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UNITED STATES OF AMERICA  
GENERAL SERVICES ADMINISTRATION  
WASHINGTON, D. C. 20405

MAR 19 1975

ADMINISTRATOR

March 19, 1975

Honorable John O. Marsh, Jr.  
Counsellor to the President  
The White House  
Washington, D. C. 20500

Dear Mr. Marsh:

Enclosed is a copy of our report to the Congress on the Presidential Recordings and Materials Preservation Act, submitted to the Congress today.

The regulations contained in this report will become law unless the Congress acts to reject them within 90 legislative days. These procedures for the processing, restriction, and public release of Presidential materials could affect not only those of former President Nixon, but perhaps those of succeeding Presidents as well. They could, therefore, have a profound impact on the way in which the Presidency is documented and viewed by the American people.

We have tried to develop regulations which are fully responsive to the Act but which also protect classified information and individual rights.

I welcome your comments on this effort.

Sincerely,

A handwritten signature in black ink, appearing to read "A. Sampson", with a long horizontal flourish extending to the right.

ARTHUR F. SAMPSON  
Administrator

Enclosure

# Report to Congress On Title I

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## Presidential Recordings and Materials Preservation Act

P. L. 93 - 526

March - 1975

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General Services Administration





## THE REPORT IN PERSPECTIVE

The Presidential Recordings and Materials Preservation Act is major legislation. Fulfilling the purposes of the Act will preserve and make available some of the most well-known and perhaps some of the most historic Presidential materials in our Nation's history. The mere passage of the Act, regardless of how it is questioned or interpreted, will affect the way in which future Presidents generate and protect records of their administrations.

Realizing the importance of this legislation, GSA has spent the 90 days since its passage -- thousands of man-hours -- in researching the purposes of the Act, its precedents, and the problems it raises. This report is the product of that effort. To understand it -- to understand the regulations proposed and the decisions made by GSA -- the reader must first understand the new and very fundamental issues raised by the Act. This letter serves, then, as an important prerequisite to the reading of the report.

### A LOOK AT PREVIOUS PRESIDENTS.

As suggested by the legislative history of the Act, GSA first examined the practices of Presidents preceding Richard Nixon. In the past each President, from George Washington to Lyndon Johnson, considered the materials made and received by him during his Presidency to be his personal property. During and following his tenure

as President, he or his family reviewed the materials and determined what should be done with them. Until recent times, there was no recognized procedure for making Presidential materials available to the Government or the people. Mrs. James Madison sold her husband's papers to the Government for \$65,000. After the death of President Harding, his wife destroyed most of his records. Presidents Van Buren, Grant, and Pierce are believed to have purged their papers; and the Government did not receive President Lincoln's papers until 1923, and then only after his son had removed and destroyed those he did not want history to record. Each of the preceding 36 Presidents or their families decided who got what and decided what the public would and would not see.

Past Presidents from Hoover through Johnson, however, have consistently deeded or willed their personal papers to the National Archives of GSA in an effort to preserve for the public an accurate account of the period of their Presidency.

Richard Nixon's predecessors, their heirs, or close associates exerted sole and direct control over the preservation or destruction, release or restriction, location, and use of their Presidential materials. In this way, their right of privacy was protected, confidences protected, potential embarrassment avoided, classified information protected, and a controlled record of their administrations built over time. With those guarantees, our more recent Presidents have been liberal with their donation of materials. Today in the Presidential library system of the National Archives is a full and rich history of recent administrations. The Act could change this for future administrations.

#### ISSUES RAISED BY THE ACT.

For the first time, under the Act, the Government itself is required to make difficult distinctions between

personal and Presidential historical materials, to restrict access to classified information and information which might, if released, embarrass innocent individuals or compromise their rights.

This authority must be handled with great care and caution. If it is misused, it could affect the willingness of a future President and his staff to record permanently their actions, their thoughts, and their insights in office. It could also affect the willingness of a future President, his heirs, or close associates to donate their records to the National Archives. This is a major concern raised by the Act.

A second problem is the vast size of the job to be done. There are 35,000 cubic feet of Nixon materials now in Government custody -- some 42 million pages of documents, thousands of hours of audio and visual recordings, and boxes and boxes of publications, photographs, gifts, and memorabilia. Before these materials can be made public, they must undergo careful archival processing as described in the report.

The size of this job itself presents GSA with a dilemma. It is a major requirement of the Act that GSA make available to the American public information about abuses of power as soon as possible. To process the Nixon materials at the same pace as those of former Presidents with a small staff, say 25 people, would require perhaps 12 years. Clearly, that is unacceptable. On the other hand, to get the materials processed within a year would require more than 300 people and might compromise archival standards and individual rights.

We have struck a balance. We propose a staff of approximately 100 people and plan to process the most sensitive Nixon materials first. In that way, we estimate that soon after the start of processing, some of the most sensitive and well-known "Watergate" materials can be made available to the public and that

virtually all of the "Watergate" materials can be made available to the public within 3 years from the start of processing. We estimate the cost of this 3-year process to be about \$7 million, an estimate which is explained in the report. It should be clear, however, before the report is read that processing former President Nixon's Presidential materials cannot begin immediately.

#### THE QUESTION OF TIMING.

The Act raises other questions that are not GSA's to resolve and have an impact on when processing can begin. Included here is the issue whether the Act itself violates the constitutionally-based right of privacy of Richard Nixon or others; whether the processing and potential release of materials will violate other personal rights; or whether the custody of Nixon Presidential materials constitutes a taking of his personal property and entitles him to compensation by the Government.

Both the question of ownership and the question of invasion of privacy have now been brought before the U. S. District Court for the District of Columbia. Pending resolution of these actions, GSA is restrained by court order from obtaining full custody, moving, processing, restricting, or releasing to the public any of the materials covered by the Act. Only when these restraints are lifted can GSA begin its job. We estimate that these issues will not be resolved by the courts for a year or more. At that time we will seek to take custody of materials not now under our control. We will consolidate all Nixon Presidential materials in the Washington Metropolitan area.

Before and during archival processing, our regulations provide a means by which an individual can exercise a claim of individual rights. These claims, if taken to court, may further impede fulfillment of the Act. However, when permitted, we will begin the processing of the most sensitive Watergate-related materials first so they may be made available first, and we will establish locations around the country where copies of the most sensitive materials of all -- the White House tapes -- can be heard by the public.

#### PROCESSING THE MATERIALS OBJECTIVELY.

The most important issue we had to face in developing regulations was the need for objectivity in the processing of the Nixon materials. The materials that are to be released under the Act must fully satisfy the courts, the Congress, and the people. Yet the materials released cannot by statute violate our national security. They should not violate individual rights. They should not embarrass innocent individuals or the Nation. So public access to some materials will have to be restricted for some period of time.

For the Government to impose restrictions successfully on the Nixon Presidential materials and, potentially, on the materials of future Presidents, impartiality is essential. Partisan political concerns cannot control nor can individual bias determine what Presidential materials will be accessible to the public. Future Administrators of GSA, processing Presidential materials, must operate within a system with built-in objectivity.

With that in mind, we have proposed a procedure which relies heavily on the skill and judgment of professional Federal archivists. We have proposed a panel of senior archivists with years of experience in making



difficult judgments about the nature and sensitivity of Federal records and we have proposed the appointment of a Special Archivist for Nixon Materials -- a person of national professional reputation, a person whose stature, visibility, and authority assures the fairness and impartiality of the processing.

Finally, in our regulations, we have proposed the creation of a Presidential Materials Review Board composed of the Archivist of the United States, the Librarian of Congress, and one other professional. It will be the job of this board to make the difficult decisions concerning release or restriction of materials -- decisions which can only be overturned by the Administrator of GSA in writing.

In these ways, we have sought to create a framework in which the Nixon Presidential materials can be carefully, but rapidly, reviewed and released. That is the cornerstone of the regulations.

This report reflects these and other decisions made, steps taken, or actions proposed by GSA fulfilling the purposes of the Presidential Recordings and Materials Preservation Act.

Sincerely,



Arthur F. Sampson  
Administrator

March 19, 1975

# Table of Contents

## Glossary

- A. Introduction
- B. System for  
Objective Processing  
of Mr. Nixon's Materials
- C. Restrictions to  
Public Access
- D. Processing the  
Presidential Papers
- E. Processing the  
White House Tapes
- F. Costs and  
Appropriation Requirements
- G. Explanation of  
Public Access Regulations
- H. Public Access  
Regulations

## Appendix

- I Recent Articles on  
Presidential Materials
- II Historical Perspective  
of Presidential Materials
- III Regulations and Explanation - -  
Sections 101, 102, and 103 of  
the Act
- IV Copy of the  
Presidential Recordings  
and Materials Preservation Act
- V History and  
Current Status  
of Related  
Court Cases

## Glossary

## GLOSSARY

This glossary is not intended to define words and phrases, but rather to assist the reader in understanding words or phrases that are used interchangeably throughout the report. The precise legal definitions or key terms are found in Section G of the report.

- "Administrator" -- Administrator of General Services.
- "general historical significance" -- also referred to as "historical." See Section G.
- "materials" -- Generic definition including papers, audio and video tapes, motion pictures, publications, gifts, etc.
- "Nixon materials" -- approximately 35,000 cubic feet of materials now in the custody of the U. S. Government.
- "non-historical" -- not of general historical significance.
- "Office of Special Prosecutor" -- Office of Watergate Special Prosecution Force.
- "Papers" -- Also referred to as "documents" and "textual material" excluding audio and video tapes, motion pictures, gifts, etc.

"Presidential Historical Materials"

-- that portion of the Nixon Presidential materials that are considered to be of historical value including information related to abuses of power - complete definition and explanation is included in Section G of this report.

"Presidential Recordings and Materials Preservation Act"

-- "PL 93-526" also referred to as "the Act."

"Privacy"

-- also referred to as an individual's "right of privacy."

"private or personal"

-- denotes ownership. Complete definition and explanation of "personal or private materials" is included in Section G of this report.

"Public Reference Tape"

-- the unrestricted portion of a White House tape that will be made available to the public.

"Regulations"

-- unless otherwise stated, the word "regulation(s)" refers to the proposed regulations governing public access to the Presidential materials of Richard M. Nixon.

- "restrictions" -- limitations placed on access to material for various periods of time, by statute, executive order, court order or regulations.
- "Watergate" -- word used synonymously with "abuses of governmental power."
- "White House tapes" -- also referred to as "tapes", "recordings", "Nixon tapes", "Presidential tapes", and "Presidential recordings."
- "880" White House tapes -- the number 880 used throughout the report as the number of White House tapes is not an exact number of tapes. It is an equivalent number. It is estimated there are between 900 and 950 tapes in existence. The White House reports that there are approximately 900 originals in the White House and additional tapes in the custody of the Special Prosecutor and the courts.

Many tapes were not fully utilized. It has been assumed that 90 percent to 95 percent of all tapes will require processing as outlined in the report. This results in the approximate equivalent of 880 tapes.

A. Introduction

## INTRODUCTION

On December 19, 1974, President Ford signed into law the Presidential Recordings and Materials Preservation Act. The law is concerned with the preservation of, and public access to, the Presidential materials of Richard M. Nixon (Title I), as well as the establishment of a "Public Documents Commission" to study issues regarding the control, disposition, and preservation of records of all "Federal officials" (Title II).

This is a report of the proposed regulations, procedures, and costs associated with the implementation of Title I of the Act.

### WHAT DOES THE ACT REQUIRE?

Sections 101, 102, and 103 of the Act govern the short-term possession, security, and accessibility of tape recordings and other materials of the former President. These sections direct GSA to:

- Obtain possession and control of all tapes and other materials which constitute the Presidential historical materials of Richard M. Nixon, covering his full tenure as President of the United States (January 20, 1969 to August 9, 1974).
- Provide for priority access to the materials by the Special Prosecutor, the courts, Mr. Nixon, and certain Federal agencies.



- Issue, at the earliest possible date, regulations relating to the possession, security, and custody of the tapes and materials.

On January 14, 1975, GSA published proposed regulations in the Federal Register to implement these sections of the Act. A copy of the regulations, and an accompanying explanation, is contained in the Appendix.

The bulk of this report is addressed to the implementation of Section 104, in which GSA was charged to draft regulations governing general public access to the White House tapes, papers, and materials, taking into account a series of specified needs:

- To provide the public at the earliest reasonable date with the "full truth" of the abuses of governmental power popularly identified under the generic term "Watergate."
- To make available the tapes and materials for judicial proceedings.
- To protect the integrity of national security information by restricting it from general public access.
- To protect individual rights to a fair and impartial trial.
- To protect any party's opportunity to assert rights and privileges which would prevent or limit access to these materials.

- To provide public access to materials of general historical significance not related to abuses of power.
- To return to former President Nixon any tapes or materials which are not related to abuses of power and are not otherwise of general historical significance.

WHAT MATERIALS ARE NOW IN THE CUSTODY OF THE GOVERNMENT?

The Nixon materials now in the custody of the U. S. Government amount to an estimated 35,000 cubic feet. These include all of the materials that made up the central and staff office files in the White House complex at the time of Mr. Nixon's resignation as well as materials that had been sent to the National Archives for temporary storage during the Nixon administration.

In addition, the National Archives and Records Service has custody of other materials not covered by the Act but associated with the public service career of Mr. Nixon, such as his Vice-Presidential papers and files from the Committee to Re-elect the President.

NIXON MATERIALS IN GOVERNMENT CUSTODY	
Category of Material	Quantity
Papers	42,000,000 pages
"White House Tapes"	880 tapes
Other Sound Recordings	4,100 tapes
Video Tapes	6,000 tapes
Motion Picture Film	1,200,000 feet
Still Photographs	435,000
Books	15,000
Museum Objects	25,000

OF THIS TOTAL, HOW MUCH IS COVERED BY THE ACT?

The materials covered by the Act are those related to Richard M. Nixon's Presidency -- January 20, 1969 to August 9, 1974. These materials -- the Nixon Presidential materials -- amount to a total of about 27,000 cubic feet and currently are stored in three locations: the Executive Office Building, the National Archives Building, and the Washington National Records Center (a part of the National Archives).

The Nixon Presidential materials include three major elements:

- . The "Presidential Historical Materials" to be retained under the Act.
  
- . "Private or Personal" materials of Mr. Nixon (and possibly others).
  
- . The materials not related to abuses of power and not otherwise of general historical significance.

The 8,000 cubic feet of materials not covered by the Act are papers generated prior to January 20, 1969, such as Mr. Nixon's Vice-Presidential papers, materials that, under the Federal Records Act, are considered records of Federal agencies (e.g., President's Council on Physical Fitness and Sports), and records of private organizations, such as the Committee to Re-elect the President.

A chart outlining the major categories of materials appears at the end of this section.

## THE ORGANIZATION OF THIS REPORT

Section 104 of the Act requires GSA to propose to the Congress regulations relating to public access to the Nixon Presidential materials. The public access regulations and a legal explanation are contained in Section G of this report. The creation of a system for the objective processing of the materials is discussed in Section B, and in Section C the restrictions to public access are explained. Sections D and E, respectively, review the procedures for processing the Presidential papers and the White House tapes. A cost summary is provided in Section F.

In addition, the Appendix includes background information as well as an explanation of regulations covering the portions of the Title I of the Act not affected by public access.

# CATEGORIES OF MATERIALS

## NIXON MATERIALS

- Currently in Government's possession
- Materials relating to Richard Nixon's private and public life (1920-1974)
- Materials covered by Act
- Materials not covered by Act
- 35,000 Cubic Feet

### PRE-PRESIDENTIAL

- In Government's possession
- Not covered by Act
- 1700 Cubic Feet

### NON-PRESIDENTIAL

- Federal Records
- Materials of Private Parties (e.g. C.R.E.P., R.N.C. files)
- 6300 Cubic Feet

## NIXON PRESIDENTIAL MATERIALS

- In Government's possession
- January 20, 1969-August 9, 1974
- Covered by Act
- 27,000 Cubic Feet

### PRIVATE OR PERSONAL

- To be returned to Richard Nixon or others
- Quantity unknown

### NON-HISTORICAL

- To be returned to Richard Nixon or others
- Unrelated to abuse of power
- Not of general historical significance
- Quantity unknown

## PRESIDENTIAL HISTORICAL MATERIALS

- Retained by Government
- Accessible to public
- Includes access to abuse of power information
- Some materials restricted in accordance with the Act
- Quantity unknown, but would make up most of 27,000 Cubic Feet of Presidential materials

B. System for  
Objective Processing  
of Mr. Nixon's Materials

B  
Objective  
Processing  
System

## SYSTEM FOR OBJECTIVE PROCESSING OF MR. NIXON'S MATERIALS

Under this Act, the Government, rather than a former President, his heirs or close associates, will make decisions regarding access to a President's materials. This fact, coupled with the need to make available the full truth about Watergate, makes the establishment of an objective system for reviewing these materials of primary importance.

When decisions are made to restrict portions of materials for valid reasons (see Section C for a discussion on restriction categories), they must be made without bias, and in such a way that a proper balance is reached between the public's right to know and the Government's duty to protect the national security and individual rights.

In our review of the practices of former Presidents, and in our interviews with relatives and confidants of the Presidents, we found that the question of which materials to restrict is the most difficult to solve. Often decisions have to be made between conflicting objectives.

In an article in The New York Times on January 12, 1975, John S. D. Eisenhower focused on this problem:

*Out of respect for history, few would like to see actual recorded facts intentionally blotted out of human knowledge. On the other hand, privacy is of particular importance to a politician.*

Along the same lines, David D. Lloyd, writing in The American Archivist, said:

*From the practical point of view, the process of distinguishing, in day-to-day filing*

*operations, between official documents and documents of a personal or political character is extremely difficult. Of course, it is easy to decide that the President's letters to his relatives are personal and that the promotion lists for the Armed Services are official, but in the vast area between these two extremes, difficulties arise...*

To create a framework in which objective decisions will be made, GSA set out a number of goals:

- To rely on the professionalism and experience of the archivists in screening and reviewing the materials.
- To ensure that the archivists are not subject to improper pressure.
- To establish an objective review mechanism to make difficult decisions on access and restrictions.
- To audit the day-to-day work of the professional archivists.
- To provide an opportunity for Richard M. Nixon and other individuals to protect their constitutional rights.



## GSA WILL RELY HEAVILY ON ITS PROFESSIONAL ARCHIVISTS.

Archivists will separate the Presidential historical materials from the private and non-historical items, and will direct the arrangement, description, duplication, and servicing of the materials. They will make the initial determination of which materials are to be restricted. These archival processes require specialized knowledge, derived from scholarship and professional training and experience.

In processing and reviewing materials, archivists must maintain an objective view of the diverse research needs for information. This objectivity must transcend any desire to show the Federal Government in its best light. A code adopted by the National Archives and Records Service and endorsed by the Society of American Archivists affirms this principle:

*The archivist should endeavor to promote access to records to the fullest extent consistent with the public interest, but he should carefully observe any proper restrictions on the use of records. He should work unremittingly for the increase and diffusion of knowledge, making his documentary holdings freely known to prospective users through published finding aids and personal consultation.*

## GSA WILL APPOINT A "SPECIAL ARCHIVIST FOR NIXON MATERIALS" TO SUPERVISE THE PROCESSING ON A FULL-TIME BASIS.

The Act requires that in processing the materials, GSA shall take into account "the need to provide the public with the full truth at the earliest reasonable date, of the abuses of governmental power popularly identified under the generic term 'Watergate'."

It is clear, from the legislative history of the Act, that this provision is one of overriding importance in the eyes of Congress. As described in Sections D and E, in establishing a system for the processing and release of the Nixon tapes and papers, GSA will give the highest priority to those which might relate to abuses of governmental power.

The task of identifying and processing materials that might relate to abuses of power among a total collection of millions of papers and 5,000 hours of White House tapes is an enormous and very difficult one.

To oversee this project, GSA will appoint a "Special Archivist for Nixon materials." This person will be a professionally recognized archivist, historian, or political scientist, who will report to the Archivist of the United States. The Special Archivist will be responsible for supervising the archivists working on the Nixon materials, and will serve as the coordinator between the Presidential Materials Review Board, the Senior Archival Panel, and the professional archivists. He will provide guidance to the archivists on a day-to-day basis, and most importantly, ensure that archival decisions are made fairly and impartially.

#### GSA WILL CREATE A "PANEL OF SENIOR ARCHIVISTS" TO ASSIST IN DAY-TO-DAY DECISIONMAKING.

To assist the archivists in reviewing the Nixon historical materials and applying restrictions in accordance with the regulations, a panel of senior archivists will be established to review cases identified in the course of daily work and to present general guidance in the application of standard archival techniques for processing the historical materials. Any decisions that the archivists cannot make will be referred to the panel for their review. If the panel, in turn, has difficulty in deciding, they will refer the matter to the Presidential Materials Review Board.

The panel will be composed of the Special Archivist and respected, experienced archivists from various units of the National Archives.

GSA WILL ESTABLISH A "PRESIDENTIAL MATERIALS REVIEW BOARD" TO OVERSEE THE PROCESSING OF THE NIXON MATERIALS.

To aid archivists in applying the restrictions imposed upon the historical materials in some earlier Presidential libraries, review or screening committees have been established by the former Presidents or their heirs. The function of these review committees has been to establish general access policies, if these were not set down in writing by a former President, or to assist in applying such general policies as have been stated in writing by a former President for his materials. Such committees were established in connection with the papers of Presidents Roosevelt, Hoover, Eisenhower, and Kennedy, and they have contributed significant policy guidance in achieving goals of early public access with appropriate safeguards for privacy and confidentiality.

GSA plans to create a similar body called the Presidential Materials Review Board. The Board will consist of:

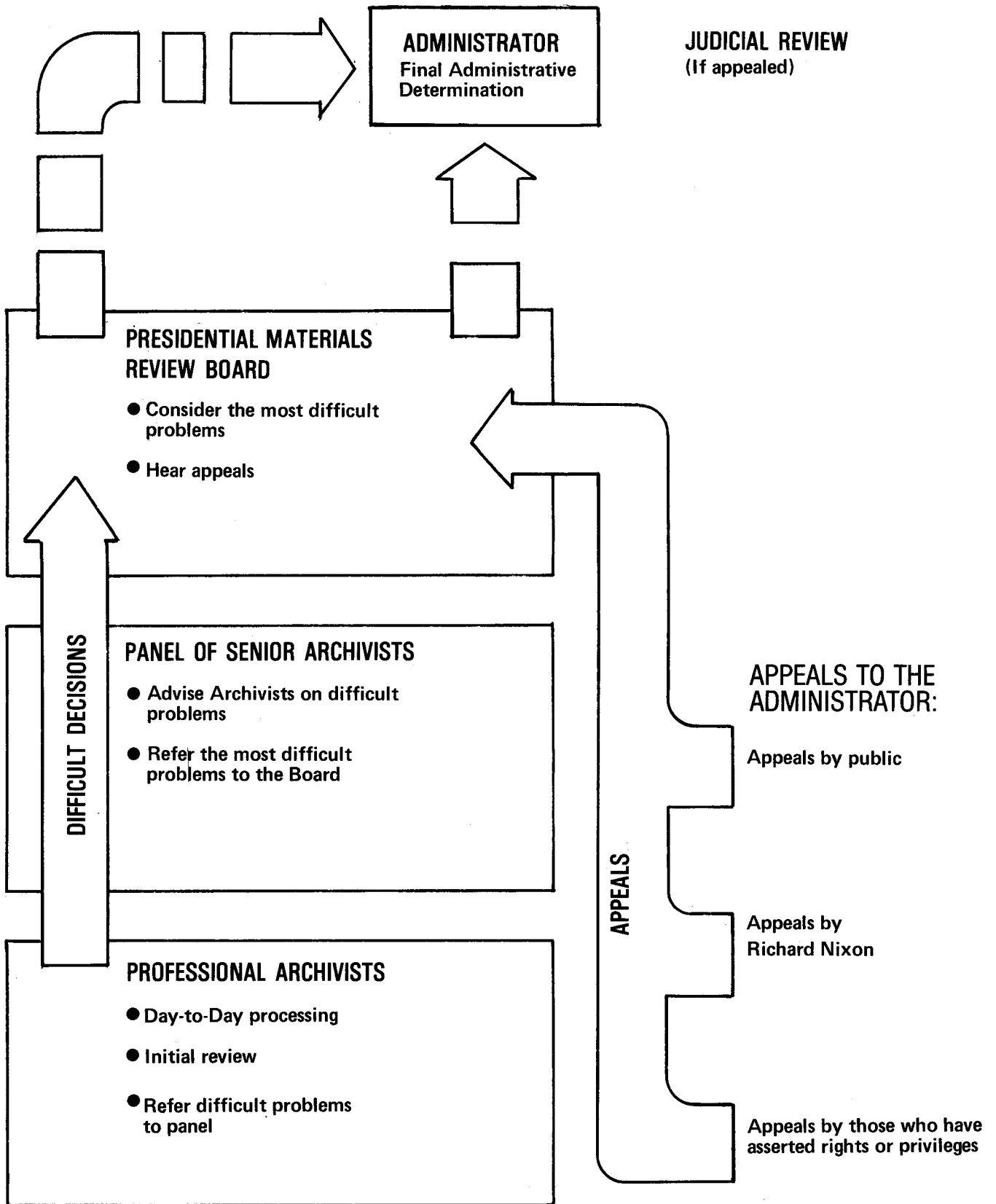
- The Archivist of the United States, who will serve as Chairperson.
- The Librarian of Congress.
- One person nominated by the Council of the Society of American Archivists.

The Presidential Materials Review Board will meet at the call of the Chairperson, frequently during the early stages of archival processing, and less often in later stages depending upon appeals workload. The recommendations of the Review Board would be final if adopted by the Administrator. If he does not concur, he must state his reasons in writing.

The Board will have four major functions:

- Rendering specific decisions upon request of the archivists in difficult cases or those involving conflicting objectives (e.g., "full truth" vis-a-vis protection of an innocent person's privacy).
- Reviewing, before public notice is given, categories of materials deemed to be private or personal and proposed for return to the owner by archivists in the course of processing.
- Hearing appeals from all interested parties relating to decisions made by archivists with respect to private or personal materials, those having no general historical significance, and restrictions imposed in accordance with the regulations.
- Establishing, through their actions and decisions, guidelines for the processing and review of the materials by the archivists in accordance with the law and published regulations.

Following this page is a chart, which graphically demonstrates the different levels of review we propose to establish.



C. Restrictions to  
Public Access

## RESTRICTIONS TO PUBLIC ACCESS

One of the basic aims of the Act is to give the public access to the tapes and other materials of the Nixon Presidency that have general historical significance including the materials related to abuses of power. The Act also recognizes, however, the need to restrict certain materials from general access because of the adverse effect their release may have on individual rights or the Nation's security.

IN DEVELOPING RESTRICTION PROCEDURES, GSA STUDIED THE PRACTICES OF FORMER PRESIDENTS.

In its report to the House on this Act, the Committee on House Administration pointed out that "Access . . . is to be provided in a manner comparable to procedures that have been followed by Presidents in providing access to their materials." Therefore, in order to develop procedures for restricting portions of the Nixon materials, we studied the practices of every President -- George Washington through Lyndon Johnson -- who preceded Mr. Nixon.

Through our research we learned about the expressed desires of former Presidents regarding public access to Presidential materials. For instance, on February 12, 1957, in offering his papers to the Federal Government, former President Harry S. Truman said:

*It is my purpose to make my papers available for study and research as soon as possible and to the fullest extent possible. However, since the President of the United States is the recipient of many confidences from others, and since the inviolability of such confidences is essential, it will be necessary to withhold from public scrutiny certain papers and classes of papers for varying periods.*



Each of the last six Presidents -- from Hoover to Johnson -- has offered his papers and other historical materials to the Government under conditions requiring the restriction of certain categories of information.

These categories have their origin in a set of restrictions composed by a committee established by Franklin D. Roosevelt in 1943 for the purpose of determining guidelines for materials at the Roosevelt Library.

Although each President who subsequently offered his papers varied the phrasing of the conditions set down in his letter of intent, the categories of materials to be restricted have followed a consistent pattern. A chart summarizing these restrictions appears on the next page.

We also conducted a series of interviews with relatives and confidants of Presidents Truman, Eisenhower, Kennedy, and Johnson, to learn in more detail the kinds of materials that should, in their opinion, be restricted. A summary of these interviews and our historical research is contained in the Appendix.

# **RESTRICTIONS IMPOSED BY FORMER PRESIDENTS**

- **Materials that could be used to injure, embarrass or harass any person.**
- **Materials that could be prejudicial to the foreign relations of the United States.**
- **Materials containing statements that were made by or to the Presidents in confidence.**
- **Materials that could compromise national security.**
- **Materials that relate to the President's family or private affairs, or to the family or private affairs of persons who had correspondence with the Presidents.**
- **Materials otherwise restricted in the discretion of the Presidents or their heirs.**

GSA ALSO CONSIDERED THE "NEEDS" AS OUTLINED IN THE ACT.

The second element we used in developing restriction procedures are those needs which Section 104 of the Act directs GSA to take into account:

- (1) the need to provide the public with the full truth, at the earliest reasonable date, of the abuses of governmental power popularly identified under the generic term "Watergate";
- (2) the need to make such recordings and materials available for use in judicial proceedings;
- (3) the need to prevent general access, except in accordance with appropriate procedures established for use in judicial proceedings, to information relating to the Nation's security;
- (4) the need to protect every individual's right to a fair and impartial trial;
- (5) the need to protect any party's opportunity to assert any legally or constitutionally-based right or privilege which would prevent or otherwise limit access to such recordings and materials;
- (6) the need to provide public access to those materials which have general historical significance, and which are not likely to be related to the need described in paragraph (1); and

- (7) the need to give Richard M. Nixon, or his heirs, for his sole custody and use, tape recordings and materials which are not likely to be related to the need described in paragraph (1) and are not otherwise of general historical significance.

BASED ON THE ACT AND THE PRACTICE OF FORMER PRESIDENTS  
GSA DEVELOPED PROCEDURES FOR RESTRICTING MATERIALS.

The system we have developed recognizes both the practices of former Presidents and the specific needs cited in the Act. Minimal restrictions will be applied to materials related to abuses of powers and broader restrictions applied to historical materials not related to abuses of power. A chart delineating the restrictions that can be applied to both abuse of power materials and other materials of general historical significance appears on the next page.

# CATEGORIES OF MATERIALS WHICH MAY BE RESTRICTED

## MATERIALS NOT RELATED TO ABUSES OF POWER

## MATERIALS RELATED TO ABUSES OF POWER

- There has been a valid claim made (or a claim is pending) to protect a legal or constitutional right or privilege.
- There has been a valid claim made (or a claim is pending) that release of the materials would jeopardize a person's right to a fair trial.
- The release of the materials would jeopardize our Nation's security.
- The release of the materials would embarrass, damage, or harass living persons.
- The release of the materials would disclose or compromise trade secrets or confidential financial information.
- The release of the materials would constitute a clearly unwarranted invasion of personal privacy.
- The release of the materials would disclose or compromise investigatory materials compiled for law enforcement purposes.

- There has been a valid claim made (or a claim is pending) to protect a legal or constitutional right or privilege.
- There has been a valid claim made (or a claim is pending) that release of the materials would jeopardize a person's right to a fair trial.
- The release of the materials would jeopardize our Nation's security.
- The release of the materials would embarrass, damage, or harass living persons, but the deletion of those portions will not distort the substantive content of the materials.

Restricting National Security Information

To cite a specific area of restriction, any papers or White House tapes which contain national security information must be protected from disclosure in accordance with Executive Order 11652. During the review process, archivists will identify all materials bearing national security classification markings for segregation from other materials being prepared for public access. In addition, archivists will identify and lay aside any materials containing information which appears to be related to national security for later review by the National Security Council. If such materials are deemed to contain national security information, they will be marked appropriately and segregated.

Any materials which are found bearing national security markings but whose content has no relationship to national security can be deemed to be improperly classified and, after review by the National Security Council, the markings can be crossed out and the materials made available for public access.

Under the provisions of the Executive Order, materials which are properly classified can be declassified only after review and approval by the originating agency or consultation with the agency with the primary subject matter interest. However, the materials will become available for mandatory declassification review 10 years after the date of origin.

Any national security materials properly classified which appear, in the judgment of the reviewing archivist, to contain information relating to illegal acts will be referred under appropriate protection to the Special Prosecutor or his successor in function at the Department of Justice.

THE RESTRICTIONS BALANCE THE NEED TO MAKE AVAILABLE  
THE FULL TRUTH ABOUT WATERGATE, AND THE NEED TO  
PROTECT INDIVIDUAL RIGHTS AND NATIONAL SECURITY.

Our approach to restricting materials is designed to insure that Congress's intention of making available the "full truth" about Watergate is carried out to the fullest possible extent. Fewer restrictions are placed on materials relating to abuses of power than on the other materials, but in both cases we have attempted to provide for protection of individual rights and national security and to spare individuals who might be incidentally referred to in the materials from embarrassment, damage or harassment.

It is clear, however, that in attempting to meet some of the needs expressed in the Act, there will be a danger of abridging other equally important needs and rights.

For example, there may be occasions when release of information relating to an abuse of power would jeopardize the national security or relations with a foreign country. In another case, the release of material could infringe upon the rights of an individual.

No set of regulations can ever anticipate or resolve all of these conflicts. They can serve only as guidance for decision making. For that reason, as discussed in Section B, we have given special attention to the establishment of an objective processing mechanism with a built-in system of checks and balances.

D. Processing the  
Presidential Papers



## PROCESSING THE PRESIDENTIAL PAPERS

The processing and review of Presidential papers and other materials, such as gifts and photographs, is an area in which the National Archives has years of experience. Ever since the creation of the Franklin D. Roosevelt Library in 1939, employees of the National Archives have played an essential role in processing of Presidential materials and making them available to the public.

THE ARCHIVAL PROCESS IS A COMPLEX AND TIME-CONSUMING PROCEDURE.

When most people think of archival work, they equate it with historical research. In reality, the archival process is not research, but it is what makes historical research possible.

Papers are rarely received in "like-new" condition and in perfect arrangement with an accompanying inventory. The several steps that make up the archival process are designed to remedy this:

- *Accessioning and Survey.* During this phase, the archivist takes physical custody of the materials and gains initial intellectual control over them. This includes an examination of the contents of each container for serious preservation problems, a description of the container's contents by physical type (manuscripts, printed items, audiovisuals, memorabilia, etc.) and numbering and shelving each container, maintaining throughout a record of all activities performed.

- *Arrangement.* During this stage, the materials are physically readied for research use and given whatever preservation care is necessary, whether repair or "preventive maintenance" or both. Materials are arranged in patterns that reflect their original filing schemes, if discernible, or in new and logical filing systems.

A variety of preservation tasks are performed on the textual records including, if necessary, transfer of the papers into new acid-free folders and repair of torn documents. Individual items among the memorabilia may also require considerable preservation work depending on their physical nature and condition.

- *Description.* To be of value to researchers, the materials need a variety of finding aids. Archival description may be as broad as a published guide to all of the materials in the depository or as specific as indexes to names, subjects, and events treated in the materials. Practically, the most common finding aids in Presidential libraries are lists of the folder titles found within each archival container. When finished, these finding aids are incorporated in general descriptive statements which contain historical notes, accounts of the scope and content of the materials, references

to related holdings, and any other information necessary to fully utilize the material.

- *Review.* The review phase is by far the most challenging and difficult of the archival steps. It is during this phase that the archivists (and later, if necessary, the Senior Archival Panel and the Presidential Materials Review Board) must review each document on virtually a word-by-word basis, to identify areas that might be subject to restriction.

The archivists will make the initial review. They will be able to call on attorneys for advice in areas such as court orders, subpoenas, etc. If they have problems in determining whether material should be opened or restricted, they will seek advice from the Senior Archival Panel. The panel may, in turn, refer the matter to the Presidential Materials Review Board.

Archival processing is a slow, meticulous process, but each stage must be carefully completed to facilitate research use of the materials. Based on our previous experience with Presidential and other archival materials, we estimate that it will take approximately 4 staff days to complete archival processing on 1 cubic foot of high-priority Presidential papers.

IN PROCESSING THE NIXON MATERIALS, GSA WILL CONCENTRATE INITIALLY ON PAPERS MOST LIKELY TO RELATE TO ABUSES OF POWER.

Because of the vast bulk of the Nixon papers and the overriding need expressed in the Act for releasing abuse of power information "at the earliest reasonable date," we have established priorities for the papers that will be processed and released first.

There is no ready method for identifying abuse of power materials. So, in the absence of such a method, we have chosen, as the first priority, those materials treated as most sensitive by the Nixon administration.

Most of the Nixon papers were contained in the White House Central Files. Generally, this material is of relatively low sensitivity and would include, for instance, public opinion mail.

The most sensitive files, however, such as the personal files of the President and the staff files of his top aides, were not kept in the Central Files and were subject to very strict security and control. Access to these files was limited to a small, select group.

It is these files, plus the subject files from the Central Files -- a total of approximately 5,700 cubic feet -- on which we will initially concentrate. They include the files kept by Ms. Rose Mary Woods for the former President, the files of Mr. Nixon's top aides, such as Messrs. Haldeman, Ehrlichman, Colson and Dean, and files specially assembled during the Nixon administration because of their sensitivity.

A chart, outlining quantities and priorities of materials, follows.

# PRIORITY OF PROCESSING THE NIXON PAPERS

CATEGORY	VOLUME (CUBIC FEET)
<p><b>FIRST PRIORITY</b></p> <p>Files of the President and his top staff</p> <p style="text-align: right;">4,500</p> <p>White House Central Files (subject files)</p> <p style="text-align: right;"><u>1,200</u></p> <p style="text-align: right;">Subtotal 5,700</p>	
<p><b>SECOND PRIORITY</b></p> <p>White House Central Files</p> <ul style="list-style-type: none"> <li>--Alphabetical</li> <li>--Social</li> <li>--Chronological</li> <li>--Mixed</li> </ul> <p style="text-align: right;">7,200</p> <p>White House public opinion mail</p> <p style="text-align: right;">4,000</p> <p>White House supplies</p> <p style="text-align: right;">1,900</p> <p>Miscellaneous files</p> <p style="text-align: right;">1,000</p> <p>Gifts, photos, video tapes, and motion picture film</p> <p style="text-align: right;"><u>7,200</u></p> <p style="text-align: right;">Subtotal 21,300</p>	
<b>TOTAL</b>	<b>27,000</b>

Although the quantity of the first priority materials is less than one-third that of the second category, their processing and review will be much more arduous and time-consuming. The sensitive nature of these materials, and the identification of information related to abuses of power will require that each of the approximately 11,400,000 pages be reviewed on a word-by-word basis.

We estimate that the processing and reviewing of the first priority materials will take a total of approximately 23,000 staff days. That means that at the staff level we have proposed in this report (41 people involved in processing papers), all of the first priority materials will be processed and reviewed within an initial 3-year period.

The other 21,300 cubic feet of papers -- the second priority -- will be processed much more quickly -- at about four times the rate of the first priority materials. Other than initial shelving and arranging, we would do little to these materials until we had completed the first priority materials.

IN GENERAL, THE PUBLIC WILL HAVE ACCESS TO THESE MATERIALS AS QUICKLY AS THEY ARE PROCESSED AND REVIEWED.

It is important to realize that although processing and review of all of the first priority materials will take approximately 3 years, many materials will be available long before that time. In general, we plan to release materials as quickly as they are processed and reviewed. This excludes, of course, any materials that may be subject to court order and any restricted materials.

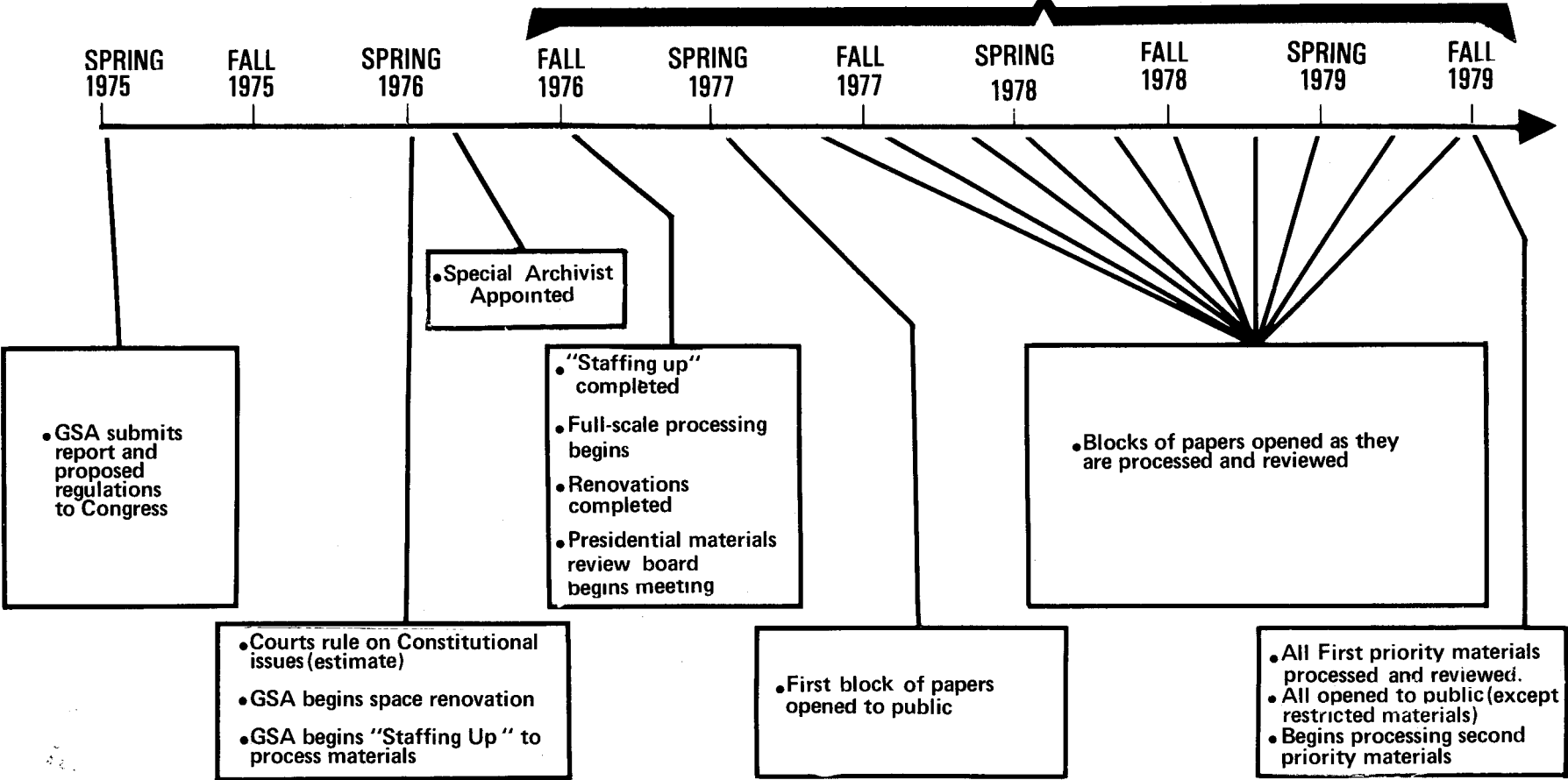
Our best estimate is that the first materials would be made available approximately 6 months after full-scale processing begins, and the rest phased (as they

are processed) over the remaining 2-1/2 years. Because of action in the courts, and a 6-month "staff-up" period, the earliest we expect to begin full-scale processing is the fall of 1976. A schedule of processing and public access appears on the next page.

# SCHEDULE OF PROCESSING AND ACCESS TO THE NIXON PAPERS

## THREE YEAR INITIAL PROCESSING PERIOD

(First Priority materials)





E. Processing the  
White House Tapes

## PROCESSING THE WHITE HOUSE TAPES

The White House tapes were recorded between February 1971 and July 1973, representing an estimated 5,000 hours of telephone and personal conversations involving Mr. Nixon and members of his staff. The approximately 880 reels of tape were reproduced on voice-activated tape recorders at the locations shown below:

### Recordings by Microphones:

Oval Office

President's Office in  
Executive Office Building (EOB)

Camp David Office

Cabinet Room

### Recordings of Telephone Conversations:

Oval Office

President's Office in  
Executive Office Building (EOB)

Camp David

Because those recordings were made at only one quarter of the speed usually used on tape recording equipment, and because of the placement of microphones, the quality of the recordings is reported to be poor.

GSA has had no opportunity to examine, or to listen to the tapes. The formulation of a plan for processing and providing public access to the recordings has been based on the experience of others, including the following:

- House Committee on the Judiciary.
- Office of the Special Prosecutor -- Department of Justice.
- Secret Service -- Department of Treasury.
- Mr. Robert L. Halvorson, expert consultant to GSA.

Mr. Halvorson served as a consultant to the Special Prosecutor's Office and the House Committee on the Judiciary regarding technical aspects of the White House tapes.

Information from these sources is the basis for the processing procedures and time estimates presented in this section.

#### AUDIO QUALITY OF THE WHITE HOUSE TAPES.

The single most important factor in determining time and cost of retrieving the information on the White House tape recordings is their audio quality.

Described technically, the time required to retrieve the recorded information from tapes is in inverse proportion to the signal-to-noise ratio of the recording. Most of the White House tapes which have been examined by the House Committee on the Judiciary, or the Special Prosecutor have a signal-to-noise ratio of about 6 to 10 decibels (db), with some much worse. Recorded telephone conversations have better quality -- about 30 db. In contrast, good quality commercial recordings or radio or television audio reception

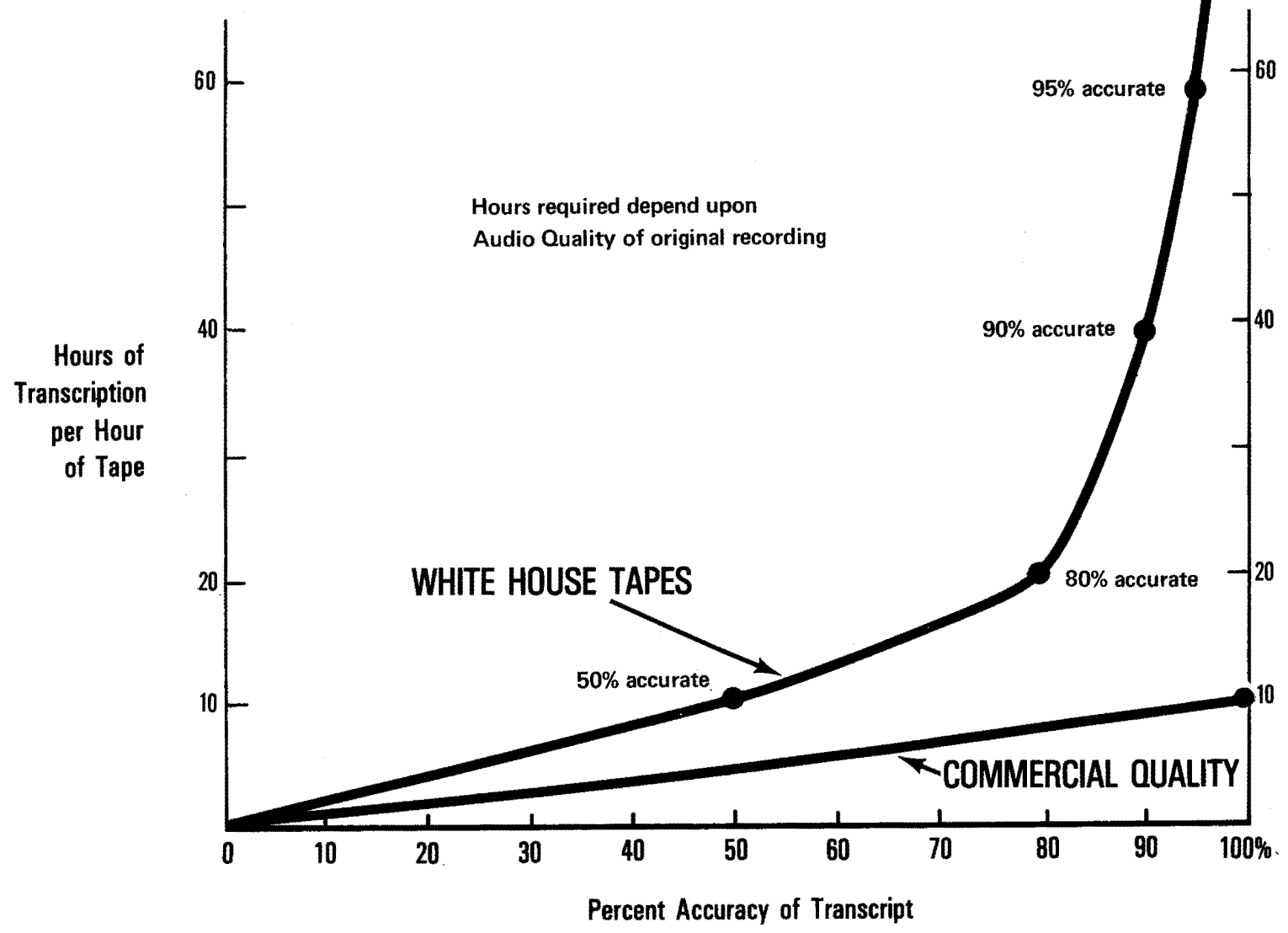
exhibit signal-to-noise ratios in the range of 40 db to 60 db. Strong extraneous electronic and background noise are typical of very poor recordings in the range of 6 to 10 db. All of the original White House tapes were recorded at a tape speed of 15/16 inch per second (IPS). At this extremely slow speed, as much as 6 hours of conversation can be recorded on one 5-inch diameter reel. Higher tape speed improves recording quality; and usual recording processes call for tape speeds of 1-7/8 or 3-3/4 inches per second.

Another factor that greatly affects the quality of the audio recording is the placement of the microphone(s) in relation to the speaker. Ideally, for recording conversations, a microphone should be placed approximately 12 inches from the speaker.

Apparently, the microphones in the Oval Office and Executive Office Building were installed in the President's desk and other places. Because some individuals involved in the recorded conversations were not close enough to the recording microphones, and because of background noises, many of the recordings do contain inaudible or unintelligible portions.

In summary, the original recordings are far below commercial audio quality due to slow tape speed, microphone placement, and background noise. Following this page is a chart which illustrates the difficulties in obtaining an accurate transcript of the White House tapes as compared to tapes of commercial quality.

# TRANSCRIBING TIME VS. ACCURACY OF TRANSCRIPT



## EXPERIENCE TO DATE TRANSCRIBING WHITE HOUSE TAPES.

Even with all the work done to date by the Office of the Special Prosecutor, the House Committee on the Judiciary and the White House, transcripts are available for less than 1 percent of the 5,000 hours of conversations:

- . On April 30, 1974, the White House released a 1,300-page document containing transcripts of 35 hours of conversations.
- . The House Committee on the Judiciary reviewed approximately 20 hours of conversations, some of which were the same ones transcribed by the White House. The transcripts of these conversations cover 770 pages.
- . The Office of the Special Prosecutor reviewed approximately 50 hours of conversation, about 10 hours of which were played in court. Accurate transcripts of these 10 hours amount to over 600 pages.

## DUPLICATING THE ORIGINAL TAPES.

Upon receiving possession, GSA will duplicate copies of the original tapes on professional, high-speed duplicating equipment at a secure Government facility. The tapes will be duplicated "noise and all" without attempt to filter out the electronic "noise" or unwanted sounds during the duplication since such filtering could result in the loss of information.

By using high quality duplicating equipment, the audio quality of taped copies reviewed and made available for public reference will be as good as the originals. The original tapes, once duplicated, will be stored in a vault and be removed only when required by court or to be rewound periodically for proper archival preservation.

#### SUMMARY OF TAPE PROCESSING.

Using the duplicate tapes, stenographers will produce transcripts of each conversation. Archivists will then review the typed transcript and corresponding tape recording together. They will note on the transcripts those conversations that are to be restricted and the reason for restriction: national security, court order, etc. If necessary, they will be advised in these areas by attorneys.

After the restrictions have been identified on the transcript, a professional tape operator will record a public reference tape which contains all of those conversations which are available for access by the public.

Section 104(a)(7) of the statute requires the Administrator to take into account "the need to give to Richard M. Nixon, or his heirs, for his sole custody and use, tape recordings and other material not likely to be related to abuses of power and not otherwise of general historical significance." To comply with this requirement of the Act, we considered and rejected physically cutting or erasing portions of the original tapes.

Instead, a tape will be recorded containing those conversations which are purely personal in nature or contain information which is not of general historical interest and not related to abuses of power. This

duplicate tape will be returned to Mr. Nixon in accordance with the Act. The steps necessary to process the White House tapes are illustrated on the next page.

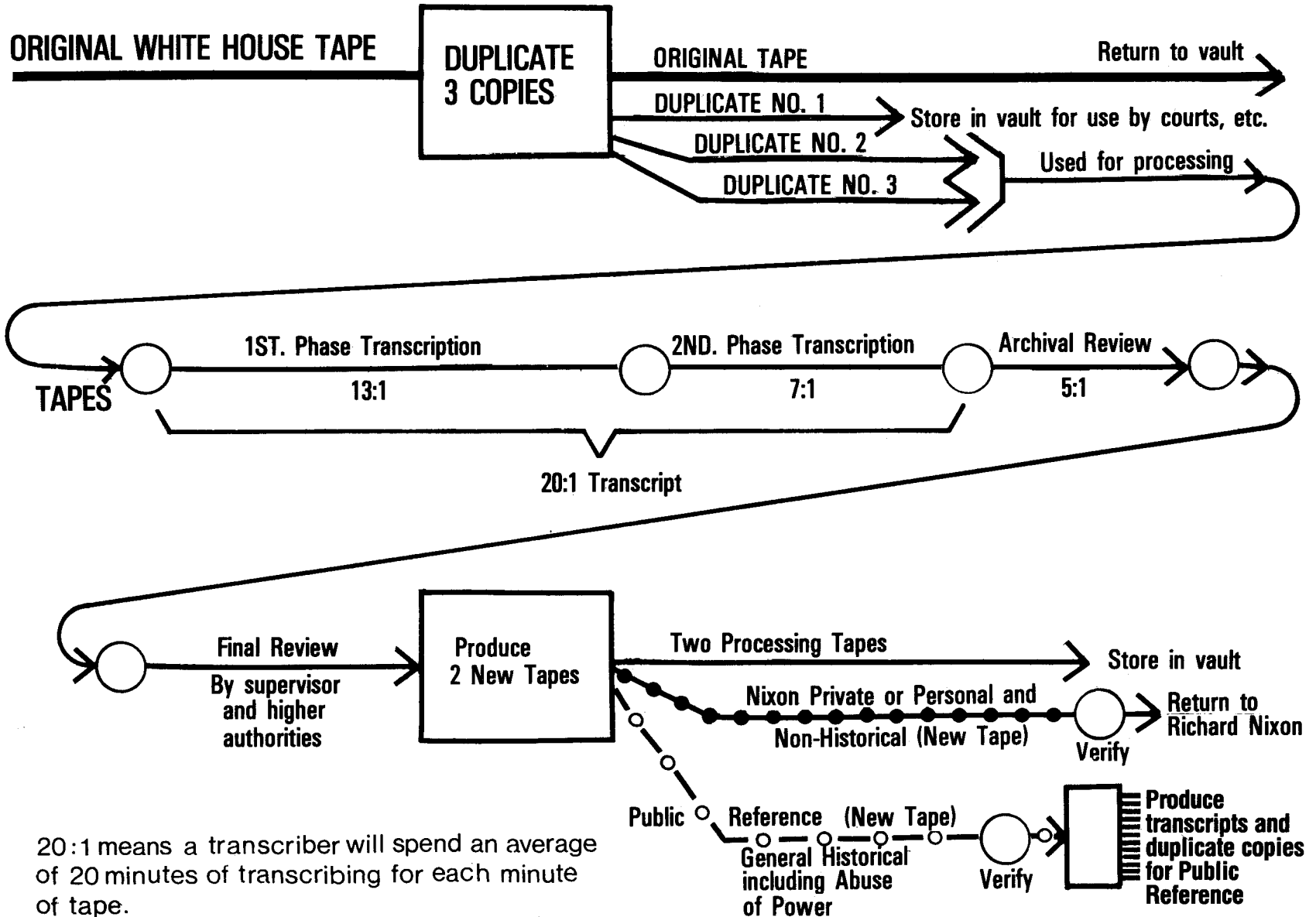
#### THE DIFFICULTIES OF TRANSCRIPTION AND REVIEW.

The Special Prosecutor's Office estimated an average of 50 hours of transcribing for each hour of taped conversation (50 to 1 ratio). In the most difficult cases, they repeated this process five times (250 to 1 ratio) by different individuals to obtain a nearly perfect (99 percent) accurate transcript.

Because of the poor quality of the White House tapes, it would require virtually unlimited resources to produce "99 percent accurate" transcripts of all conversations. Therefore, since the transcripts produced by stenographers will be used primarily by the archivists to review the material and by public researchers as a guide in listening to the tapes, it is felt that an 80 percent accurate transcript would serve both archivists and researchers, and would not be prohibitively expensive. Such a transcript could be produced with an average of 20 hours of transcription effort for each hour of conversation (20 to 1). Portions of the tape containing highly sensitive conversations (i.e., national security and abuses of power) might require a 50 or 60 to 1 ratio; while another conversation relating to a subject of general historical interest might require a 10 to 1 ratio to gather the full substance of the conversation. The anticipated 20 to 1 (80 percent accurate) ratio is based on our technical consultant's experience with the House Committee on the Judiciary during the Impeachment Inquiry and the experience of the Special Prosecutor's Office. An illustration of the time required to transcribe a hypothetical tape is the second chart following this page.



# WHITE HOUSE TAPE PROCESSING



20:1 means a transcriber will spend an average of 20 minutes of transcribing for each minute of tape.

START OF REEL

50:1 National Security

15:1 Private or Personal

25:1 Other Restrictions, Courts, etc.

25:1 Private or Personal

20:1 National Security

10:1 General Historical

Abuse of Power  
60:1 (Poor audio quality)

Abuse of Power  
40:1 (Fair audio quality)

12:1 General Historical

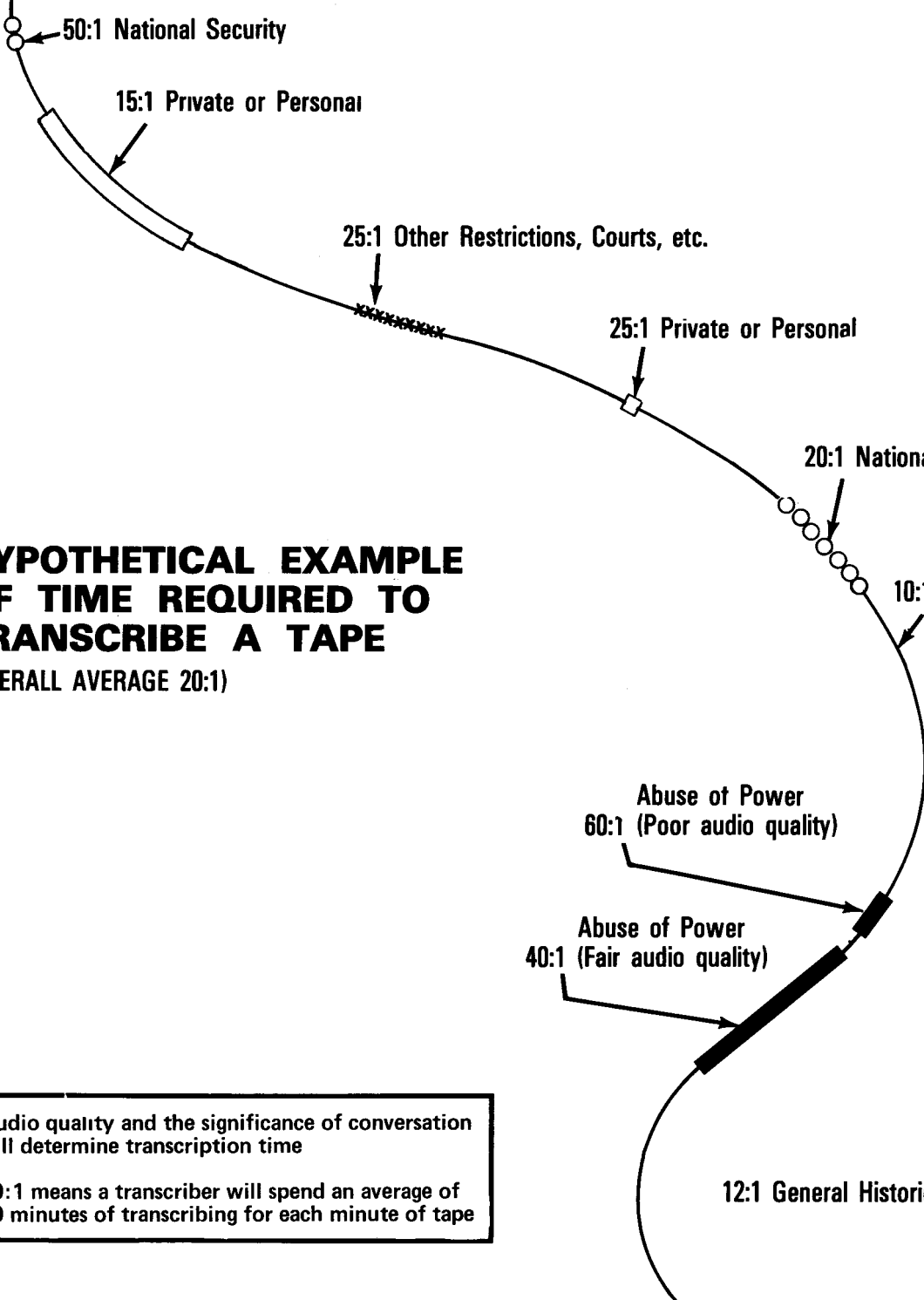
END OF REEL

# HYPOTHETICAL EXAMPLE OF TIME REQUIRED TO TRANSCRIBE A TAPE

(OVERALL AVERAGE 20:1)

Audio quality and the significance of conversation will determine transcription time

20:1 means a transcriber will spend an average of 20 minutes of transcribing for each minute of tape



Initial transcribing time, utilizing the services of an experienced stenographer, is estimated at about 13 to 1. The product of this work will be a typed transcript containing tape cueing (location) number, names of persons, and other information (e.g., phone rings) that will assist archivists.

A second step having an estimated time ratio of about 7 to 1 will consist of a more detailed review in which categories of information will be refined and efforts made to improve the quality of the transcript in high interest areas such as abuses of power.

These two steps alone will require 100,000 hours of direct labor.

The highest level of archival review and correction will be made by archivists who are well acquainted with the requirements of the Act, the regulations, security considerations, and other considerations affecting the disposition of the transcribed material. They will review the content of each conversation, develop finding aids for researchers, and identify those areas that by statute, court order, or regulation must be restricted from public access. This review is estimated to require an additional 5 hours for each hour of recorded conversation.

WHAT TAPES WILL BE PROCESSED FIRST AND HOW LONG WILL IT TAKE?

By processing the tapes from those months during which conversations were subpoenaed by the Special Prosecutor's Office, we can be reasonably certain that a large percentage of the total abuse of power data will be included. The 880 tapes cover a 27-month period. The Special Prosecutor subpoenaed tapes of conversations

that occurred in 9 different months. Therefore, we will begin processing one-third of the total -- about 290 tapes -- that are most likely to contain abuse of power information.

Based on these estimates, a staff of approximately 40 stenographers, lawyers, archivists, and technicians can process the initial 290 tapes in 1 year. The remaining 590 tapes will be processed during the following 2 years. A schedule for processing the White House tapes is provided at the end of this chapter.

#### WHEN CAN THE PUBLIC FIRST EXPECT TO HAVE ACCESS TO THE TAPES?

As groups of tapes are processed, it will be possible for the public to listen to them at 12 Federal Archives and Records Centers throughout the country. Barring court restrictions, the first group of tapes (other than those played in the "Cover-Up" trial) would be released 6 months after processing begins. The complete set of 880 tapes will be processed and public reference tapes made available approximately 3 years from the start of full-scale processing.

#### WHAT INFORMATION WILL BE MADE AVAILABLE TO THE PUBLIC?

The public reference tapes, representing the original tape recordings, will contain all of the information that is not required by statute, court order, or regulation to be restricted. Conversations of historical significance and those conversations which are considered to be related to abuse of power will be available to researchers.

WILL COPIES OF TAPES AND TRANSCRIPTS BE MADE AVAILABLE?

Copies of transcripts paralleling the public reference tapes will be made available along with other finding aids to the public. However, in order to prevent unwarranted commercialization, the public will not be allowed to duplicate or buy copies of the tapes during the 3-year processing period. After that time, the Administrator will review the situation to determine whether it is appropriate to allow reproduction of the tapes.

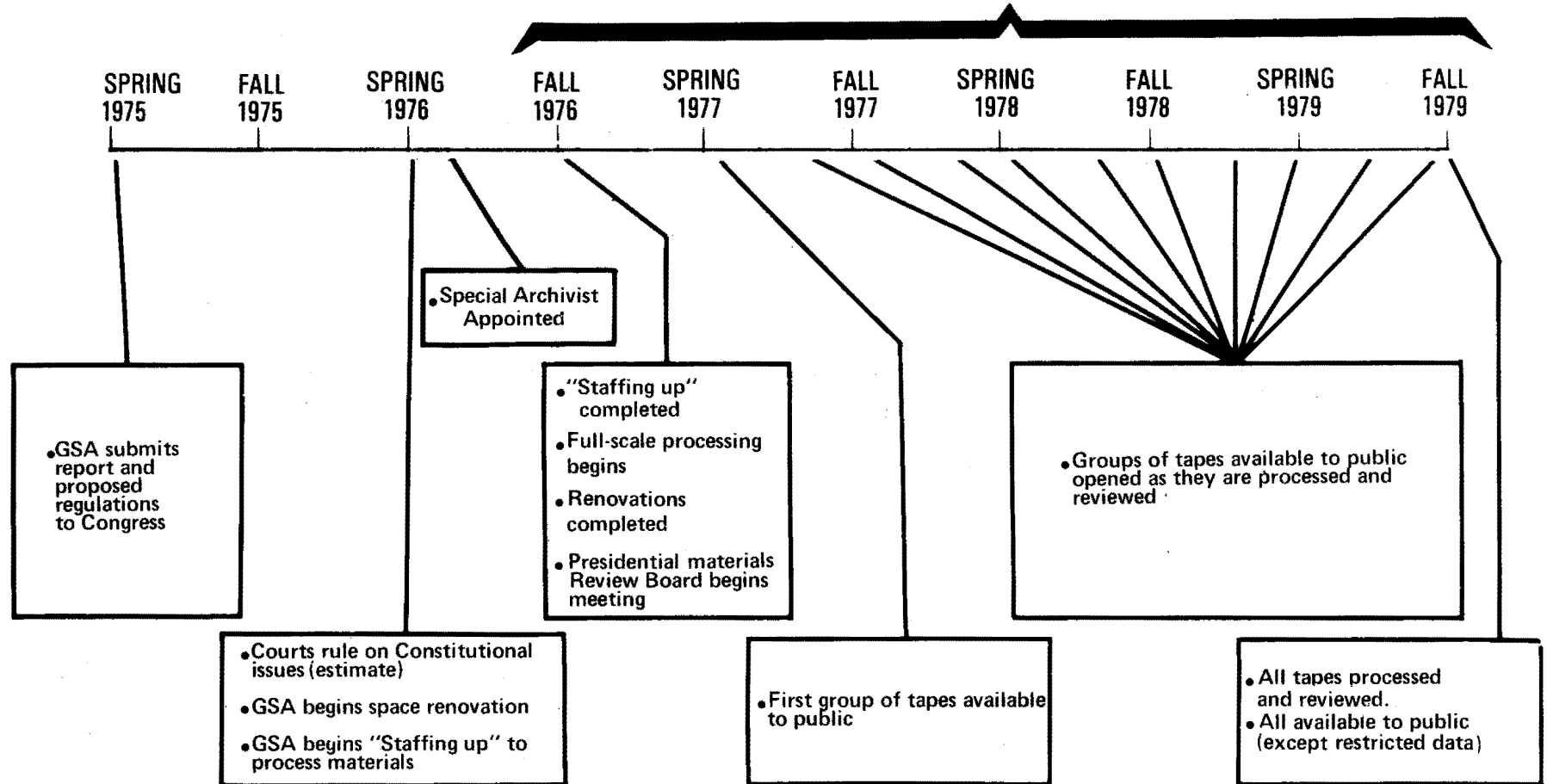
WHAT PRECAUTIONS WILL GSA TAKE TO ENSURE THAT NO DATA IS ERASED OR DELETED?

Duplicates of originals will be made under close supervision by our technical consultant and security officers at a secure Government facility. The originals will be played only one time on a professional-quality duplicator playback machine with no recording or erasing capability. The original will be stored in a vault, along with a master copy. Each of the listening stations used by stenographers, archivists, and lawyers during the processing of the duplicate tapes will have the "record" switch on all taping equipment physically deactivated so that no information can be erased from a tape.

# SCHEDULE OF PROCESSING AND ACCESS TO THE WHITE HOUSE TAPES

THREE YEAR INITIAL PROCESSING PERIOD

(All tapes)



F. Costs and  
Appropriation Requirements

## COSTS AND APPROPRIATIONS REQUIREMENTS

GSA has developed the attached cost estimates on a very preliminary basis. Calculations were based upon estimates developed for processing the materials as proposed in the regulations, and on certain assumptions with respect to the timing of full implementation of the Act. The cost estimates have not been submitted to the Office of Management and Budget.

During the next several months, while the proposed regulations are being reviewed by the Congress, additional studies will be made to further refine funding requirements. The revised estimates will then be submitted to OMB and the Congress with request for an appropriation. In order to expedite complete implementation of the Act, and to provide maximum flexibility in preparing materials for public access, a "no-year" appropriation may be sought.

The cost estimates presented here include unusual one-time start-up costs as well as anticipated operating costs for a projected 3-1/2 year period.

During an anticipated six-month "start-up" period, unusual, heavy costs will be incurred for:

- Renovation of the Washington National Records Center at Suitland, Maryland to provide necessary security, storage and processing areas for the materials and public access areas for researchers.
- Purchase, installation and testing of equipment and supplies for processing of tape-recorded conversations.



- Obtaining essential security clearances for personnel.
- Hiring, training and organizing personnel necessary to implement the Act.

Following the six-month start-up period, the cost estimates reflect a three-year operating phase during which most of the important papers and the White House tapes will be processed and made available to the public. Thus, most materials relating to "abuse of power" will be made available during the period covered by the estimates.

An Administrative Control Unit has already been established to assist the Special Prosecutor and others in complying with regulations and court orders which are currently in effect. This unit is not engaged in archival processing but insures that access to the materials under existing court orders and Section 102 of the Act is properly administered. It is anticipated that the Administrative Unit will continue to be necessary for about 18 months beyond the time when materials processing begins.

After experience has been gained with respect to materials processing costs, depository activity, and work remaining to be accomplished, GSA intends to submit subsequent appropriations requests for ongoing activities through the regular annual budget process under the appropriation for the National Archives and Records Service.

## ESTIMATED COSTS TO PROVIDE PUBLIC ACCESS

### START-UP AND THREE YEARS OPERATIONS

White House Tapes Processing	\$1,663,800
Papers Processing	1,641,500
Administrative Control Unit	105,300
Gifts and Audio-Visual Processing	220,800
Presidential Materials Review Board	145,500
Special Archivist's Office	562,100
	<hr/>
Subtotal	4,339,000
Start-Up	1,348,700
	<hr/>
Subtotal	5,687,700
Estimated Inflation and Contingency (7 percent per year for inflation and 4 percent for contingency)	1,421,900
	<hr/>
Total	<u>\$7,109,600</u>

## PERSONNEL REQUIREMENTS

	<u>Number of Employees</u>
White House Tapes Processing	40
Papers Processing	41
Administrative Control Unit	5
Gifts and Audio-Visual Processing	5
Presidential Materials Review Board	2
Special Archivist's Office	10
	<hr/>
Total	<u>103</u>

START-UP COSTS

Renovation of Suitland Building	\$ 335,000
Reproduction of White House Tapes: Equipment, Technicians and Reels of Tape	333,900
Administrative Equipment: Desks, Chairs, Typewriters, Etc.	87,000
Archival Supplies: Boxes, Folders	58,000
Security Clearances for Personnel	66,900
Other Start-Up Costs:	
Salaries/Benefits	430,000
Consultants	12,500
Communications	7,300
Travel	2,700
Printing and Reproduction	3,000
Move Materials From Washington, D.C. to Suitland, Maryland	12,400
 Total	 <u><u>\$1,348,700</u></u>

PRESERVATION OF PRESIDENTIAL RECORDINGS AND MATERIALS

	<u>White House Tapes Processing</u>	<u>Papers Processing</u>	<u>Administrative Control Unit</u>	<u>Gifts, Audio-Visual Processing</u>	<u>Presidential Materials Review Board</u>	<u>Special Archivist's Office</u>	<u>Total</u>
Salaries/Benefits	\$1,500,900	\$1,518,900	\$ 89,700	\$196,200	\$ 78,000	\$543,900	\$3,927,600
Consultants	18,000	-0-	3,000	13,500	40,000	-0-	74,500
Security Clearances	20,400	20,400	2,100	2,100	4,200	4,100	53,300
Travel	4,500	3,000	1,500	-0-	21,500	9,000	39,500
Administrative Equipment	54,000	43,200	-0-	-0-	-0-	-0-	97,200
Office Supplies	7,200	6,300	2,000	900	300	600	17,300
Communications	28,800	29,700	1,500	3,600	1,500	3,000	68,100
Printing and Reproduction	30,000	20,000	5,500	4,500	-0-	1,500	61,500
 Total	 <u>\$1,663,800</u>	 <u>\$1,641,500</u>	 <u>\$105,300</u>	 <u>\$220,800</u>	 <u>\$145,500</u>	 <u>\$562,100</u>	 <u>\$4,339,000</u>

## CALCULATION OF NUMBER OF REQUIRED TAPES

The cost of blank reels of tape required for duplicating tapes probably was not a significant budget item for either the Office of the Special Prosecutor or the House Committee on the Judiciary since only a very small percentage of the tapes were reproduced. This cost does, however, represent a considerable expense to GSA since all of the estimated 880 reels of tapes must be duplicated for both processing and public access purposes.

For processing, the tapes must be increased in speed four times. Therefore, any reproduction of a set of tapes results in producing 3,520 tapes (880 x 4). This is based on reproducing and utilizing only one side of tape. However, it is possible to use both sides of the tape, and thus cut the volume of tapes per set required in half (880 x 4 x 1/2 = 1,760).

### TAPES REQUIRED FOR SAFEKEEPING, PROCESSING AND PUBLIC REFERENCE

The tapes used for archival processing and safekeeping will be recorded on only one side. One set will be stored in the vault and two sets will be used for processing.

3 sets x 3,520 = 10,560 reels of tape

An additional two sets of tape will be required which contains "private or personal" and not of general historical significance information. One set will be returned to Mr. Nixon; the other set will be retained by GSA.

2 sets x 3,520 = 7,040 reels of tape

Two master copies of the public reference tapes will also be retained; one for safekeeping and one for duplicating new copies.

2 sets x 3,520 = 7,040 reels of tape

7 sets x 3,520 = 24,640 reels of tape

In addition, complete sets of the public reference tapes will be made for the following locations:

5 sets for Washington (Suitland)	5
1 set for 11 major cities	<u>11</u>
Total sets	<u>16</u>

Each of these public reference tapes can be recorded on both sides.

16 sets x 1,760 = 28,160 reels of tape

#### SUMMARY

The total tape requirement is summarized below:

Processing:	7 sets x 3,520 = 24,640 reels of tape
(one side)	
Public	
Reference:	16 sets x 1,760 = 28,160 reels of tape
(two sides)	
Total	<u>52,800</u> reels of tape

## REPRODUCTION OF WHITE HOUSE TAPES

### Equipment

One tape duplicating machine and one playback duplicator		\$ 14,000
Listening stations:		
For tape processing:	37	
For Review Board	3	
	<u>40</u>	
	@ \$1,360 ea.	54,400
Listening stations for public:		
In Washington (Suitland)	10	
Two each in 11 major cities	22	
	<u>32</u>	
	@ \$450 ea.	<u>14,400</u>
Subtotal		82,800

### Tapes

24,640 tapes @ \$4.25 (processing)	104,800
28,160 tapes @ \$4.25 (public reference)	<u>119,700</u>
Subtotal	224,500
Labor (technicians) to produce tapes	<u>26,600</u>
Total	<u><u>\$333,900</u></u>



RENOVATION OF WASHINGTON NATIONAL RECORDS CENTER  
SUITLAND, MARYLAND

	<u>Cost</u>
1. Ceiling Systems	\$ 38,400
2. Partition Systems	23,000
3. Floor Systems	18,000
4. Fire Prevention, Temperature and Humidity Control	72,000
5. Electrical Systems	50,600
6. Security and Vault System	98,000
7. Material Relocation	35,000
	<hr/>
Total Estimated Cost	\$335,000