Some large objects and 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.

As to the art collections specifically, the proposed new storage and conservation 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.

Finally, it should be noted that the Archives is most grateful to the institutions that have helped care for and store objects in our collections. In some cases, objects have been on permanent display at the institutions since the 1930's. For those institutions that have demonstrated a long-term commitment to the conservation and display of Maryland's public art, it is the Archives intention to keep these objects at those institutions. The space request for the fine art is exclusively related to the items in permanent storage and not on display. The request also will provide the Commission on Artistic Property staff with the ability to manage items that are in need of treatment or are in transition due to renovation, request for traveling exhibits and similar circumstances.

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 possess 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?

Warehouse facilities which store records

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

713 East Ordnance Road
Baltimore MD 21226

611 Hammonds Ferry Road
Linthicum MD 21090

7465 Candlewood Road
Hanover MD 21076

The Maryland State Tobacco Warehouse
Cheltenham MD

Baltimore City Archives
2615 Matthews Street
Baltimore MD 21218

Rented Facilities which store fine art

Ely, Inc.
Forestville, Maryland

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

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.

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

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

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 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 at 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 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. Agencies should also move non-permanent record material into less expensive warehouse space managed by the Department of General Services.

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

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



Fire tears through the historic courthouse in Upper Marlboro, the Prince George's County seat. The 18th-century building was known for its cupola with a rounded dome.

between the inside of, for example, a book and the surrounding air and the constant struggle to achieve moisture equilibrium.

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 Peabody 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 all 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. Our 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. There are many objects that are stored in spaces not appropriate for art storage.

We have documented past occasions when landlords have allowed furniture and fine art to be intermingled with a variety of other items from vending machines to pallets of computer equipment. The fact that this took place clearly demonstrated that the art was not secure enough. We have documented multiple events where the landlord moved the state's fine art without permission and contrary to the terms of the lease. Damage has in fact already occurred to an historic Senate desk, normally on display in the State House, which has had to be stored in a non-state facility while construction work is underway in the in the Old Senate Chamber. While in this rented space, the desk was moved by personnel of that facility improperly, and unauthorized by APC staff. A piece of the desk was broken off and now requires conservation treatment. Despite the fact that this was the fault of the vendor, the only insurance compensation that was received was \$21.00, based on the standard insurance valuation coverage of \$0.30 per pound of the item. The cost of conserving this desk may be several thousand dollars, but damage to irreplaceable artifacts even if repairable should not be tolerated at all. This damage occurred in a professionally

managed art storage facility, illustrating that whenever the art collection is forced to be stored outside of the direct care of the Artistic Property staff it is placed at risk.

The bottom line

- 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 Archives 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 is the historical equivalent of the Part I Facilities Master Plan document from the early 1980's. Also available for review is the plan from the 1930.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.

2006	16,017	277,240
2007	18,013	295,253
2008	28,136	323,389
2009	17,852	341,241
2010	12,124	353,365
2011	9,021	362,386
2012	18,324	380,710
Total	156,088	362,386

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

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.

Note: In the 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.

FY	Transfers	Records in Custody
2001	7,005	213,303
2002	12,664	225,967
2003	9,810	235,777
2004	15,671	251,448
2005	9,775	261,223

The sources of this data are 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.

All of the Archives' adjunct warehouse facilities are now full to capacity. On June 30, 2010, in an effort to forestall a complete stoppage of transfers, the archives entered into a cooperative MOU with the City of Baltimore wherein the Archives agreed to assume management responsibilities of the Baltimore City Archives (BCA) and in exchange the City agreed to provide \$90,000 in financial support and enough space to accommodate records transfers through the end of June 2011. This space, too, is now filled to capacity. What we are attempting to do now is to add shelving units to the top of existing shelving at BCA with the cooperation of the City's landlord. This storage will only be allocated on an emergency basis.

As of June 13, 2012, there is a backlog of transfers exceeding 13,000 cubic feet of material.

History has shown time and again that when there is a backlog, records get lost or destroyed.

For this facilities program request we continue to assume an annual accretion of an additional 13,000 cubic feet of material per year for the next fifteen years. This is based on the anticipated transfers.

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

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, and the Archives cannot fulfill its most fundamental obligation and mission.

The Image Permanence Institute at the Rochester Institute of Technology has developed The Preservation Calculator which 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 data loggers. 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	Above 78	41 days: over 58% 24 days: over	5-35 years



readings)		68% (note: 68% is the RH at which mold spores begin to germinate)	
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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.

Archives’ Reference Services also serve 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 the 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 falls 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 *five* buildings (Annapolis, the three rented warehouses and the Baltimore City facility) 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.

This facility program proposes consolidating all of the warehouse facilities and including on the site a small scanning operation to handle most requests for files.

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.



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 significance of this point cannot be understated. Many of the objects in storage are there because they require some investment in conservation. If we cannot afford at present to provide for conservation to make these objects available, at least they should be stored in a suitable place in the custody of the state.

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 proposed in this program 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 totally 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 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

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



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	25	28	38
Lowest Humidity			
Highest Temperature	15	16	17
Highest Humidity			
Lowest Temperature	17	17	16
Lowest Humidity			
Highest Temperature	11	10	7
Highest Humidity			

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	7/27/06	90.9°F	84.3°F	85.8° to

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



Road				84.3° to 90.9°
CDS Logistics	9/17/06	72.4° F	66.9° F	68.3° to 66.9° to 72.4°

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%

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.

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 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. Papenfuss 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 a challenge - - one, however, that is not insurmountable. In Section 9 we will discuss the various options for the Archives which basically boil down to building a new purpose-built archives or renovate an existing facility. Whatever the choice, an archives should be designed with criteria including:

- The ability to deal with extreme conditions such as tornadoes and hurricanes,
- 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),
- Adequate vapor barriers and insulation to inhibit moisture infiltration and to reduce thermal gain or loss,
- The number of windows and doors should be minimized,

and, most importantly, adequate temperature and humidity controls.

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:

- a. Capacity - Maximum amount of Maryland's permanent treasures that can be accommodated.
- b. Efficiency - Degree to which the Archives has effective storage and retrieval of public documents, and
- c. Condition – the state of, fitness and suitability of the space that houses permanent material.
- d. 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. Papenfuss State Archives Building in Annapolis, five adjunct facilities hold government records. Together, these facilities store 380,710 cubic feet of permanent record material and art. 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 likely continues to grow. Even if all aspects of government were now automated, there would still be considerable paper holdings at the agencies that would have to be accommodated.

An incomplete analysis of records holdings 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 have resulted in the transfers of large amounts of materials. While it might be tempting to argue that material that has been scanned may be candidates for destruction, this is not prudent or desirable at this point in time for the reasons discussed later in this section. It is, however, relevant to point out that since the inception of the automated recordation system, the state has *avoided* creating the equivalent of over 68,000 cubic feet of paper land record material.

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. Quite naturally, this tends to be material for which people coming to the Archives may have the most urgent need.

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 at a remote site with scanning capabilities 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.

For a number of years, the Archives tracked temperature and relative humidity readings at all facilities. The data were 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.

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

The rented warehouse facilities used by the Maryland State Archives have really no 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 as much as 3% to 15% in a single 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.

Data logger readings for the Archives’ three offsite records storage facilities showed the following results back in the 2005 analysis:

facility			temperature range	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 %

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

Off-site storage	Date Range	Days Measured	Days out of acceptable	% of days out of
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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.

			range	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 %

**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	% of days out of acceptable
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Security – Loss through Theft or 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 by 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.

Providing adequate security to protect against theft or loss is a primary responsibility of an archival repository. In 1987, Edmund Berkeley, Jr., Curator of Manuscripts and University Archivist at the University of Virginia and contributor to the 1987 UNESCO publication *International Reader in the Management of Library, Information and Archive Services*, observed that security “is a primary concern of archivists because they are charged with the preservation of those manuscript collections or institutional records that are of enduring value.” Berkeley noted that archival theft has existed as long as man has kept records; noting that in ancient times, one of the spoils of war was frequently the records of the defeated.



Ptolemy Philadelphus is supposed to have refused to supply wheat to the starving Athenians, caught in the ravages of a famine, unless he was permitted to borrow the manuscripts of the Greek literary and philosophical giants so that he might have copies made. He is said to have retained the originals and sent the copies back to Athens.

During the past four decades theft from archival institutions has accelerated. Philip P. Mason, formerly of the Manuscripts Department of the University of Virginia Library, having made a study of archival theft, summarized his findings in an article entitled, "Archival Security: New Solutions to an Old Problem," published in the October, 1975, *American Archivist*.

"During the past decade several hundred archives and libraries have been victimized and many others have been and did not report it. The recent loss of the Felix Frankfurter diaries and papers from the Manuscript Division of the Library of Congress capped a series of thefts from that institution and led to a complete revamping of its security regulations. The thefts of valuable archival materials from the University of Virginia, the Detroit Public Library, North Carolina State Archives, Texas State Archives, Wayne State University, Yale University, Franklin D. Roosevelt Library, Indiana State Library, Ohio Historical Society, Virginia State Archives, State Historical Society of Wisconsin, and the National Archives demonstrate the dimensions of the problem."

Even a cursory search of the Internet shows that the pace of theft from archives and historical societies continues unabated. A partial list of the institutions which have reported theft from their holdings in recent years includes the National Archives and Records Administration, the North Carolina State Archives, the Georgia State Archives, the Texas State Archives, the California State Archives, the Detroit Public Library, Wayne State University, Yale University, Franklin D. Roosevelt Library, Indiana State Library, Ohio Historical Society, Virginia State Archives, State Historical Society of Wisconsin,

the Maryland Historical Society, the Asbury Park (NJ) Historical Society, the Appomattox (VA) Historical Society, the Cedar Falls (IA) Historical Society, and the National Railway Historical Society (PA).

The reasons for this theft are varied. Some steal from a strong desire to gain possession of certain manuscripts, perhaps believing that an institution and its employees cannot appreciate the manuscripts as much as they do. The challenges of beating an institution's security systems motivate others. Some thieves want to "borrow" records "temporarily" because having them in their possession will "facilitate" their research. Other thieves desire to purge records by removing them because they contain something damaging to them or their families. And still others remove records because they have some connection with an ancestor. But perhaps the most important motivation for archival theft is profit. Surprisingly, the thieves often are noted and respected experts in their fields.

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. Years of incidents are reported there, 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. None of the buildings are staffed 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 not 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. However, consolidation at one remote facility with a modest staff presence 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 by 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 too late. 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.

Another 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.**

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 pages identified above constitute a statistically insignificant percentage of the several hundred million images encompassed by the land records. 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.



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

The Joint Chairman's Report on the Operating Budget dated April 2011 called on the Department of Budget and Management and the Maryland State Archives to develop a cost benefit analysis of storing records in privately owned facilities versus operating State-owned temporary and archival storage facilities. Section Three of that report discussed alternatives and is presented below:

Section III

A cost-benefit analysis of storing records in privately owned facilities versus operating State-owned temporary and archival storage facilities. Summary of Current Situation: State Archives materials are stored in five main facilities: the State-owned Dr. Edward C. Papenfuse State Archives Building in Annapolis and the State-owned warehouse in Cheltenham, and three rented warehouses, located at Hammonds Ferry, Ordnance Road, and Candlewood Road. Altogether, the facilities store 362,386 cubic feet of permanent record material. More than 50% of the total collection resides in the rented warehouses, where the materials are difficult to access and cannot be kept in secure, temperature and humidity-controlled environments. All of the rented facilities and the State-owned building are operating at capacity.

Current Operating and Lease Costs: Total operating costs for the Edward C. Papenfuse State Archives building is \$18.49 per square foot (\$14.09 general maintenance and utilities plus \$4.40 for security). The records storage area within the Edward C. Papenfuse State Archives Building measures 115,000 square feet resulting in a total operating cost of \$2,126,000.00 annually.

The State pays a premium rate for museum standard climate control at rented warehouses but inadequate conditions persist. Archives data shows that due to the poor environmental controls, the “expected materials lifespan” for the materials stored at the current facilities ranges from 5 to 51 years (15 to 44, 15 to 51, and 5 to 35 years for Hammonds Ferry, Ordnance Road, and Candlewood Road facilities, respectively). The contracted lease price for the three non-climate controlled storage space averages \$7.49 per square foot. The total cost for leasing and operating privately owned archival space is \$515,221.00 per year. This includes \$404,000 in lease costs and \$111,221 in operating costs for the rented warehouses. Operating costs include archives staff and transportation expenses. They do not include other important services such as trash removal, housekeeping, pest control, and security.

Digitizing Archival Records to Mitigate Current and Future Capital and Operating Costs: While current operating and capital needs could be addressed by digitizing records, there are several requirements that must be met before this process can occur, thus extending the timeline for addressing current conditions.



First, a survey is needed to identify potential candidates for the scan and destroy approach, analyze any legal strictures that might apply to the records, and define necessary processing and document preparation requirements for scanning. The Archives estimates that it would take nearly 7,800 man hours to complete such an analysis and cost more than \$194,000. Based on the current availability of skilled human resources that can be devoted to this task (4 hours weekly from 12 people), this would take more than three years just to complete this initial analysis.

Second, selected records will have to be prepared for scanning. The cost and required labor for this preparation would vary widely, based on the current condition of the record. Document preparation may be necessary so that the material can be fed through a scanner without damage. Records may require preparation such as dis-binding, staple removal, and/or pagination before it could be put through a scanner. The cost for document preparation is an average of \$100 per cubic foot.

Third, the storage of electronic records requires specialized hardware and software, consumes vast amounts of electricity, and requires environmental controls which are, if anything, at least as stringent as a purpose-built archival space for paper. The Archives would also have the added expense and difficulty of migrating data forward as electronic formats change so as to ensure the records remain accessible in perpetuity.

The archives will continue to explore and identify appropriate records for digitization and develop a plan to reduce the amount of space needed in leased, renovated, or new archival space by digitizing eligible records.

Cost Benefit Analysis

The archives considered the following alternatives for warehouse space:

1. Leasing additional non-climate controlled space
2. Leasing climate-controlled space
3. New construction of archival climate-controlled space
4. Purchase and renovation of existing space

The cost-benefit analysis assumes each alternative will provide 115,000 square feet of archival storage space and that leased, new or purchased facilities will be located in the Baltimore-Annapolis region.

The chart below summarizes each alternative for archival record storage.



Alternatives for Warehouse Storage of State's Permanent Record Collection: Operating and Capital Costs (in millions of \$)				
Option	Capital Costs	Operating Costs	Advantages	Disadvantages
Leasing Non-Climate Controlled Space	N/A	15 yr - \$18.7 30 yr - \$35.1	<ul style="list-style-type: none"> • Readily Available • No Capital Costs • Transfers can be accommodated immediately 	<ul style="list-style-type: none"> • No constancy of temperature and relative humidity; High potential for records loss over time due to • Higher leasehold costs over time • Lack of single facility of suitable size • Costs associated with consolidating current record holdings into a leased facility. • Space does not meet any standards for archival space • No security
Leasing climate controlled space	N/A	15 yr - \$28.3 30 yr - 54.2	<ul style="list-style-type: none"> • Consistency of temperature and humidity • Air filtration to remove pollution and contaminants such as mold • Near-Archival standards for some requirements e.g., minimum number of windows and doors • Transfers can be accommodated 	<ul style="list-style-type: none"> • Lack of availability • Higher threshold costs over time • Lack of a single facility of suitable size • Space does not meet standards for archival space • No security • Costs associated with consolidating current record holdings into leased facility • Considerable costs for migrating to new vendor after contract period ends
New construction of archival climate	\$44.2	15 yr - \$32 30 yr - \$64 Debt Service:	<ul style="list-style-type: none"> • Constancy of temperature and relative humidity • Air filtration 	<ul style="list-style-type: none"> • High up-front costs, but this would be offset over time be the fact that, as a state-owned building, there



controlled space		\$62.6	<ul style="list-style-type: none"> Vapor barriers and insulation to inhibit moisture infiltration and reduce thermal gain or loss Building can be designed and built as a "purpose built" archives and thus be in compliance with other required design standards 	<p>would be no lease cost</p> <ul style="list-style-type: none"> Continued storage of archival material in appropriate space while waiting for capital funds Costs associated with consolidating current record holdings into a new facility. Security
Purchase and renovation of existing facility to near-archival standards	\$12.0	15 yr - \$33 30 yr - \$66 Debt Service \$17.8	<ul style="list-style-type: none"> Constancy of temperature and relative humidity Air filtration Specialized fire detection and suppression Near-Archival quality elements such as vapor barrier 	<ul style="list-style-type: none"> Continued storage of archival material in inappropriate space while waiting for capital funds Costs associated with consolidating current record holdings into renovated facility Security

Leasing additional non-climate controlled space

Additional privately owned non-climate controlled space is readily available in the open market. The cost per square foot of space would be equivalent, if not less than, the current lease arrangements. At the current low rate of \$9.49 per square foot, and yearly retrieval costs of \$72,000, the cost for 115,000 square feet of privately owned non-climate controlled space would total \$1,171,400 per year. To provide shelving in such a facility would require a one-time operating expense of \$1,150,000. Calculated using current market value, the total operating cost over 15 years is \$18,721,000. This would come to \$35,142,000 over 30 years.

Leasing climate-controlled space

The primary obstacle in pursuing this option is the lack of suitable archival space available in the open market. The Archives is not aware of any adequately-sized facility suitable for archival storage that is available for lease. However, the Department of General Services (DGS) estimates a rental rate of \$15.09 per square foot for climate- controlled warehouse space. Assuming yearly retrieval costs of \$72,000, the operating cost for 115,000 square feet of privately rented space would total \$1,807,350 per year.

Calculated at current market value, the total operating cost over 15 years is \$28,260,250. The 15-year operating cost includes the \$1,150,000 for shelving in first year of construction. The cost over 30 years would be \$54,220,500.

Construction of a new state-owned purpose-built Archives



The projected cost to build a new adjunct Archives building is \$44,188,000.00 as reflected in the Cost Estimate Worksheet submitted with the Archives' capital program documentation. Operating costs, as currently calculated by DGS and verified for FY 2012 by the Office of Budget Analysis total \$2,126,000 per year. The operating cost estimate assumes \$14.09 per square foot for general maintenance and utilities and \$4.40 per square foot for security. The total operating cost over 15 years is \$31,890,000.

State purchase and renovation of existing space

Real estate consultant CBRE's analysis of the current market indicates that there are numerous vacant or partially leased buildings in Maryland that meet the Archives' current and future space requirements. The consultant's rough estimate based on an evaluation of three candidate properties is as follows:

Estimated purchase price: \$7,000,000
Costs for renovation: \$5,000,000

Yearly operating expenses calculated at the same rate as a new facility show a total operating cost of \$32,988,495 over 15 years.

end of section III JCR Report

10. The best alternative

Subsequent to the drafting of the JCR "Alternatives" section noted above, the Archives worked to further define the renovations that might be necessary for a purchased facility and discussed the project with the Department of General Services cost center staff. As a result of those discussions, it has been determined that the cost associated with purchase and renovation are substantially higher than the consultant's original preliminary estimate. The higher renovation costs are reflected in the cost estimate worksheet attached hereto. Nevertheless, the purchase and renovate alternative is the best for more immediately safe-guarding the record material and is the most cost effective solution. The estimated cost for purchase renovation is nearly half the cost to build.

Project Scope

This project contemplates the acquisition of an existing 170,000 + warehouse facility on the open market. The facility will then be

renovated to provide appropriate levels of temperature and humidity controls and will be retrofitted with records center compact shelving.



In addition to the compact shelving, the Archives is proposing de-constructing the existing records center shelving at each of the warehouses and reconstructing it in the new facility. This would take place over the course of a two year period using prison labor. Maryland Correction Enterprises has been contacted and has agreed to assist with this endeavor.

By utilizing a mix of compact shelving and leveraging our existing investment in existing records center shelving, we will be able to accommodate records currently housed at all of our warehouse facilities and will have enough space for anticipated records transfers through FY 2027.

The facility would include the following elements:

<u>Element</u>	<u>SF</u>
Records Storage	115,000
Records Processing	2,500
Electronic Archives	5,000
Cold Storage	2,000
Artistic Property	10,000
Staff	1,426
kitchen / lunchroom	200
Scanning Storage	600
Research Room	1,000
Reception Area	195
Conference Space	500
Large Object Storage	5,000
Loading Dock	300

The Artistic Properties program will require a total of 10,000 square feet broken down as follows:

Fine Art Storage	8,000
Fine Arts Conservation Lab	1,000
Fine Arts Processing	1,000
Total	10,000

The total amount of space that will be required for staff is 1,426 square feet.

<u>Activity</u>	<u>SF</u>
Archivist / Deputy	250
Records Processing / Reference	
Professional Supervisor Private (1)	126
Professional Supervisor open (1)	120
Professional Open (5)	450
Scanner operator	
Professional Supervisor Open (1)	120
Operators (4)	360
total	1,426

General Characteristics of the Facility / Architectural and Environmental Considerations

In order to achieve the desired storage conditions, the Archives adjunct facility needs to be renovated with the consideration given to the development of mechanical systems that can adhere to rigorous



environmental conditions. Specifically, the storage areas must maintain stable and constant temperature and humidity levels. The ability of the systems to effectively remove particulate matter such as mold spores and other pollutants such as gases is also important.

During renovation care should be given to prohibiting the use of materials and finishes that may be damaging to the records. The facility itself should be able to withstand extreme weather conditions. Adequate load-bearing capacity must be provided. Specialized fire detection and protection systems for the storage areas are needed. Finally, some consideration should be given to security.

More details on building characteristics and design criteria are provided in Volume II of the program document.

Description of each Element

Records Storage

The calculations for the GSF / NSF of this proposed facility were based on known records in custody by cubic feet and the estimated accretion of 13,000 cubic feet of record material per year for fifteen years. The assumption was made that a portion of the new facility would utilize the same type of compact / movable shelving at the existing archives building. With a standard warehouse ceiling height we will be able to achieve a density of roughly 4.5 cubic feet of storage per square foot of space.

The Archives recommends that the stack areas be constructed of the same type of compact shelving as the existing facility where possible. 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 Annapolis, in place for nearly 30 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.



1 Deck 1 storage



2 Map Collection



3 Stack areas



Records Processing

Records being accessioned in to the Archives need to be processed before they reach their permanent home in the stacks. Processing tasks may include appraisal work, re-boxing, indexing, location assignment and generally relate to preparing the record material for the stack storage. The amount of space requested is comparable to the amount of space used for processing in Annapolis.

Electronic Archives

The Archives manages nearly 300 million images online through its many websites. Last year, users downloaded an astonishing 71,769 gigabytes of record material from the Archives. That's over 70 terabytes! The following links are website publications by the Maryland State Archives related to Maryland history. These online publications represent value-added material produced by the Archives' staff and include detailed educational guides, enhanced cataloging, interpretation of select collections, and dynamic presentations of topical research findings.

aomol.net - Archives of Maryland Online, currently providing access to over 558,598 historical documents that form the constitutional, legal, legislative, judicial, and administrative basis of Maryland's government

baltimorecityhistory.net - A Guide to Research and Writing about the History of Baltimore City



editonline.us - Transcription and editing of historical documents online

mappingmaryland.net - The Interactive Maps component of the Flight to Freedom project allows historians, genealogists, and researchers to search for Maryland property owners. The site also documents the origins of the current boundaries of Maryland's jurisdictions.

martenet.org - Maryland Historical Maps

mdelect.net - Find your Elected Officials

mdgovpics.net - The Governor's Office Photo Gallery of contemporary photos

mdgovpubs.net - Government Publication Library

mdhistory.net – Research of the Maryland State Archivist

mdhistpics.net - Historical Photographs of Maryland

mdihp.net - Maryland Historical Trust's Historic Sites Survey materials

mdlandrec.net - A Digital Image Retrieval System for Land Records in Maryland

mdmanual.net - A Guide to Maryland Government

mdnewspapers.net - Guide to Maryland Newspapers

mdprobate.net - Digital Image Reference System for Maryland Probate Records

mdroads.net - Maryland State Archives Digital Imaging Management for State Highway Administration

mdsa.net - Maryland State Archives' Homepage

mdslavery.net, slaverymd.net - African American Research at The Maryland State Archives

mdstatehouse.net - This website represents the initial phase of the Maryland State House Historic Structure Report Project



mdvitalrec.net - Vital Records Indexing Project

mopw.net - Montgomery County Public Works

plats.net - Digital Image Reference System for Land Survey, Subdivision, and Condominium Plats

potomachistory.net - Maryland's Ownership of the Potomac River

teachingamericanhistorymd.net - A partnership program bringing historical resource materials and professional-development experiences to K-12 U.S. history teachers

transfer.mdsa.net - Records Transfer and Storage Management

The space requirement was calculated based on existing space allocated to information technology infrastructure including considerable space made available to the Archives at UMBC. The UMBC site provides a redundancy for all electronic holdings of the archives as houses the backup / disaster recovery / business continuity component of the Archives. The MOU which provides this space will expire in four years. The calculation includes space for critical infrastructure such as uninterrupted power supply and precision cooling.

Cold Storage

This element is a sorely needed component of the Archives. We have extensive collections of materials that while presently housed in archival storage, really need to be in cold storage. The space was calculated based on existing collections of such things as glass plate

negatives from the civil war era as depicted here. These deteriorating negatives are in particularly bad shape.



Carvel Hall interior, 1947

Deteriorating film negative - exhibits "channeling"
MSA SC 1672 (Meade Photographic Collection)



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 Archives and Historical Society, (left).

Artistic Property

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.



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



The accommodation of a fine art lab, in addition to our paper lab in Annapolis, 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.

Having an art conservation lab 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. 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, cooperative approach with academic institutions will lead to the preservation of the most important items in our collections. It is a model that the Archives has used with a great deal of success and cost savings.

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 designed for fabric and periodically brought out to the exhibits area for public display.



Civil War Battle Flags



Civil War flag in need of conservation work



The "Outer" Lab is used for staff and preparation



Inside the paper conservation lab



Outer Lab



Proper storage of negatives at the Archives



Staff

Staff spaces were calculated based on DGS published office space standards.

The total amount of space that will be required for staff is 1,426 square feet.

Activity	SF
Archivist / Deputy	250
Warehouse / Reference	
Professional Supervisor Private (1)	126
Professional Supervisor open (1)	120
Professional Open (5)	450
Scanner operator	
Professional Supervisor Open (1)	120
Operators (4)	360
total	1,426

kitchen / lunchroom

Eating in proximity to record material can never be tolerated. A small lunchroom will help ensure that records are protected.

Scanning Storage

No record material should ever be left out in the open or staff areas. The scanning storage environment will be used to temporarily house record material that is being prepped for, or awaiting, digitization. The space requirement is based on our experience in scanning operations.

Research Room

Without question, staff from Annapolis as well as visiting scholars and patrons will need space to perform research. This is a very modest amount of space and is based on our recent experiences with the Baltimore City Archives as well as our considerable experience serving the public in Annapolis.

Reception Area

Requirement based on published DGS standards.

Conference Space

The Archives is requesting the project include sufficient conference space so that the agency can conduct meetings and training with staff from Annapolis.

Large Object Storage

Separate and distinct from large objects in the artistic property collections, the Archives must accommodate a considerable amount of very large objects not currently in use. Items range from exhibits cases not currently in use to very expensive crates specifically designed to transport the most valuable of the art collections. They also include such relics as the *Federalist* ship and her accompanying horse drawn carriage as well as the boat trailer used to transport it about. Presently the trailer and carriage are housed at the old Cheltenham tobacco warehouse along with a great deal of other miscellany. The ship is temporarily on display at BWI Thurgood Marshall Airport. Significantly, this space will also serve as a temporary storage / retrieval area off the loading dock / processing areas so as not to introduce pests into collections storage area. Objects and records



typically must spend at least 24 hours in separable space before they are unpacked.

The space requirement was developed based on a rough survey of the large objects already under Archives control.

While this space does not require the rigorous temperature and humidity controls of the stack spaces, the space needs to be served by regular building HVAC to ensure that the items do not warp and crack.

Loading Dock

An absolutely essential element, the loading dock would ideally be semi-enclosed (roof) or fully enclosed (garage).

Other elements required for the Part I facilities plan such as: Additional Site Improvements; Utilities on Site; and Miscellaneous Requirements will have to be determined when a site is selected.



Project Urgency

Funds are being sought for this project in the first couple years of the existing five year capital budget plan. The Archives cannot perform its function adequately without storage space for historical records. History has shown time and again that when the Archives does not have the ability to take on records, records are lost or destroyed.

One recent example of this is recent flooding in Prince George's county. The County Administration Building (ground floor) and the Circuit Court Records Warehouse in Upper Marlboro, Prince George's County, flooded late in the week of September 5, 2011. Thousands of cubic feet of record material were affected. In fact, over 2,400 cubic feet had already been inventoried, boxed and prepared for shipment to the Archives, but we did not have the space. The pictures below do not do justice to the devastation of this flooding event.







Thank you

Finally, thank you for taking the time to review this program document and for your consideration.

Respectfully Submitted,

Timothy D. Baker
Deputy State Archivist

Almost immediately, mold and residual sewage contamination was a problem. Even after nearly one year, the court and the Archives are still working to determine what has survived and what can be reconstituted.

The problem of records storage at our warehouses is not getting any better. Attached as an appendix to this program document are graphs of temperature and humidity readings at one of our warehouse facilities. They show quite dramatically wild fluctuations.

We feel that it is necessary to acquire a building while the market is still soft. Since the Archives' first formal capital request over seven years ago, the emphasis has been on finding the most reasonably priced solution to this on-going problem. The real estate market has already begun to creep back. Now is the time to act.

What follows this narrative are graphs depicting the relative humidity and temperature at one of our warehouses over time. The data were gathered using calibrated dataloggers installed in different locations within the warehouse. The graphs are presented with relative humidity on the left and temperature on the right. The lines should be flat. Instead they show wild fluctuations throughout as well as great seasonal shift.



DEPARTMENT OF BUDGET & MANAGEMENT
Capital Budget Information System (C.B.I.S.)
DEPARTMENT OF GENERAL SERVICES
COST ESTIMATE WORKSHEET (CEW)

Data as of
 7/23/2012
 8:10:20AM

Project Number		Escalation set at 3.00% for 2012, 4.00% for 2013, 4.00% for 2014, 4.00% for 2015, 4.00% for succeeding calendar years
CEW Title	Maryland State Archives - Adjunct Storage Facility	
Project Title	Maryland State Archives - Adjunct Storage Facility	
Agency	Board of Public Works	Date Estimate Completed 29-Jun-12
SubAgency	Maryland State Archives	Estimate Reference Point Jan-12
Location	1820 Portal Street, Baltimore MD 21224	Agency/AE
Prepared By	Tim Baker	Recommended By

1. Design Phase	Budget	2. Project Type	Renovation
3. Design Period	Feb-14 Feb-15 12months	4. Est. Bid Date	Mar-15
5. Construction Period	May-15 May-16 12months	6. Est. Mid-Point Date	Oct-15 45 months from reference point

7. Area		GSF	NSF/NASF	Eff. Factor	% Efficiency		Total GSF	171,314
A1. New	None	0	0	N/A	N/A		Total NSF	143,761
TOTAL NEW		0	0	N/A	N/A			
B1. Renovation	Records Storage	138,000	115,000	1.20	83.3%			
B2. Renovation	Records Processing	3,000	2,500	1.20	83.3%			
B3. Renovation	Electronic Archives	6,000	5,000	1.20	83.3%			
B4. Renovation	Cold Storage	2,400	2,000	1.20	83.3%			
B5. Renovation	Artistic Property	12,000	10,000	1.20	83.3%			
B6. Renovation	Staff Offices	1,711	1,426	1.20	83.3%			
B7. Renovation	Kitchen Lunchroom	288	240	1.20	83.3%			
B8. Renovation	Scanning Storage	720	600	1.20	83.3%			
B9. Renovation	Research Room	1,200	1,000	1.20	83.3%			
B10. Renovation	Reception Area	195	195	1.00	100.0%			
B11. Renovation	Conference Space	500	500	1.00	100.0%			
B12. Renovation	Large Object Storage	5,000	5,000	1.00	100.0%			
B13. Renovation	Loading Dock	300	300	1.00	100.0%			
TOTAL REN		171,314	143,761	1.19	83.9%			

8. Structure	GSF	\$/SF	Amount	10. Utilities	Amount
B1. Basic: Ren. Records Storage	138,000	x 60	8,280,000	A. General Utility Work	205,577
B2. Basic: Ren. Records Process	3,000	x 60	180,000	B. None	0
B3. Basic: Ren. Electronic Archiv	6,000	x 60	360,000	C. Subtotal	205,577
B4. Basic: Ren. Cold Storage	2,400	x 60	144,000	D. Subtotal with RCF	205,577
B5. Basic: Ren. Artistic Property	12,000	x 60	720,000	E. Escalation to Mid-Pt	28,781
B6. Basic: Ren. Staff Offices	1,711	x 60	102,660	F. Utility Subtotal	234,358
B7. Basic: Ren. Kitchen Lunchro	288	x 60	17,280		
B8. Basic: Ren. Scanning Storang	720	x 60	43,200	11. Subtotal (8J + 9J + 10J)	12,303,771
B9. Basic: Ren. Research Room	1,200	x 60	72,000	12a. Total Construction Contingency	615,189
B10. Basic: Ren. Reception Area	195	x 60	11,700	b. Green Building Premium	246,075
B11. Basic: Ren. Conference Spa	500	x 60	30,000	c. CM Cost Construction Share	0
B12. Basic: Ren. Large Object Sto	5,000	x 60	300,000		
B13. Basic: Ren. Loading Dock	300	x 60	18,000		
C. Asbestos Removal			0		
D. Built-in Equipment			0		
E. Interior Demolition			0		
F. Information Technology			0		
G. Subtotal			10,278,840		
H. Subtotal with RCF		G. x 1.00	10,278,840		
I. Escalation to Mid-Pt		H. x 14.00%	1,439,038		
J. Structure Subtotal			11,717,878		

Project Number		Escalation set at 3.00% for 2012, 4.00% for 2013, 4.00% for 2014, 4.00% for 2015, 4.00% for succeeding calendar years
CEW Title	Maryland State Archives - Adjunct Storage Facility	
Project Title	Maryland State Archives - Adjunct Storage Facility	
Agency	Board of Public Works	Date Estimate Completed 29-Jun-12
SubAgency	Maryland State Archives	Estimate Reference Point Jan-12
Location	1820 Portal Street, Baltimore MD 21224	Agency/AE
Prepared By	Tim Baker	Recommended By

9. Site			13. Inspection and Testing	3.2%	393,721
A. General Site Work	3% of line 9G	308,365	14. CPM Schedule		36,000
B. None		0	15a.		0
C. Subtotal		308,365	16. A/E Basic Services	7.5%	968,922
D. Subtotal with RCF	C. x 1.00	308,365	17. A/E Special Services	3.8%	492,212
E. Escalation to Mid-Pt	D. x 14.00%	43,171	18a. Green Design Fees	0.0%	0
F. Site Subtotal		351,536	b. Bldg. Equip. Commissioning	1.6%	185,142
			c. CM Pre-Construction Fees	0.0%	0
			d. None		0
FY 2014			19a. Movable Equipment (Agency Estimate)		350,000
2013 Legislature			b. Information Technology Equipment		700,000
Acquisition		9,000,000	20. Acquisitions		9,000,000
Planning		1,646,000	21. TOTAL PROJECT COSTS		25,291,000
Construction		13,595,000	22. Total Construction and Related Costs		13,595,000
Equipment		1,050,000	23. Prior Construction Funds		0
TOTAL		25,291,000	24. New Construction Funds Required		13,595,000
Cost/Str @ MP		\$68/SF	25. Total Design Funds and Related Cost		1,646,000
Cost/BSU @ MP		\$72/SF	26. Prior Design Funds		0
Total Cost/SF		\$79/SF	27. New Design Funds Required		1,646,000

CEW Notes Background on Archives Facility Program

The Archives has requested relief from the current situation for nearly a decade. The first formal capital program called for an adjunct facility to be built in Crownsville. While that program made it in to the preliminary five year plan, uncertainty over the disposition of the land at the Crownsville State Hospital Center caused the Archives to submit an alternate plan the following year which recommended building an addition on to the existing Archives. The design concept of the addition was enormously expensive and competing interests in the adjoining parcel both conspired to block this proposal.

Next, the Archives proposed building an adjunct facility at state-owned land in the Jessup area. Both the Department of Budget and Management and the Legislature urged the Archives to explore other alternatives. A cost analysis was conducted that studied the following choices:

- o Leasing additional non-climate controlled space
- o Leasing climate-controlled space
- o New construction of archival climate-controlled space
- o Purchase and renovation of existing space

The report concluded that the most reasonable solution and cost effective alternative was the purchase and renovate option. (The report is provided in its entirety in the facility program document in Section 9 of Volume 1 entitled "Alternatives to the proposed project, both capital and non-capital.")

Why this Solution?

The purpose-built Archives has many design features that distinguish it from the ordinary construction of a building. All facets of the facility from location to its finishings can be unique to an archival facility. In the final analysis, however, what is most important for both our art and our records is a stable environment. A preliminary walk-through of the candidate property located in the Holabird Industrial Park in Baltimore City suggests that with the installation of a proper HVAC system, the desired stability can be achieved. Unlike many warehouses, this facility has limited windows and loading dock doors. It does not have sky lights that let in ambient light. It is of recent construction and its former use as a print facility suggest that the floor loading is more than adequate.

By utilizing a mix of compact shelving and leveraging our existing investment in existing records center shelving, we will be able to accommodate records currently housed at all of our warehouse facilities and will have enough space for anticipated records transfers through FY 2027.

Included in the paper version of the program is a diagram which provides a visual aide for understanding the following.

Project Number		Escalation set at 3.00% for 2012, 4.00% for 2013, 4.00% for 2014, 4.00% for 2015, 4.00% for succeeding calendar years
CEW Title	Maryland State Archives - Adjunct Storage Facility	
Project Title	Maryland State Archives - Adjunct Storage Facility	
Agency	Board of Public Works	Date Estimate Completed 29-Jun-12
SubAgency	Maryland State Archives	Estimate Reference Point Jan-12
Location	1820 Portal Street, Baltimore MD 21224	Agency/AE
Prepared By	Tim Baker	Recommended By

The storage capacity of the warehouse space of the candidate property is as follows:

Storage Capacity (Cubic Feet)
 Area 1a 120,000 assumes compact shelving achieving a density of roughly 4.4 cf / sf in 27,000 sf of space
 Area 2 180,000 assumes using record center shelving with a density of 3 cf / sf in 60,000 sf of space
 Area 3 120,000 assumes compact shelving achieving a density of roughly 4.4 cf / sf in 27,000 sf of space
 Total Capacity 390,000

Our current storage requirement is as follows:

Records in existing warehouse facilities 195,000 cubic feet
 Future transfers at 13,000 cf per year for fifteen years = 195,000
 Total Requirement 390,000

Space utilization for the other spaces would be as follows:

Office Space - 12,000 SF on two floors

The first floor would be used to house much of the artistic property. The floors would be stripped of carpeting and the cement floor would be sealed with a non-off gassing epoxy sealant. The windows would be sealed from the inside to eliminate any light penetration. Floor mounted screens would be installed to hang / store paintings. (Note: the stated requirement for art storage is 8,000 sf -- a portion of the collections, mostly sculpture, would be stored in the stack areas of shelving.)

The first floor would also serve as the reception area.

The second floor would accommodate all staff functions.

A summary of all functional areas and their associated location as depicted in the above image is as follows:

<u>Element</u>	<u>Square Footage</u>	<u>Location(s)</u>
Records Storage	115,000	Area 1a, 2, and 3
Records Processing	2,500	1b
Electronic Archives	5,000	1b
Cold Storage	2,000	1b
Artistic Property	10,000	storage: first floor office space; lab and processing 1b
Staff	1,426	second floor office space
kitchen / lunchroom	200	second floor office space
Scanning Storage	600	second floor office space
Research Room	1,000	second floor office space
Reception Area	195	first floor entrance
Conference Space	500	second floor office space
Large Object Storage	5,000	1b
Loading Dock	300	1b

The components targeted for area 1b add up to 16,800 square feet. Area 1b is roughly 59,000 SF leaving enough space for circulation / access to areas 2 and 3 as well as space for mechanical equipment.

NOTE: The Cost Estimate Worksheet represents a "first cut" at cost estimating without the benefit of a thorough inspection of the facility. No appraisals have been conducted nor has there been a review of the extent of renovations that would be necessary. Note too, that the timeline presented herein is a best case scenario and assumes approval of the program and budget in the short term. The Archives is seeking funding through the Capital Budget process utilizing GO bonds as the fund source. Some preliminary discussions were had with regard to exploring a public private partnership (PPP) arrangement for this project, but the Archives feels that this is not a viable option for a variety of reasons including the

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lack of a sustained revenue stream that would be necessary to make a PPP possible.

NOTE ALSO that the cost estimate assumes that the renovation costs includes funds for installing compact shelving in the section identified on the floor plan in the printed version of Volume I and that it also would cover the cost to move the records and the existing shelving from the warehouses.

Timeline and Workplan

The timeline presented herein is a "best case" scenario. It assumes funds for acquisition are appropriated by the Governor and approved by the Legislature in the 2013 Session.

Activity Timeframe

1. Following the Legislature's approval of the budget, identify property for potential acquisition. Conduct walk-thru and identify any areas of concern, including inspections or testing that may be needed (i.e. environmental testing, etc.) Note, if environmental or other testing is needed, this will add additional time.

Start April 30, 2013

2. Order title work on property. (It takes 30 days to order title work, and another 2 weeks for internal DGS AG review.)

May 1 to June 17, 2013

3. Once property review and title review are complete, order appraisals on property. This is at least a 90 day process. (45 days are needed to bid out and obtain appraisals, and it is typically another 45 days for review of the appraisals.) Typically 2 appraisals are ordered, however if there is a large spread in the appraisals a 3rd appraisal may be needed.

June 17 to September 17, 2013

4. Once appraisal review is complete and a recommendation made, negotiations begin with the property owner. Negotiations typically take 30 - 60 days and include not only the purchase price but the contract terms.

October 1 through November 29, 2013

5. BPW Approval of purchase

Mid January 2014 -- Settlement to occur within 60 to 90 days of approval

6. Renovation Design Phase

February 1, 2014 to February 1, 2015

7. Estimated Bid Date

March 15, 2015

8. Renovation

May 1, 2015 to May 1, 2016

9. Move existing records from warehouses / Move existing records center shelving December 2015 to December 2016



DEPARTMENT OF BUDGET & MANAGEMENT
Capital Budget Information System (C.B.I.S.)
DBM Worksheet For
Requested Capital Projects

Data as of
 7/23/2012
 8:08:28AM

Agency: Board of Public Works
Sub-Agency: Maryland State Archives
Institution:
Project Title: Maryland State Archives - Adjunct Storage Facility

Project Description:

Acquire an existing 170,000 + SF warehouse facility on the open market and renovate it to provide a secure and environmentally stable home for the state's considerable fine arts collections and documentary treasures.

Estimated Project Cost and Requested Funding:

Uses	Prior Appropriations	Current Request	Future Request	Requested Totals
Acquisition	0	9,000,000	0	9,000,000
Planning	0	1,646,000	0	1,646,000
Construction	0	0	13,595,000	13,595,000
Equipment	0	0	1,050,000	1,050,000
TOTAL	0	10,646,000	14,645,000	25,291,000
Sources				
GO Bonds	0	10,646,000	14,645,000	25,291,000
TOTAL	0	10,646,000	14,645,000	25,291,000

Source of Estimate:

Project Detail:

Net Sq. Foot: 143,761 **Gross Sq. Foot:** 171,314 **Percent Efficiency:** 83.9 %
Capacity: 0 **Unit Cost:** 0

Status:

Program Approval Part 1:		Program Approval Part 2:	
Design Start Date:	02/2014	Design Time:	12
Construction Bid Award on:	05/2015	Construction Time:	12
Completion Date:	05/2016		

Cost and Schedule in last CIP:

Proposed NSF:

Area	Net Square Footage
	<hr/>
TOTAL	

Agency: Board of Public Works
Sub-Agency: Maryland State Archives
Institution:
Project Title: Maryland State Archives - Adjunct Storage Facility

Cost Per Square Foot:

Structural Cost: 68 /GSF (excludes sitework/utilities)
Total Contract Cost: 79 /GSF (includes sitework/utilities)

DBM Comments About Agency Request:

Related Project Information:

Budget ID:		Agency Priority:	0 of 1
Subdivision:	Baltimore City	Analyst:	James Kwak
Legislative District:	46	DLR:	06/28/2012

Origins and Functions of the Agency

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.

Old Hall of Records. Photo by Diane Evartt

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.



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.



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 transferral. 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.

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



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](#)).



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.



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](#)).



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.



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.

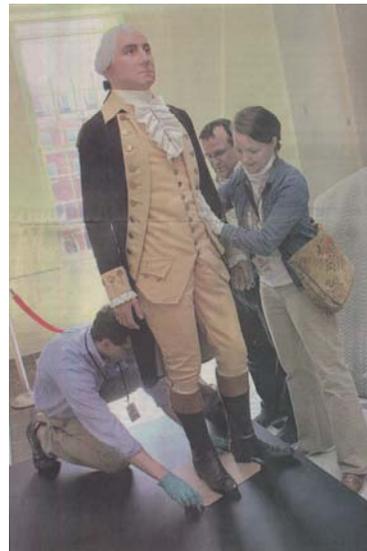
Disposal Certificates. Those records no longer needed are scheduled for disposal as certified through disposal certificates.

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.



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.



Paper Conservation Lab

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. On-going conservation projects include: a 17th century portrait of *Leonard Calvert*, the 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

Organized in 1986, Government Information Services assists the citizens of Maryland and their agencies of government with current



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

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.



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.

Examples of Conservation Procedures & Practices

The Universal Asylum, and Columbian Magazine, March 1792

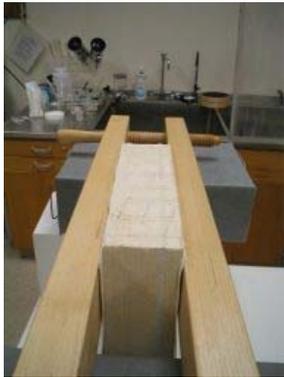
MSA SC 2418-19-2



Full treatment of a pamphlet. 2) Surface cleaning, 3) washing to remove damaging chemical degradation. 4) discoloration removed 5) drying on rack 6) re-sewn book shown in protective enclosure.

Book Repair

Large books sometimes suffer weight-related stress to their structures.



The old spine lining is removed, sewing fixed, and new end sheets put on the text block.

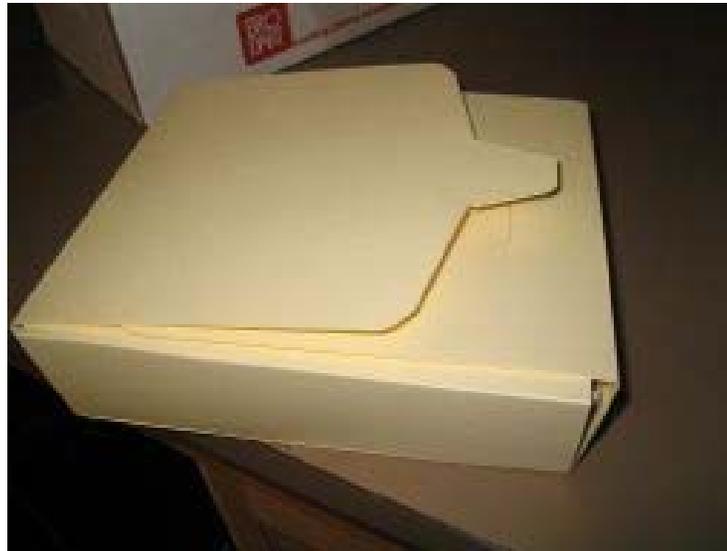


With the help of presses a new lining is put on the spine, and the book will be re-cased.

Death Certificate Books

With the help of summer interns, most of these often-used permanent records have been put into custom-made protective enclosures.

This helps reduce wear on the delicate, poor quality papers inside.



Bug-Eaten Ledger Book



The larval stage of a paper-eating insect created the damage seen here. Before joining the MSA collection, this book had not been checked for a considerable time, allowing extreme infestation.

Decades later, conservation technology has progressed, allowing more efficient stabilization of objects that once seemed beyond hope.



Examples of Damaged Records



Poor storage inevitably leads to damage. Great care must be taken with documents that have become brittle while misshapen over years of storage. Unfolding is a delicate process. Improper art storage leads to surface and other types of damage.

Nova Belgica et Anglia Nova, Valk & Schenk, 1694



Surface cleaning removed dirt and inscriptions. Then the damaging backing was whittled down to a thin layer, and removed with moisture.



Mold



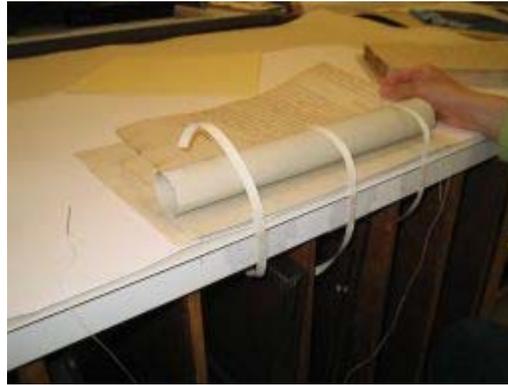
Through careful use of a soft brush, a HEPA vacuum, and a fume hood, staff in respirators and gloves remove the surface portions of mold. This improves legibility, reduces the likelihood of additional staining and repeated outbreaks.

Mold prevention is a key reason why environmental conditions must be controlled. Outbreaks of mold literally eat collection objects, leaving discoloring toxins and wastes in their wake.

Kent County Questers sponsor treatment of one of the oldest Kent County records



Re-sewing of book, treatment sponsored by Questers



Photographic Material



Damage to cellulose acetate and glass plate negatives.

Properly controlled low humidity, low temperature storage, careful handling and housing are all essential to survival of photographic materials.

Flags



All textiles including flags, should be stored flat or carefully rolled, never folded. Notice on the bottom left photo, soft spacers prevent creasing and damage to the long campaign streamers.

Note the dangerous proximity of delicate rolled silk flags to our Halon-based fire suppression system, center slide at arrow.

Conservation of Paintings



**Portrait of William Paca by
Charles Willson Peale
1772**



Partially cleaned area in contrast to untreated canvas



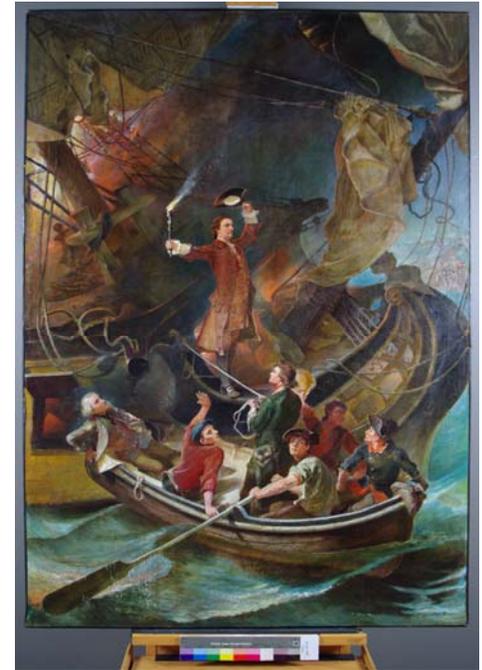
Treatment underway to remove overpaint

Conservation Partnership:

Restoring *The Burning of the Peggy Stewart* (1896)



In 2008, MSA partnered with the Fowler Museum at UCLA to share the costs to conserve the canvas and frame of this painting for the first time since the 1960s so that it could be prominently displayed at UCLA in an exhibit about the history of tea. Upon completion of the exhibition, the painting returned to Annapolis, where it will be permanently displayed in the recreated Old House of Delegates Chamber.



Before conservation

After conservation



Partial treatment and removal of varnish and overpaint



As exhibited at UCLA



Conservation of portrait of Thomas Holliday Hicks, by James K. Harley, 1867

Partial cleaning and removal of old varnish and overpaint on the canvas (above and below). The untreated area is on the left of both images



Portrait before (above left); after treatment (above right); and during installation in recreated Old House of Delegates Chamber in the State House (right)



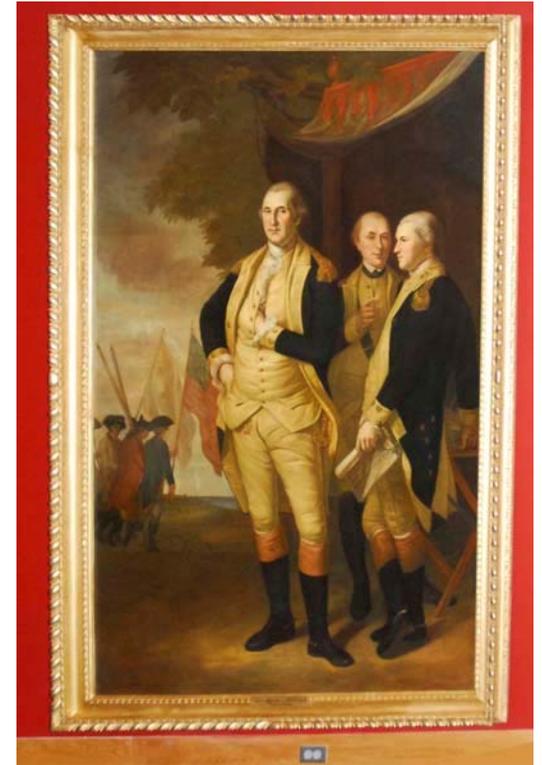
Conservation of Original Frame from *Washington, Lafayette and Tilghman at Yorktown (1784)*



**Mid-treatment
restoration of the gesso,
showing preparation of
surfaces for regilding.**



**Applying and burnishing
(bottom) gold leaf**



**On display in “Maryland’s
National Treasures” exhibition
at the Maryland Historical
Society**

Conservation of Decorative Objects



Historic 19th mirror originally installed in Governor's Office of State House, as found in basement of State House



Mirror packed for removal to conservation studio



Mirror as reinstalled in office of Governor Martin O'Malley



Conservation of the USS *Maryland* Silver Service



Noting damage to be fixed



Recreating replacement arm and spear for St. George on the St. Mary's County water pitcher



After-treatment view of water pitcher, showing restored arm and spear



Before and after-treatment images of two Garrett County candlesticks

Conservation of Decorative Objects



Important c. 1760 English mirror, as discovered in basement of DGS Central Services Building, 2003



Mid-treatment restoration of plaster ornament and gilt surfaces



Restored mirror in Comptroller's Conference Room

Conservation of Public Monuments



Bronze bust of Admiral Winfield Scott Schley (1904) showing extensive corrosion and residue from old polish. Before-treatment image taken in 2008



Bust after conservation, as reinstalled in the State House lobby, 2009

This form is to assist the reviewers in determining whether a proposed action could cause significant natural and socioeconomic environmental effects and thus require an Environmental Effects Report.

PROJECT TITLE: Maryland State Archives - Adjunct Storage Facility

Project Information	
Department:	Maryland State Archives
Division:	
Other:	
Project Title:	Maryland State Archives – Adjunct Storage
Predicted Dates:	Start date: April, 2013 Completion date: December, 2016
Projected Cost:	\$25,291,000

I. Background Information

1. Give a brief description of the proposed action/project(s)

Acquire an existing 170,000 + SF warehouse facility on the open market and renovate it to provide a secure and environmentally stable home for the state's considerable fine arts collections and documentary treasures.

2. Describe the geographical area(s) that will be affected by the action/project(s). Specifically locate the project by using the Maryland Coordinate Grid System. Include distinguishing natural and man-made features and a brief description of the present use of the area(s). Include a suitable location map.

Holabird Industrial Park, Baltimore MD 21224

Assessment of Significant Environmental Effects:

The following questions should be answered by placing a check in the appropriate column(s). If desirable, the “comments attached” column can be checked by itself or in combination with an answer of “yes” or “no” to provide additional information or to overcome an affirmative presumption.

In answering the questions, the significant beneficial and adverse, short and long term effects of the proposed action, on-site and off-site during construction and operation should be considered.

All questions should be answered as if the agency is subject to the same requirements as a private person requesting a license or permit from the State or federal government.

	<u>Yes</u>	<u>No</u>	<u>Comment</u>
A. Land Use Consideration			
1. Will the action be within the 100-year flood plain?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
2. Will the action require a permit for construction or alteration within the 50-year flood plain?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
3. Will the action require a permit for dredging, filling, draining or alteration of a wetland?	<input type="checkbox"/>	<input type="checkbox"/>	
4. Will the action require a permit for the construction or operation of facilities for solid waste disposal including dredge and excavation spoil?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
5. Will the action occur on slopes exceeding 15%?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
6. Will the action require a grading plan or a sediment control permit?	<input type="checkbox"/>	<input type="checkbox"/>	
7. Will the action require a mining permit for deep or surface mining?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
8. Will the action require a permit for drilling a gas or oil well?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

	<u>Yes</u>	<u>No</u>	<u>Comment</u>
9. Will the action require a permit for airport construction?		X	
10. Will the action require a permit for crossing the Potomac River by conduits, cables, or other like devices?		X	
11. Will the action affect the use of any natural or manmade features that are unique to the county, State or nation?		X	
12. Will the action affect the use of any natural or manmade features that are unique to the county, State, or nation?		X	
13. Will the action affect the use of an archeological or historical site or structure?		X	
14. Will the action require a permit for the change of course, current, or cross-section of a stream or other body of water?		X	
15. Will the action require the construction, alteration, or removal of a dam, reservoir, or waterway obstruction ?		X	
16. Will the action change the overland flow of storm water or reduce the absorption capacity of the ground ?		X	
17. Will the action require a permit for the drilling of a water well ?		X	
18. Will the action require a permit for water appropriation ?		X	
19. Will the action require a permit for the construction and operation of facilities for treatment or distribution of water ?		X	

	<u>Yes</u>	<u>No</u>	<u>Comment</u>
20. Will the project require a permit for the construction and operation of facilities for sewage treatment or land disposal of liquid waste derivatives ?		X	
21. Will the action result in any discharge into surface or subsurface water ?		X	
22. If so, will the discharge affect ambient water quality limits or require a discharge permit ?		X	

C. Air Use Considerations

23. Will the action result in any discharge into the air?		X	
24. If so, will the discharge affect ambient air quality limits or produce a disagreeable odor?		X	
25. Will the action generate additional noise which differs in character or level from present conditions?		X	
26. Will the action preclude future use of related air space?		X	
27. Will the action generate any radiological, electrical, magnetic or light influences?		X	

D. Plants and Animals

28. Will the action cause the disturbance, reduction, or loss of any rare, unique, valuable plant or animal?		X	
29. Will the action cause the disturbance, reduction, or loss of any fish or wildlife habitats?		X	

	<u>Yes</u>	<u>No</u>	<u>Comment</u>
30. Will the action require a permit for use of pesticides, herbicides, or other biological, chemical, or radiological control agents?		X	
31. Will the action result in a preemption or division of properties, or impair their economic use?		X	
32. Will the action cause relocation of activities, structures, or result in a change in the population density or distribution?		X	
33. Will the action alter land values?		X	
34. Will the action affect traffic flow and volume?		X	
35. Will the action affect the production, extraction, harvest, or potential use of a scarce or economically important resource?		X	
36. Will the action require a license to construct a sawmill or other plant for the manufacture of forest products?	X		
37. Is the action in accord with federal, State, regional, and local comprehensive or functional plans – including zoning?		X	
38. Will the action affect the employment opportunities for persons in the area?		X	
39. Will the action affect the ability of the area to attract new sources of tax resources?		X	
40. Will the action discourage present sources of tax revenue from remaining in the area, or affirmatively encourage them to relocate elsewhere?		X	
41. Will the action affect the ability of the area to attract tourism?		X	

	<u>Yes</u>	<u>No</u>	<u>Comment</u>
F. Other Considerations			
		X	
42. Could the action endanger the public health, safety or welfare?			
		X	
43. Could the action be eliminated without deleterious affects to the public health, safety, welfare or the natural environment?			
		X	
44. Will the action be of statewide significance?			
		X	
45. Are there any other plans or actions (federal, State, county, or private) that, in conjunction with the subject action could result in a cumulative or synergistic impact on the public health, safety, welfare or environment?			
		X	
46. Will the action require additional power generation or transmission capacity?			
G. Conclusion			
		X	
47. This agency will develop a complete environmental effects report on the proposed action?			

PROJECT CONSISTENCY REPORT

This review is undertaken by the State of Maryland pursuant to §5-7A-02 of the State Finance and Procurement Article. Projects or actions are evaluated for consistency with the State's Economic Growth, Resource Protection, and Planning Policy in accord with Executive Order 01.01.1992.27.

Project Title : Maryland State Archives – Adjunct Storage Facility

Project Location Holabird Industrial Park, Baltimore MD 21224

Project Description

Acquire an existing 170,000 + SF warehouse facility on the open market and renovate it to provide a secure and environmentally stable home for the state's considerable fine arts collections and documentary treasures.

Approximate Funding Share

LOCAL	STATE	FEDERAL	OTHER
	\$ 25,291,000		

Determination Consistent

Inconsistent with extraordinary circumstances

Brief description of extraordinary circumstances:

Sponsor Agency: Maryland State Archives Date: July 10, 2012

Sponsor Agency Contact: Timothy D. Baker Phone: 410 260 6402

Return to: State Clearinghouse
Maryland Department of Planning
301 West Preston Street
Baltimore MD 21201-2365
410-767-4490; FAX 410-767-4480

PROJECT REVIEW CHECKLIST

(For agency internal use only. Record determination on Project Consistency Report.)

Project Title : Maryland State Archives – Adjunct Storage Request

Project Location Holabird Industrial Park, Baltimore MD 21224

Project Description

Acquire an existing 170,000 + SF warehouse facility on the open market and renovate it to provide a secure and environmentally stable home for the state’s considerable fine arts collections and documentary treasures.

Approximate Funding Share

LOCAL	STATE	FEDERAL	OTHER
	\$ 25,291,000		

TIER I

Y N

- 1. Does the project add capacity to an existing facility or provide new capacity for an area not currently served by the facility?
- 2. Does the project facilitate changes in the existing pattern of growth?

If answer to either question is “yes,” proceed to Tier 2.

TIER 2

- 1. Is the project consistent with the local comprehensive plan?
- 2. Does the project support development in a suitable area, a designated development area, or a redevelopment area?
- 3. Can the project be designed to prevent adverse impacts to sensitive areas?
- 4. If in a rural area, does the project promote compact growth in existing population centers?
- 5. Does the project provide opportunities to conserve resources?
- 6. Does the project promote economic growth and development in accord with the other elements of the State’s Growth Policy?

Explain “no” answer on reverse. If determination is that the project is “inconsistent,” proceed to Tier 3.

TIER 3

- 1. Do extraordinary circumstances exist which make the project or action necessary to construct despite a finding of inconsistency in Tier 2? If so, document.
- 2. Is there no reasonably feasible alternative to the project? If so, document.

Determination: **Consistent** **Inconsistent with extraordinary circumstances**

Sponsor Agency Contact: Timothy D. Baker Phone: 410 260 6402