SPECIAL SESSION, March, 1859. } SENATE. { MIS. DOC. No. 2.

REPORT

OF THE

SECRETARY OF THE SENATE AND CLERK OF THE HOUSE OF REPRESENTATIVES

COMMUNICATING

A copy of the contract with Messrs. Gales & Seaton for the publication of the continuation of the American State Papers, and showing the progress made in the execution of that work.

JANUARY 27, 1859.—Referred to the Committee on Printing.
MARCH 9, 1859.—Ordered to be printed.

CAPITOL OF THE UNITED STATES,
January 27, 1859.

To the honorable the Senate and House of Representatives of the United States:

The undersigned have the honor to report to Congress that in obedience to the nineteenth section of the "Act making appropriations for sundry civil expenses of the government for the year ending the 30th of June, eighteen hundred and fifty-nine," approved the 12th of June last, directing a continuance of the "compilation of congressional documents published by Congress under the name of the American State Papers, in the same manner as the first series," &c., a contract was entered into by the Secretary of the Senate and Clerk of the House of Representatives with the publishers, Messrs. Gales and Seaton, on the 30th of June last, a copy of which is annexed. It will be seen that the price to be paid is within the limits prescribed by the act.

The necessary directions were immediately given in the offices of the Secretary of the Senate and Clerk of the House of Representatives for prosecuting the work, the special superintendence of which was confided to the chief clerks. The accompanying report of those officers shows the steps taken to secure its faithful execution, and the progress thus far made in it. The preparation of the work was necessarily confined to the clerks in the two offices, there being no

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authority to employ others. But this course was, for other reasons, most advisable, as these gentlemen were familiar with the documents, and their official position was a guaranty of their fidelity and for the safekeeping of the archives of the two Houses to be used in the compilation.

A bound copy of the work, so far as finished, consisting of one volume (the fourth) of the series of finances, and one volume, (the fifth) of the series of foreign relations, accompanies this report. It will be seen that in respect to paper, printing, and binding, these volumes are superior to those of the first series.

All of which is respectfully submitted.

ASBURY DICKINS,
Secretary of the Senate.
J. C. ALLEN,
Clerk of the House of Representatives.

UNITED STATES CAPITOL,
Washington, January 25, 1859.

GENTLEMEN: In conformity with your order of the 19th of June last we proceeded on that day to make preparations for the execution of the 19th section of the "Act making appropriations for sundry civil expenses of the government for the year ending the 30th of June, 1859," approved on the 12th of June last, directing a continuation of the "compilation of the congressional documents published by Congress under the name of the American State Papers, in the same manner as the first series thereof."

The contract directed by the law having been made by the Secretary and clerk with Messrs. Gales & Seaton, the publishers of the work, on the 30th of June, a copy of which accompanies this report, marked A, instructions were prepared for the printers who were to be employed on the work, a copy of which, marked B, also accompanies this report.

A general plan for the execution of the work was then submitted and approved, as embraced in the arrangement explained in this report.

It was necessary that accurate and complete lists of all important documents communicated to the two houses of Congress should be made from the Journals of the two houses, by persons of experience and intelligence in the offices of Secretary and Clerk, respectively, and instructions were prepared for those who were to be designated to make those lists, a copy of which accompanies this report, marked C. This work was assigned to Messrs. McDonald, Price, and Page, on the part of the Secretary's office, and to Messrs. Barclay and Buck on the part of the Clerk's office, and they were employed upon it from the 19th of July to the 30th of November last; the first three named having completed the lists from the legislative Journals of the

Senate from the 3d of December, 1833, to the 31st of August, 1852, and the two last named having completed the lists from the House Journals from the 3d of December, 1833, to the 3d of March, 1841. Mr. Benson was also employed in making a list of documents communicated to the Senate in executive session from the 24th of December, 1821, to the 1st of January, 1845, up to which time the injunction of secrecy was removed from them for the purpose. He was engaged on this work from the 19th of July to the 19th of August last.

The proper books were procured for each of the ten classes into which these State Papers are divided. In these books a particular list of all the State Papers that may be selected for the work will be recorded, together with a reference to the books or files from which they may be taken, in order that they may be replaced when returned from the printer.

With a view of securing a judicious, consistent, and systematic performance of our own duty in the selection of the documents and compilation or editing of the work, we adopted the principles laid down in the accompanying memoranda, marked D. From this it will be perceived that a rule is laid down which, if faithfully carried out, will insure the introduction of such documents alone as may be of public value and national importance, and the exclusion of all matter of a temporary or partial character, which would produce great bulk and onerous expense without a corresponding public benefit. This view is consonant with the general plan adopted in the compilation of the first series of these State Papers, consisting of twenty-one folio volumes, as known to one of us, whose duty it was to have a large share in the selection and compilation of that first series. The examination and selection of documents upon this principle was commenced as soon after the adjournment of the last session of Congress as the books and papers could be properly arranged, and the proper books prepared to receive the lists and necessary memoranda of the State Papers to be selected for the ten different classes into which this work was divided by the first series.

Our attention was first directed to the selection of documents to form a fourth volume on Finance, there being three volumes of that class in the first series. As soon as the printers announced their being prepared to commence the work they were supplied with copy for that volume, which was completed in December last. Mr. Fitzpatrick, of the Secretary's office, was designated to prepare an index and table of contents for this volume. He received the first copy for this purpose on the 11th of September, and delivered his work on the 16th of December, 1858.

Documents sufficient to complete the volume on Finance having been furnished to the printer, copy was then selected and furnished to the printer for a fifth volume on Foreign Relations, there being four volumes of that class in the first series. This fifth volume was completed by the printer before the volume on Finance, and Mr. Bailey, of the Clerk's office, having been designated to prepare the index and table of contents, copy was placed in his hands for this purpose on the 3d of October, and he delivered his work on the 3d of December last.

A considerable portion of other copy for another volume on Finance, and also for another volume on Foreign Relations, had been prepared and sent to the printer, when our further progress was arrested by the arrival of the time for the commencement of the present session of Congress, when our regular duties demanded our undivided attention.

General instructions for making the indexes and tables of contents for the volumes of State Papers were prepared, and have been, as they will continue to be, furnished to each person who may be charged with the preparation of them. A copy of these instructions accompanies this report, marked E.

The volume on Finance, and that on Foreign Relations, above referred to having been completed, a copy of each, executed and bound according to the contract, which have been furnished to us by the publishers, accompany this report. These exhibit the manner in which the work has so far progressed, the materials used, and the style of its execution, which will be found, in every respect, superior to those of the first series.

This report, with the accompanying papers and volumes, present a view of the principles and plan upon which this work has thus far proceeded.

An unremitting attention and labor, during the entire late recess, was necessary to effect what has been done in obedience to the act of Congress of the last session, and the work is now in a condition to be proceeded with regularly and vigorously in the future, until completed according to the intentions of Congress.

The persons engaged in this work during the late recess have received no compensation for it, there being no provision in the law for making such compensation.

For similar responsibility and labor in the preparation of the documents for the first series of these State Papers, consisting of twenty-one volumes, compensation was made to every person engaged upon it; but, under the present state and condition of things, no compensation can be made for the selection, compilation, and execution of the work of preparing these documents to be printed by the publishers, unless by an express or special provision by law, which will, of course, entirely depend upon the pleasure of Congress.

Very respectfully, your obedient servants,

W. HICKEY, *Chief Clerk*
Office of Secretary of the Senate.
JNO. F. CARTER, *Chief Clerk*
Office of Clerk of the House of Representatives.

ASBURY DICKINS,
Secretary of the Senate.
JAMES C. ALLEN,
Clerk of the House of Representatives.

A.

These articles of agreement, made and entered into this thirtieth day of June, in the year eighteen hundred and fifty-eight, by and between Asbury Dickins, Secretary of the Senate, and James C. Allen, Clerk of the House of Representatives, of the first part, and Joseph Gales and William W. Seaton, doing business under the name, style, and firm of Gales & Seaton, of the second part.

Whereas, by the nineteenth section of the act of Congress entitled "An act making appropriations for sundry civil expenses of the government for the year ending the 30th of June, 1859"—which is in the following words, to wit: "*And be it further enacted*, That the Secretary of the Senate and Clerk of the House of Representatives be, and they are hereby, directed to continue, down to the fourth of March, eighteen hundred and fifty-nine, the compilation of the congressional documents published by Congress under the name of the "American State Papers," in the same manner as the first series thereof, under the act of Congress of March second, eighteen hundred and thirty-one, and the joint resolution of Congress of March second, eighteen hundred and thirty-three, and with the same particular index to the work. And the said Secretary and Clerk are hereby directed to contract with Gales & Seaton, the publishers of the first series thereof, for the publishing the same, not to exceed two thousand copies in number, at a price per volume not exceeding that paid for the first series, to be delivered to the Secretary of the Interior as the same may be published; and the said Secretary of the Interior shall place three hundred copies in the Department of State for its use and for exchange with foreign governments, and seven hundred copies in his own department for distribution to public libraries in the several States and Territories, and hold the residue of the copies in his custody subject to the future direction of Congress: *Provided*, That the prices or rates to be paid for the printing of this work shall not exceed those paid at present for the printing of the documents of Congress, including paper and binding, having regard to the quality and value of the materials used and work done: *Provided*, That the cost of the publication shall not exceed three hundred and forty thousand dollars, and that not more than twenty-five thousand dollars shall be required for the purpose during the next fiscal year"—the Secretary of the Senate and Clerk of the House of Representatives are authorized and empowered to make a contract with Gales & Seaton for the publication of the compilation of congressional documents, which they, by said section of said act, are directed to make, and acting under and by virtue of said authority, have contracted with said Gales & Seaton, as hereinafter set forth.

Now, these articles of agreement witness that said Gales & Seaton, for and in consideration of the prices hereinafter agreed to be paid therefor, do hereby agree and bind themselves to print, bind, and publish two thousand copies of the compilation of congressional documents which said Secretary and said Clerk are by the said section of said act directed to make promptly and with despatch, as the same

is furnished to them, in the best and most workmanlike manner, with the best type (long primer for plain matter, and nonpareil for rule work) and ink, and upon paper of a pure white color, of the best quality, and equal in weight to the best now used in printing congressional documents, of not less than twenty-eight pounds to the ream, and measuring seventeen by twenty-seven inches. The volumes of said compilation to contain on an average nine hundred pages, and be bound in such manner as said Secretary of the Senate and said Clerk of the House of Representatives may hereafter direct, and to furnish all materials necessary therefor. And said Gales & Seaton do also agree to return, in good order and condition, so soon as they shall have done using the same, all manuscripts, documents, and original papers which shall be furnished to them from time to time to enable them to execute said work, and do also agree to deliver said work to the Secretary of the Interior as the same may be completed. And the said Secretary of the Senate and said Clerk of the House of Representatives, representing and acting for the United States of America, under and by virtue of said 19th section of said act, approved June 12, 1858, do hereby agree that said Gales & Seaton shall receive as compensation for said work and materials, to be done and contained about and in said two thousand copies of said compilation, the prices and at the rates following, to wit: for binding, the sum of one dollar and fifty cents the volume; for composition, three dollars and twelve and a half cents per page for plain matter, and eight dollars and thirty-one cents for rule and figure work; for presswork, folding, and gathering, two dollars and eight cents per page for the entire edition; for drying and pressing, twenty-five cents per ream; for paper, (four hundred and ninety-four reams being allowed per volume of entire edition, including wastage,) five dollars per ream; the same to be paid as the work is delivered, and in proportion thereto. It being understood and agreed, however, that not more than twenty-five thousand dollars shall be paid on account thereof during the next fiscal year. And whereas it is doubtful of what number of volumes said compilation will consist, it is hereby provided that if there should be more than thirty-four volumes of the same, that nothing herein contained shall be taken and construed as to bind the United States of America to pay to said Gales & Seaton more than the sum of three hundred and forty thousand dollars for publishing the same, as hereinbefore contracted for.

In testimony whereof, the parties hereto have hereunto set their hands and affixed their seals on the day and year first mentioned.

ASBURY DICKINS. [SEAL.]
J. C. ALLEN. [SEAL.]
JO. GALES. [SEAL.]
W. W. SEATON. [SEAL.]

It is expressly understood that the payments mentioned in said contract as agreed to be made as the work is delivered are dependent on appropriations by Congress.

GALES & SEATON.

B.

Instructions for the printer with reference to the copy sent for the compilation of State Papers, directed to be printed by the 19*th section of the act of Congress of the* 12*th of June,* 1858.

The copy sent will be either original manuscript from the files of the two houses or printed documents.

Accompanying the copy sent will be an abstract or copy of the heading of every document, with numbers corresponding with the numbers placed with red ink, on the documents to be printed.

Title pages that may accompany printed session documents are to be omitted, the only title for each document being that to be found on the abstract. The numbering and paging of these, as documents of the different sessions when printed, are, of course, to be omitted, as each document will have a new number as stated, and new paging, as belonging to the volume of State Papers of the class or series in which it may be taken.

Should there arise, in the composition or reading of proof of any document where printed copy may be sent, any doubt as to the accuracy of the copy sent, the original manuscript, if on file in the Capitol, will be sent to the foreman to read proof by on application to the officers having the direction of the work.

When proof shall have been read and revised the copy shall be tied up carefully, so as to show its number on the outside, and returned (so as to prevent its accumulation in the printing office) at least once in every week while the work is progressing.

When the matter is ready for the press the two first copies of each sheet or signature stricken off must be sent to the officers having the direction of the work; one of which copies is required by them in the execution of their duty of selecting or compiling the work, so as to avoid duplicating documents, and the other copy to be placed in the hands of the person having the index to make, so that the index may progress with the printing of each volume.

These copies are also required by these officers to enable them to anticipate, in their arrangements, the completion of each volume and the beginning of another.

In the execution of a work of the magnitude of this compilation it is of the utmost importance that every means be taken to prevent its being spread over more surface than may be absolutely necessary to include the matter which may be considered proper to be printed, and hence the necessity of arranging the printing in close consecutive order and leaving no blanks where it can possibly be avoided. The heading and dates of letters and reports to occupy one line, the address or direction one line, and the closing compliment and signature one line and no more. Using small type—close brevier or nonpareil—in all notes and in tables, and so arranging the tables, either by the length or breadth of the page, as may make it most compact, and by which the most matter may be taken in every page, more especially

in the long and voluminous tables, many of which must necessarily be taken into this work on account of their statistical importance and national character. Any other or more diffusive view would defeat the essential purpose and design of this compilation.

CAPITOL UNITED STATES, *July* 3, 1858.

C.

Instructions for making the abstracts or lists from the Journals.

The first work to be done in preparing for the compilation is to make abstracts or lists of such entries in the Journals of the two Houses as will show all the documents of importance communicated to those Houses, the day on which each may have been so communicated, and the page of the journal where the same may be found.

These abstracts or lists will embrace—

All messages from the President of the United States.

All reports from the several executive departments and offices or bureaus of the government.

All communications from State legislatures or territorial governments.

All reports of committees made in either House of Congress, embracing the views of minorities.

All important documents submitted in either House relating to the public affairs or business.

Memorials, remonstrances, or statements upon general public subjects and not confined to private claims, unless connected with international or general subjects.

Miscellaneous documents or papers not embraced under either of the precedihg heads where the matter or subject treated of may be of a general public character.

These lists are intended to embrace, and should embrace, all the congressional documents from which the selection of documents to be included in the compilation of State papers is to be made. These lists should, therefore, be faithfully made, and when so made will form a proper basis of the work of compilation.

D.

Instructions for the selection and compilation of the Congressional documents or State papers, in continuation of the twenty-one folio volumes of State Papers printed by Messrs. Gales & Seaton.

To be included when deemed important and proper to be preserved:

Messages from the President of the United States, and documents communicated therewith.

Reports and communications from the heads of departments, and from the several bureaus and offices of the government, containing statistical and other matter.

Communications from State and Territorial legislatures or governments.

Reports of committee of the two Houses of Congress, deemed important as establishing, explaining, or maintaining important principles, as precedents, &c.

Other miscellaneous documents communicated to Congress, not coming under either of the foregoing heads, but considered important to be included as State Papers.

In the selection of these papers the exercise of sound judgment and much discrimination, with a close attention to the intrinsic value of each document or paper, is absolutly necessary.

While a large amount of matter is rejected on account of being of temporary or merely of personal import, yet all documents of this character are not excluded, since many of them establish precedents and elucidate principles which may be important as references.

In general, the annual messages from the President, and reports from the executive departments, embracing accounts of all the operations of the government during the year, and containing much tabular and other matter containing statistical information, will be taken in this collection.

Other papers and documents coming from the same sources, on special subjects, will be judged of according to their nature and value.

Communications from State or Territorial legislatures, whether as resolutions or memorials, or in any other form, will be included in this collection according to their nature and class.

Reports of committees on general subjects, or of a general or public character will be taken in, together with such documents or papers as may be referred to therein, and be necessary to complete them.

Reports on private land claims will be taken in.

Reports on private claims other than on lands will be judged of according to their nature, should they contain any new principles, or discuss any disputed points in the laws or practice of the government, or be clear and conclusive in the elucidation or settlement of questions arising out of the laws, or treaties with foreign governments, or with the Indian tribes, they will be included in this collection.

With regard to miscellanous documents, or such as may not come under either of the preceding heads, a sound and discriminating judgment must be exercised, so as to exclude nothing that may be important in the congressional statistics or documentary history of the country, nor include anything which would merely increase the size or bulk of the work without adding to its general utility or to its intrinsic value.

Exceptions of annual and other documents not to be selected for this compilation.

Annual accounts of the Treasurer of the United States being a mere personal account of warrants received, and warrants paid by him, and quite voluminous in bulk and so vague in terms as to be unsuited to occupy so much space as they would necessarily do in this compilation; besides the aggregates of these receipts and expenditures being contained in the annual reports on the finances, are all that is required in the consideration of the financial statistics. These annual accounts are therefore excluded from this compilation.

Annual statement of estimates of appropriations from the treasury department being temporary and even necessarily conjectural in their character, the appropriations actually made from year to year, and the account of expenditures made under them being all that is practically useful after the particular session or year for which such estimates are made, these annual statements of estimates are therefore excluded, unless some material matter of this nature may relate to the general principles and bases upon which these annual estimates are made. Such will be included.

Letter from Comptroller with list of balances on books of Second Auditor, (omitted.)

Letter Secretary Treasury relative to bonds taken for duties on imports, (omitted.)

Letter from Postmaster General, list of unproductive post routes, (omitted.)

Letter from Secretary of State, annual list of patents issued, (omitted.)

Letter Secretary Navy, annual abstract of contingent expenses of the Navy, (omitted.)

Letter Secretary War, annual expenditures for contingent expenses military establishment, (omitted.)

Letter Secretary Treasury, annual estimates of appropriations, (omitted.)

Letters from the several departments (annual) with names of clerks, &c., (omitted.)

Letter from Postmaster General with annual statement of mail routes, expenses, &c., (omitted.)

Letter from Secretary of War with annual statement of licenses to trade with Indians, (omitted.)

Letter from Secretary of War with annual statement of contracts by War Department, (omitted.)

Letter from Secretary Treasury, annual statement miscellaneous claims, contracts, oil, light-houses, beacons, buoys, &c., contracts collectors and expenses, sick and disabled seamen, (omitted.)

Letter from Secretary War, annual statement of appropriations, expenditures, and balances, (omitted.)

Letter from Secretary Navy, annual statement of appropriations, expenditures, and balances, (omitted.)

Letter Secretary Treasury, annual affairs banks in District of Columbia, (omitted.)

Letter Secretary Treasury relative to cases of losses on bonds for duties, (omitted.)

Letter Postmaster General with annual list of contracts made by that department, (omitted.)

Annual report president and directors Washington Canal Company, (omitted.)

Letter from Comptroller of the Treasury with list of balances on the books of the revenue unsettled more than three years, (omitted.)

Letter Secretary State, annual return of American seamen, &c., (omitted.)

Letter Secretary Treasury, annual abstract official emoluments of the officers of the customs, (omitted.)

Letter Secretary Treasury, annual report Fourth Auditor, list of balances standing on his books, (omitted.)

Letter of Secretary of State with annual statement of passengers or emigrants arriving in the several ports of the United States, (omitted.)

Letter Comptroller of the Treasury, officers who did not render accounts within the year, accounts unsettled, or balances due more than three years, moneys advanced prior to March 3, 1809, and not accounted for on books of the Third Auditor, &c., (omitted.)

Letter Postmaster General with statement of the net amount of postage of each post office, in each State, in the year ending, &c., &c., (omitted.)

Letter Secretary of the Navy, annual abstract of contracts made by the Commissioners of the Navy, (omitted.)

Letter Secretary of the Treasury with list of balances due by Receivers of Public moneys, &c., (omitted.)

Letter Secretary of the Treasury with statement of sums paid by Registers and Receivers of Public Moneys, for clerks, office rent, &c., &c., (omitted.)

Besides these there are others which it was considered unnecessary to enumerate.

(With regard to some of these annual statements, "omitted," it is reserved for consideration, whether a general compact statement embracing all for a series of years, in tabular form, of several of these items, would not be prepared at the conclusion of the series to which they belong, should it not be found to have been done officially in some subsequent report, and thus condensed and abbreviated.)

D.

Preparation of the selected documents to be sent to the printer.

When documents for one session have been selected in the manner described on the foregoing pages, they will be placed in the hands of those officers who may be charged with their preparation for the press.

In the first place, an examination must be made where a document

may have been communicated at a previous session or period to ascertain whether it had not been previously taken in the compilation, as a repetition or duplication of the same document in the work is inadmissible and must be avoided; but where it has been found necessary to communicate the same document to either House, or to both Houses, more than once, it will be omitted after one insertion, and notes will be made in connexion with the message or report made after the first communication, should it be considered proper to make such reference, showing the volume and page or the number of document in the series where it was first communicated, and where it will be found.

In the second place, every document that may be selected for insertion must be critically examined, to ascertain whether it be perfect or complete, embracing every document or paper intended to have been communicated with it, and necessary to present a full view of the subject matter treated of in the document selected. Should any deficiencies be found, they must be supplied, if practicable, from the files of the two Houses of Congress, or from the files and archives of the executive departments and offices of the government; and if they cannot be supplied, the fact must be stated to the officers in charge of the selection and direction of the work.

Every document found to be complete and correct will be arranged in strict chronological order, and will receive its number in the class to which it may belong, corresponding with such chronological order. It will receive its proper heading to take its place in the printed volume of its class, and will be entered in the register of documents prepared and sent to the printers of the work.

E.

Instructions for preparing the indexes of the several volumes of Congressional documents or State papers, viz:

As soon as each sheet of the printing of any volume has been struck off, two spare or extra copies of it, to be used in the compilation of the work, shall be sent to the officers in charge of the work, one of which copies shall be kept by them to regulate the selection and to avoid repeating or duplicating documents, and the other copy shall be placed in the hands of the person who is to prepare the index of the volume to which such printed sheet may belong.

The indexes contained in the twenty-one volumes already printed are not to be taken in all cases as models for imitation in making indexes for the new volumes now to be printed, as some of them are meager and imperfect. They may serve in some cases, however, to enable the person undertaking to make one of the new indexes, to block out the framework of the index. That is to say, by looking over the old indexes of the volumes of the same class he may be employed upon, he may discover under each letter of the alphabet the subjects or matters most referred to, and arrange the compilation of the index

so as to avoid errors and omissions, and to proceed with it in such manner as to render the alliteration of the index when the compilation of it is finished more easy and complete.

In the indexing of each document in the book several points will demand unavoidable attention and faithful notice, to wit:

1. The descriptive title of the document, and the general class of documents to which it may belong, such as messages of the President, reports of the Secretary of State and of each of the other departments, and sub-departments, bureaus or offices of the executive part of the government; communications from State or Territorial governments; reports from the several committees of the two Houses of Congress, miscellaneous sources, &c.

2. The main or general subject matter of each document, and of every distinct and separate subject matter referred to and treated of in such document, and every separate subject contained in communications, papers, and tabular statements accompanying such document, to be placed and arranged under its appropriate head, and in chronological order.

3. Where a document or subject may be known and referred to by several synonymous names, or terms, all the references coming under it may be placed under the most common or usual term, and one entry made of each of the other terms under the proper letters, referring to that head under which the documents may all be placed, will be sufficient, and will avoid increasing the bulk of the index by repeated references to the same document or subject matter under the various heads by either of which it may be known.

4. When through the compilation of the index, a careful revision of its construction will be necessary, and a final arrangement of the general heads, together with a critical and complete alliteration of every item, so as to bring the whole under a strictly alphabetical and chronological series, will also be indispensably necessary. Each index, when completed, will be submitted to the officers having charge of the direction of the work, for their examination and approval before being sent to the printer.

Tables of contents.

A table of contents will also be prepared by the person making the index for each volume, to be placed at the beginning of the volume. This will show the sources from which the documents may emanate, and a brief description of every document coming from such source under its proper head, and in chronological order.

In addition to the above directions, should any doubt or difficulty arise in the progress of the work, as to the arrangement or manner of proceeding in the execution or compilation of either of the indexes, a timely reference to the officers having the direction of the work may save much trouble in their final examination and judgment upon the form and substance of its execution, and render a reconstruction of it unnecessary.