ARCHIVES AND ADMINISTRATIVE CHANGE
Some Methods and Approaches (Part I)

by P. J. SCOTT and G. FINLAY

A S ARCHIVISTS we regard *respect des fonds* as one of our cardinal principles of arrangement. By this we accept that records and archives derive much of their meaning and value from the administrative (or other) context in which they were originally created; furthermore we maintain that preservation of the association between archives and their original historic context is vital to a full and proper understanding of the evidence and information which they contain. Our difficulty in accomplishing this task has been considerably increased in recent times by the accelerated tempo of change, which has affected the stability of so many administrative bodies. Where once there was a relatively fixed basis for archival work, at least for a period of years, there is now almost constant change and fluidity.

The Australian Archives and its predecessors[1] have had to cope for some years[2] with the archival problems arising from the many types of administrative change in the Commonwealth Government—short-lived agencies with longer-lived series being the most obvious. We have had to learn to live with administrative change and to adapt our control systems and finding aids accordingly.[3] Our principal concern has been for the well-being of records affected by administrative changes. All too often in the past we have been presented with the 'wreckage' caused by such events—disordered, dismembered and dislocated filing systems; misplaced, destroyed or re-numbered files; chaotic and re-arranged records—effects which seriously impair reference to important and valuable archives. We have seen the need to become involved in the process of administrative change, and to offer advice to government agencies on appropriate measures to be followed, with the aim of attempting to mitigate the dangers to which the good order and condition of records are subject at such times and of preserving the reference potential of records in both the short and long term.

The following remarks are designed to give a brief outline of ways in which the Australian Archives has adapted to administrative change and of some methods and approaches which have been developed over a period of years through the efforts of many members of staff.

Measuring the Rate of Administrative Change

Although it has been obvious that the tempo of administrative change in the Commonwealth Government accelerated to unprecedented levels in the period 1972-1976, no measure of the rate of change had been developed prior to 1974. Even now an overall measurement is still to come, probably with components such as the number of government agencies[4] created and abolished in any one year and the number of other changes such as transfers of functions between agencies. These would all need to be weighted according to the importance of the agency concerned (for example, ministerial department or statutory authority; central, regional or local office[5]) and the

significance of the change (for example, change of name; movement of a whole agency from one ministerial department to another; complete abolition with dispersal of functions to another Commonwealth agency; dispersal of functions to another government).

One simple measurement which none the less appears indicative of the rate of change is a count of the number of changes at the level of department of state (i.e. ministerial portfolio). In 1974, P. J. Scott prepared a summary of the number of changes in departments for each five year period since 1901, a revision of which is at Table 1.[6] The rate of change may also be graphically illustrated, as in Figure I, on which is plotted for comparison the total number of departments in existence at the end of each year.

TABLE 1

Rate of Change of Commonwealth Departments of State

Period	Number of Changes (creations, abolitions)	Average Rate of Change (departments per year)	Total Number of Departments as at end of period
1901-1905	7	1.4	7
1906-1910	0	0	7
1911-1915	2	0.4	9
1916-1920	5	1.0	10
1921-1925	6	1.2	12
1926-1930	10	2.0	14
1931-1935	6	1.2	12
1936-1940	16	3.2	20
1941-1945	17	3.4	27
1946-1950	14	2.8	23
1951-1955	7	1.4	24
1956-1960	6	1.2	24
1961-1965	3	0.6	25
1966-1970	6	1.2	27
1971-1975	90	18.0	25*
1976-(1977)	(14)	(7.0)	(29)

* 37 Departments in 1972-73.

These figures, although somewhat unrefined, confirm our general perceptions—an increasing rate of change from the First World War to 1930; then a decrease reflecting the Depression; the tempo quickening with the Second World War to a high level, followed by a decline throughout the period of the Menzies Government; the rate rising again from 1966 onwards, and from 1972 to 1976 to an unprecedented level, increasing from 1.2 changes per annum in 1966-1970 to 18.0 changes per annum in 1971-1975. Using this measure, one may describe the most recent period as having a rate of change (18.0) more than *five times* the previously highest rate during the Second World War (3.4). Furthermore, the total number of changes in the five years 1971-1975 (90) is but one short of equalling the total number of changes in the preceding fifty years, 1921-1970 (91). Of the 90 changes in 1971-75, some 61 were wrought by the Whitlam government (1972-1975) and 29 were undertaken in turn by the Fraser Government in December 1975, this pointing to greater polarization of political views of administrative arrangements.

FIG.1 - COMMONWEALTH DEPARTMENTS OF STATE - RATE OF CHANGE

- - - Average rate of administrative change
── Total number of Departments of State
· · · · Average age of Departments of State
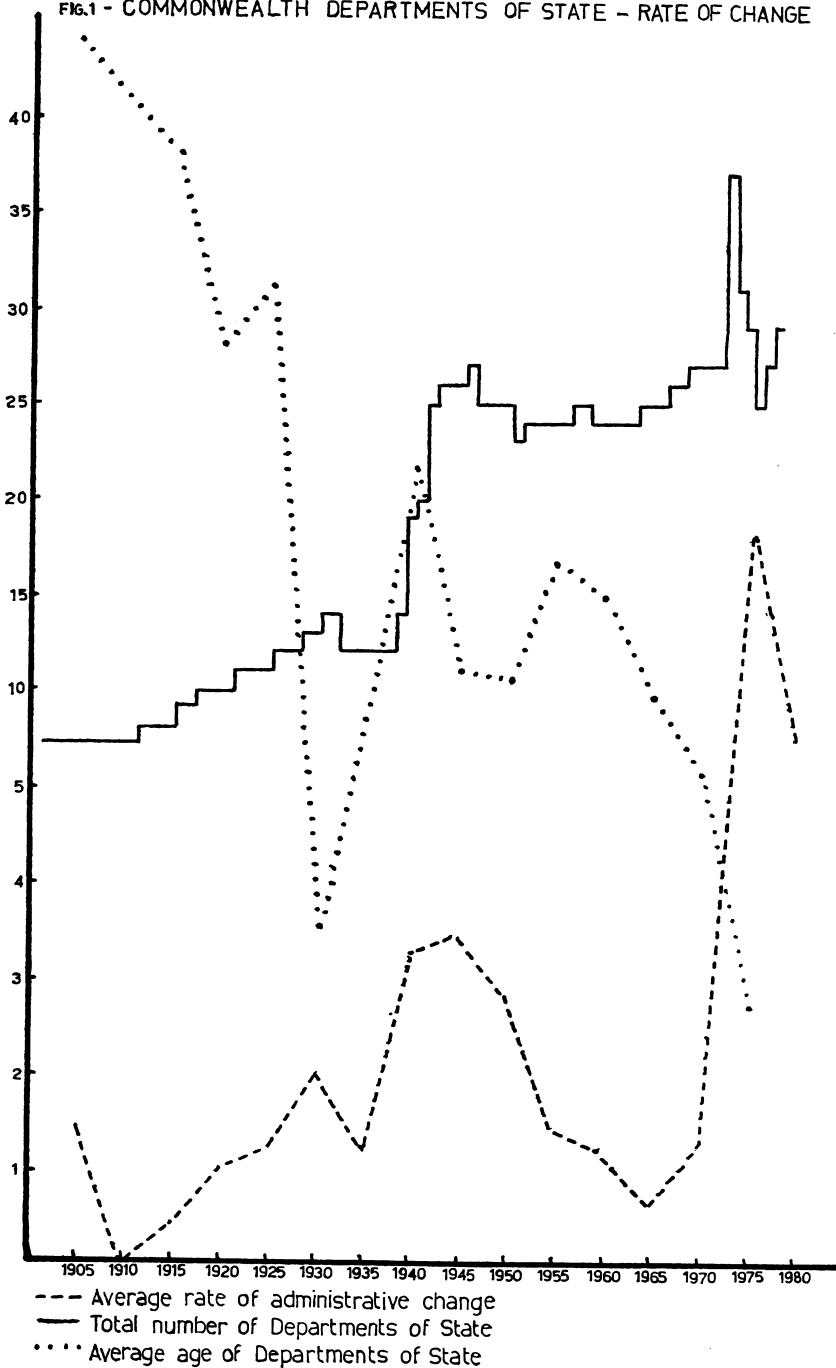
Many commentators have remarked on the phenomenal rate of change in recent years and the dislocations caused by it. In his 1975 article on *The Tragedy of Gaining Office*[7] Dr David Butler has stated:

> [A] third [hazard]: time might be lost in Government re-organization. The rewards in administrative efficiency or policy-making clarity that can come from creating new ministries take time to materialize. The short-run costs of such changes in bureaucratic dislocation are heavy. Let us suppose the Labor Government had left the departmental structure of Canberra completely unchanged and had done the best it could with the existing machine. Would more or less of its program have been achieved today?

For 1976 and 1977 under the Fraser Government, the rate of change is still a high 7.0, double the rate for the Second World War. As a result, there are now very few departments of state which have been in existence for more than three years. In a previous article in 1974[8] P. J. Scott referred to the fact that, out of a total of 29 departments, only six had been in existence prior to 1970. In 1978, out of 29 departments, only four existed prior to 1970 and a further six date from the period from 1971 to October 1975 (the date of the last changes under the Whitlam Government). The decreasing 'life-span' of departments may be judged from Table 2:

TABLE 2

Age of Commonwealth Departments, to 30 June 1978

Period	Number of Creations	Average Age (years)	Current Survivors (1978)
1901-1905	7	48.0 +	Attorney-General's, 1901 +
1906-1910	—	—	—
1911-1915	2	38.1	nil
1916-1920	3	28.0	nil
1921-1925	4	31.7 +	Health, 1921 +
1926-1930	6	3.5	nil
1931-1935	2	8.8	nil
1936-1940	12	21.7	nil
1941-1945	12	10.9 +	Defence (III), 1942 +
1946-1950	5	10.4	nil
1951-1955	4	16.7	nil
1956-1960	3	15.1	nil
1961-1965	2	9.5	nil
1966-1970	4	5.6 +	Foreign Affairs, 1970 +
1971-1975 (Oct.)	31	2.7 +	Prime Minister and Cabinet, 1971+ Aboriginal Affairs, 1972 + Capital Territory, 1972 + Education, 1972 + Social Security, 1972 + Transport (III), 1972 +

The decline in life-span of departments established after 1925 is apparent, as can also be seen on the graph (Figure 1).

Recording Administrative Changes

The relevance of administrative history to archival practice has long been recognized.[9] In Australia, the place of administrative history as part of the introductory section of inventories and guides was confirmed in the *Instructions for the Preparation of Inventories*, as adapted by a sub-committee of the Seminar on Archives Management

1954 for use in connection with the Guide to Public Archives of the Pre-Federation Period.

In the Australian Archives and its predecessors, files of administrative history source material (e.g., Government announcements, reports, press cuttings, manuals, organization charts) have been maintained. These were kept at first on a general basis by department of state and then from 1955/56 on a much more systematic basis with a separate file for each agency of Government. From 1959 onwards, much fundamental research was undertaken by Dr K. Penny and Mrs B. Ross in the compilation of 'structure of government' files (as the *agency files* were then called), and these form the foundation of our systematic recording of administrative changes in the Commonwealth Government. Wherever possible, we attempt to obtain for each government agency a copy of these instruments establishing or abolishing the agency, whether Act of Parliament, regulation, Executive Council minute (normally gazetted), Public Service Board memorandum, ministerial or departmental decision, as well as other relevant material, reports, and the like, with which the files are constantly updated. Agency files held in Canberra now total 2,583, covering government agencies both current and defunct throughout Australia. The regional offices of the Australian Archives also maintain files for agencies creating records held in the region concerned. Other approaches to administrative change include:

(1) *Administrative History Chronicle:* As an extension of systematic recording of administrative changes on agency files, Dr Penny had long conceived the idea of an 'administrative history chronicle', with source material being assembled on a regular basis and a digest of changes (or 'inventory of events') being prepared for each year. Since 1970, we have been attempting to do this, at least in part.

The basic purpose of our Chronicle is to compile a record of changes and events relating to the functions, organisations and inter-relationships of Commonwealth organisations and Government agencies. Biographical source material relating to persons of interest—for example, Federal Ministers and senior public servants—is also included. The main thrust of the Chronicle is directed to assembling material on changes and proposals for changes to Commonwealth Government agencies, including the major policy directions of the Commonwealth administration. Added to this is material of special interest to the Australian Archives (e.g., information on new record formats), information on the administrative history of Australian territories, general material relating to organisations entered in the Commonwealth Register of Organisations,[10] and major changes affecting the administrative structure of Australian States (e.g., changes in ministries). Also included is bibliographical material such as book reviews on administrative history subjects and editorial or general articles commenting on organisations, Government agencies and persons of interest.

Source material for the Chronicle includes the main daily metropolitan newspapers, Commonwealth Gazettes, Territorial Gazettes, extracts from Commonwealth Parliamentary Hansards, selected Commonwealth Government press releases, annual reports of Commonwealth Govern-

ment agencies and selected magazines and journals. Internal circulars issued within Government agencies recording changes in functions, organisations or personnel may also be included. At present the Chronicle is assembled in Canberra with some selection carried out in Australian Archives' N.S.W. and South Australian Offices. In the long term it might be possible to extend selection of local material to all regional offices and to compile a retrospective Chronicle for pre-1970 events.

From 1970 to mid-1973 the Chronicle was arranged in chronological order by date of event, with separate sequences for each organisation. Bibliographic and biographic material was arranged in alphabetical order. This earlier arrangement, selection criteria, and procedures were developed by Mr C. Hurley into a procedure for assembling the Chronicle. Then in 1973, at the suggestion of Mr M. McCarthy, that portion of the Chronicle relating to the Commonwealth of Australia was divided into General, Legislative (Parliament), Judicature and Executive, the 'Executive' sequence being divided included sub-folders for each Department of State; thus for each year the Chronicle is arranged in chronological order within each Departmental folder. While for the year 1972 the Chronicle consisted of only 36 folders, the effects of the increasing rate of administrative change were apparent in subsequent years: 1973—168 folders; 1974—140 folders; 1975—175 folders; 1976—97 folders; 1977—49 folders.

The Chronicle serves immediately as an internal current awareness service, and as a basic tool used by Archives staff to augment and develop the administrative histories and biographies which form part of our finding aids. Copies of Chronicle source material are placed on agency files, new agencies can be identified and registered, potential donors of personal archives may be identified, and Archives staff are alerted to those agencies and records likely to be affected by administrative changes. In the long term we would envisage publication of an annual digest of principal administrative changes and events, together with a bibliography of published writings on administrative history. In addition, after appropriate editing it might be possible to consider publication of the Chronicle on microfilm, particularly the years 1973-1975, which should prove invaluable for study of the Whitlam period.

(2) *Administrative Arrangements Orders:* In common with certain Australian colonies and states,[11] the Commonwealth Government since its inception in 1901 has issued a series of administrative arrangements orders, showing the functions and Acts administered by each department of State. An example of an administrative arrangements order is at Figure 2. Apparently at first issued on the authority of the Cabinet only, orders since 13 July 1906 have been approved as Executive Council minutes and promulgated in the *Commonwealth Gazette*[12] as formal instruments. There are basically two types of orders; full orders covering all departments at a particular date, and amending orders referring to changes to specific departments. Over the years, the orders have varied in the amount of detail provided.

From 1969, as part of a training project, all years of the *Gazette* from 1906 were checked for references to administrative arrangements

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Commonwealth of Australia.

ADMINISTRATIVE ARRANGEMENTS.

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Department.	Acts of Parliament administered.	Other Matters.
EXTERNAL AFFAIRS. * Whilst the Prime Minister is the Minister for External Affairs. (Sgd.) NORTHCOTE.	Pacific Islands Labourers' Act. Immigration Restriction Acts Naturalization Act. Extradition Act. Papua Act. Contract Immigrants Act.	Communications with Governor-General.* Communications with States. Executive Council Offices. External Affairs. Fisheries, Extra-territorial. High Commissioner. Consular Appointments. Immigration and Emigration. Influx of Criminals. Naturalization of Aliens. Officers of Parliament. Relations with Pacific Islands. People of Special Races. Royal Commissions, Issue of. Territories of the Commonwealth. Passports, Issue of.

ATTORNEY-GENERAL'S.	High Court Procedure Act.
	Judiciary Act.
	Conciliation and Arbitration Act.
	Rules Publication Act.
	Service and Execution of Process Act.
		Crown Law Offices.
		Judiciary and Courts.
		Parliamentary Draftsmen.
		Proposals for Laws concerning—
		  Bankruptcy.
		  Bills of Exchange.
		  Divorce.
		  Foreign Corporations.
		  Marriage.
		  Recognition of Laws.
		  Service of Process.

HOME AFFAIRS.	Electoral Acts.
	Franchise Act.
	Public Service Act and Amending Act.
	Property for Public Purposes Acquisition Act.
	Electoral Divisions Act.
	Appropriation (Works and Building) Acts.
	Senate Elections Act.
	Seat of Government Act.
	Representation Act.
	Census and Statistics Act.
		Dealings connected with Real Property.
		Federal Capital Site and Territory.
		Public Works.
		Proposals for Laws concerning—
		  Railways, Acquisition of, with State Consent.
		  Railways, Construction and Control of, with State Consent.
		  Rivers, Control of, Subject to Irrigation.
		Inter-State Commissions.

THE TREASURY.	Audit Act.
	Appropriation Acts.
		Audit.
		Banking.
		Commissions, Expenses.
		Custody of Public Moneys.
		Estimates and Supply Bills.
		Finances, General Supervision of.
		Insurance.
		Pensions.
		Public Accounts.
		Printing.
		Proposals for Laws concerning—
		  Currency, Coinage, Banking, &c.
		  Insurance.
		Public Loans and taking over of State Public Debts.
		Taxation, exclusive of Customs and Excise

TRADE AND CUSTOMS.	Customs Act, Customs Tariff. Distillation Act. Beer Excise Act. Excise Act, Excise Tariff. Patents Act. Sugar Bounty Act. Sugar Rebate Abolition Act. Copyright Act. Commerce (Trade Descriptions) Act. Trade Marks Act.	Commonwealth Bounties. Lighthouses, Lightships, Beacons, and Buoys. Quarantine. Trade and Commerce (including Navigation, Shipping, and Customs). Weights and Measures.
DEFENCE.	Defence Acts. Naval Agreement Act.	Naval and Military Defence. Control of Railway Transport for Defence.
POSTMASTER-GENERAL'S.	Post and Telegraph Act. Post and Telegraph Rates Act. Wireless Telegraphy Act.	Posts, Telegraphs, and Telephones. Ocean Mail Services and Cables. Meteorological Observations.

Melbourne, 13th July, 1906.

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By Authority : J. KEMP, Acting Government Printer, Melbourne.

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C.6727.

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Figure 2.

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orders, relevant pages were photocopied, arranged in chronological order in binders and listed. The resultant volumes have been added to our *Summary Guide*, which is available for use by researchers in all regional offices. The listing and the volumes are updated regularly as new orders appear, special supplies of the orders being obtained by arrangement with the Government Printing Office. Relevant administrative arrangements ordinances for the F.C.T./A.C.T. are also included in the *Summary Guide*, and it is planned to add administrative arrangements orders for the Northern Territory.

For reference purposes the volumes of administrative arrangements orders are an invaluable aid, showing the department responsible for a particular function or Act of Parliament at a given point in time. By comparing an order with the one preceding it, it is possible to analyse the changes promulgated by the order. Since 1971 we have compiled detailed 'comparison tables' for each full order or amendment, to show functions and acts transferred from one department to another. Progressively earlier orders are being analysed and the changes tabulated.

One outstanding need is for an alphabetical index to the volumes of orders, with entries by departments, functions and acts, to complement the existing chronological approach. Once this index is compiled, it would be possible to consider publishing the volumes.

(3) *Inventories of Agencies:* The development of inventories of agencies as part of our context control system has already been briefly alluded to in a previous article.[13] Because of the large number of Commonwealth Government agencies since 1901, our listing of agencies is arranged first by structure and then by date. The primary elements in the Commonwealth Constitution—the Executive (Governor-General's Office, departments of state), Parliament and the Judicature—are listed in chronological order. We then have separate listings of the subordinate agencies attached to each of the departments or ministries referred to in the primary inventory. For the 119 departments created since 1901 (of which 69 were created up to 1971 and 50 in the period 1972-1977) we have to date compiled 53 inventories of agencies. The remaining 66 inventories exist in draft, and these drafts are added to until the work can be finished. As far as practicable, inventories for current departments of state are kept up to date with information from the Administrative History Chronicle. The completed inventories of agencies are also included in our *Summary Guide*, and other finding aids available to the public in all regional offices. It is intended that the *Summary Guide* will eventually be published.

As a direct result of administrative changes, involving the transfer of a function from one department to another or the abolition of a department, continuing agencies may also be transferred from one department to another. In our method of listing, the transfer of an agency from its previous department or to the subsequent one is simply recorded on the inventory of agencies, as in the recent change affecting the Australian Archives itself:

> *Inventory of Agencies for CA 1964, Department of Administrative Services (II), 1975—*

FROM CA 1490, DEPARTMENT OF THE SPECIAL MINISTER OF STATE, 1975:
Australian Archives, Central Office 1974 — CA 1720
[TO CA 2474, DEPARTMENT OF HOME AFFAIRS (III), 1977]

With the increasing fluidity of departments, one may well ask whether such structural listings of agencies will serve all reference needs. An obvious complementary approach will be the development of listings of agencies arranged according to a particular function of Government.[14] There are still some problems in reaching an adequate working definition of 'function', but one could offer as an example the listing in Table 3 of those agencies associated with the 'Immigration' function.[15]

TABLE 3

Inventory of Agencies—Immigration Function

A. *Departments of State*
   (Immigration Restriction)
   1901-1916: CA 7, Department of External Affairs (I)[16]
   1916-1928: CA 15, Department of Home and Territories
   1928-1932: CA 24, Department of Home Affairs (II)
   (Assisted Immigration)
   1920-1925: CA 12, Prime Minister's Department
   1925-1927: CA 20, Department of Markets and Migration
   1927-1930: CA 12, Prime Minister's Department
   1930-1932: CA 26, Department of Transport (I)
   (Restricted and Assisted Immigration)
   1932-1939: CA   27, Department of the Interior (I)
   1939-1945: CA   31, Department of the Interior (II)
   1945-1974: CA   51, Department of Immigration
   1974-1975: CA 1769, Department of Labor and Immigration
   1975 +   : CA 1955, Department of Immigration and Ethnic Affairs

B. *Other Agencies with Central Functions*
   (Assisted Immigration)
   1921-1925: CA 2583, Commonwealth Immigration Office, Melbourne
                       (merged into CA 20, Department of Markets and Transport, q.v.)
   1927-1930: CA 243, Development and Migration Commission
                       (migration function transferred to CA 26, Department of Transport, q.v.)
   1932-1938: CA 970, Works and Services Branch, Victoria
                       (maintained central record of assisted passages; succeeded by CA 972, Immigration and Passports Office)
   (Restricted and Assisted Immigration)
   1974-1975: CA 1775, Immigration Group, Department of Labor and Immigration, Canberra

C. *Regional Offices* (this section has been abbreviated, for reason of space)
   1901-1946: Collectors, Sub-collectors of Customs
   1938-1945: CA 972, Immigration and Passports Office, Melbourne
   1945-1974: State branches of Department of Immigration
   1974-1975: State branches of Immigration Group, Department of Labor and Immigration
   1975 +   : State branches of Department of Immigration and Ethnic Affairs

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(PRELIMINARY)

AGENCY: CA 2583

Organisation controlling: CO 1, Commonwealth of Australia.

Agency title: Commonwealth Immigration Office, Melbourne.

Agency Registration Sheet

1. **Date range:** c. 1920-1925   (records): 1921-1925

2. **Location:**   1920-1923: Collins House, Collins Street, Melbourne, Vic.
                     1923-1925: 65 Elizabeth Street, Melbourne, Vic.

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3. **Note:** In 1920 an arrangement was arrived at between the Common-
wealth and State Governments under which the Commonwealth was to
be responsible for the recruiting of immigrants abroad and for their
transport to Australia, the States being responsible for the reception and
placing of all immigrants landed in Australia. It would appear that
the Commonwealth Immigration Office came into existence in 1920,
being known also as the Immigration Branch of the Prime Minister's
Department (*Federal Guides*, 1921, 1924; *Commonwealth Permanent
Staff List*, 1922-1924.
The Superintendent of the Office in 1921 was H. S. Gullett
(*Federal Guide*, 1921, p.20). By 1923 the title of the head of the agency
was changed to Deputy-Director (*Commonwealth Year Book*, 1923,
p.956), apparently reporting to the Director of Migration and Settlement;
London. Lieutenant-Colonel L. J. Hurley, C.M.G., was Deputy Director
in 1924, with H. F. Farrands as Secretary (*Federal Guide*, 1924, p.17).
On 16 January 1925 the Department of Markets and Migration
(CA 20) was established and the Commonwealth Migration Office
became the Migration Branch of the new Department (see *Common-
wealth Gazette*, 9 July 1925, p.1089 for transfer of staff).

4. **Industry/activity class:** Federal Government; immigration (assisted).

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5. **Related legislation or other instrument:** Commonwealth - State Agree-
ment, 1920 (operative from 1 March 1921).

INTRA-ELEMENT LINKS

6. **Previous agency:**   7. **Subsequent agency:**
   CA 15, Department of Home and   CA 20, Department of Markets
   Territories (for promo-   and Migration — *Migra-
   tion of immigration).   tion* Branch.

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8. **Agency controlling:**
   Minister responsible:
   1920-1925 (Jan. 16): CA 12, Prime Minister's Department.
   1925:   CA 20, Department of Markets and Migration.
   Superior agency:
   1923 - 1925: CA —, Migration and Settlement Office, London, c. 1920-
                1930.

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9. **Agencies controlled:**

NAS 46 (Rev. Sept. 75)

Figure 3. A sample agency registration sheet.

FIG. 4 – AGENCIES ANALYSIS CHART

Agency: COMMONWEALTH IMMIGRATION OFFICE   1920–1925 CA2583
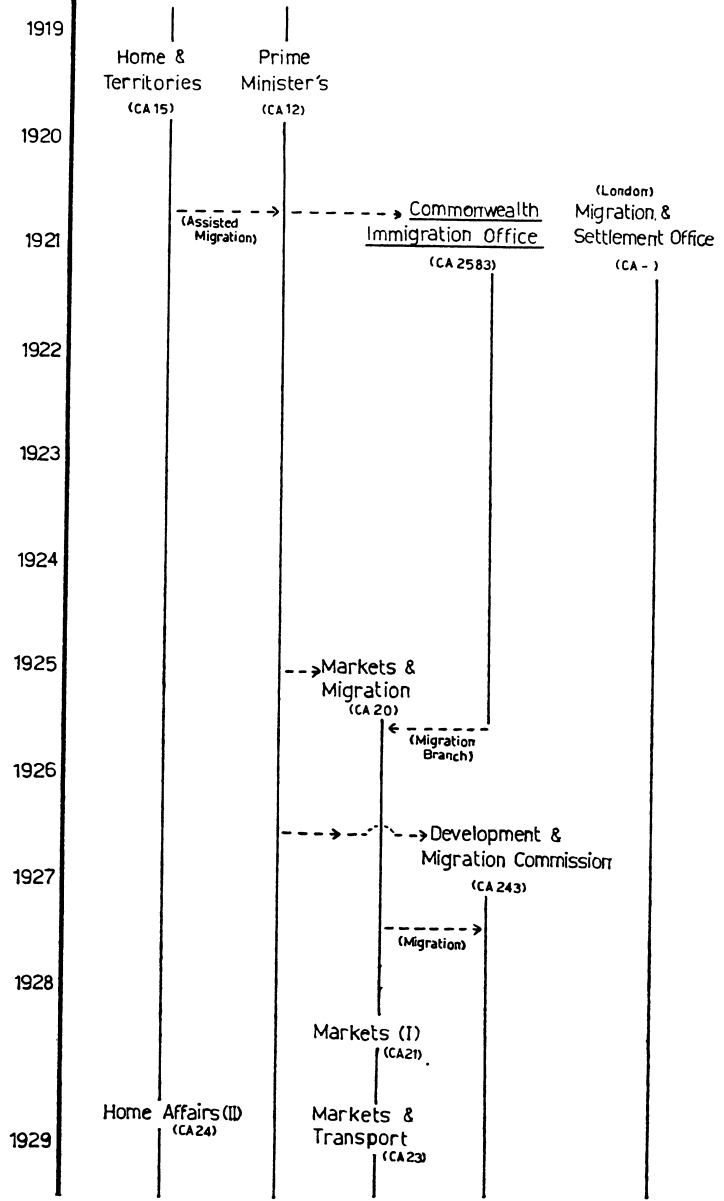
(4) *Register of Agencies:* Also previously mentioned in the 1966 article,[13] our system of registration of agencies provides for the recording of standardized items of information about each agency, and as such owes a very great debt to the pioneering writing of Margaret C. Norton, former Illinois State Archivist.[17] The details recorded for each agency include dates and method of establishment and abolition, a brief note on the history of the agency, previous and subsequent agencies performing the same functions, the departments and other agencies to which it was subordinate, and the agencies which it in turn controlled. With this method it is possible to summarize succinctly the changes in administrative relationships and functions affecting any one Government agency. The information is assembled from the agency files mentioned earlier and forms the basis for construction of the inventories of agencies referred to in (3). A sample agency registration sheet is at Figure 3. Copies of the Register of Agencies are held at all regional offices of the Australian Archives. Up to 1972 some 1,493 agencies had been registered and since then a further 1,090 have been entered.

(5) *Agencies Analysis Charts:* Another method used for documenting administrative change, in particular the successive inter-relationships between agencies over a period of time has been what we have termed 'agencies analysis charts'. In use since 1966, these charts, which plot lines of development over a given period of years, enable one to gain a much clearer overview of the effects of changes. Again, we owe something to the 'genealogical charts for departments' described by Margaret Norton.[18]

A chart showing the development of all Commonwealth departments of state from 1901 was compiled in 1967 by Mr D. C. Brech. Similar charts have been published by the Commonwealth Public Service Board as an appendix to its annual report for 1973.[19]

A sample chart is at Figure 4. It should be noted that one convention we adopt is that an agency's 'principal successor', i.e., the one inheriting the main central registry system, is shown in the same line of development.

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The foregoing will have indicated some of the methods and approaches we have adopted so as to be prepared for administrative change, which are built in as an integral part of our finding aids and control systems. This article will be continued in a subsequent issue and will study the effects of administrative change both on current records in agencies and on archives.

NOTES AND REFERENCES

1. The Australian Archives was formed with its present title and functions in 1974. Its predecessors were:
    1944-1948: Archives Section of the now-defunct Commonwealth National Library.
    1948-1961: Archives Division, C.N.L.
    1961-1974: Commonwealth Archives Office.
2. Problems were mentioned as long ago as 1956 in an article by H. L. White (then archival authority) in *Public Administration*, Vol. 15 No. 4: 'It should also be appreciated that the history of the administration of the Common-

wealth is more than usually involved even for a Federal system. The structure of Departments has been subject to almost continuous change. Functions have been transferred, suspended and revived, not always in accordance with administrative needs but sometimes to satisfy political or economic requirements. The records of such functions tend to reflect their chequered careers, creating special problems of identification and relationship for the archivist whose guiding principle is to respect as far as possible the original order of all record series.'

3. For adaptations to the record group, see a previous article by P. J. Scott, *The Record Group Concept: A Case for Abandonment* in the *American Archivist*, Vol. 29 No. 4 (October 1966), pp.493-504.
4. For a definition of 'agency', see P. J. Scott, *op. cit.* (1966), p.501.
5. As an illustration of the levels of Commonwealth administration one may mention: Department of Immigration and Ethnic Affairs, Central Office, Canberra; Department of Immigration and Ethnic Affairs, N.S.W. Regional Office, Sydney; Department of Immigration and Ethnic Affairs Newcastle Office.
6. A graph of the rate of change in departments was first drawn in 1974, using averages over five-year periods. A similar grouping into five-year intervals has been used by Dr R. L. Wettenhall in his graphs of the patterns of growth of Commonwealth Statutory authorities (see p.366 of *Australian Journal of Public Administration*, Vol. XXXVI No. 4 (December 1977).
7. *Sydney Morning Herald*, Friday, 12 December 1975, p.7.
8. P. J. Scott, *Facing the Reality of Administrative Change—Some Further Remarks on the Record Group Concept*, in the *Journal of the Society of Archivists*, Vol. 5 No. 2 (October 1974), pp.94-100, particularly footnote 2 on p.94.
9. See Muller, Feith and Fruin, *Manual*, section 61.
10. See P. J. Scott, *op. cit.* (1966), p.501.
11. See survey in Third Report of Commonwealth Parliamentary Public Accounts Committee, in *Parliamentary Papers*, 1951-1953 Session, Vol. II, pp.507-28. For a more recent treatment, see paper by R. Van Munster in Royal Commission on Australian Government Administration, *Appendix*, Vol. 1 (1976), pp.409-25.
12. The first gazettal was on 15 December 1906; see *Commonwealth of Australia Gazette*, 1906, p.1536.
13. *American Archivist*, Vol. 29 No. 4 (October 1966), p.501.
14. The need for an index to functions of departments has been mentioned by N.S.W. Archivists. See R. F. Doust, 'Archives Finding Aids' in Library Association of Australia, *Proceedings of 14th Biennial Conference, 1967*, p.90. See also D. J. Cross and D. Troy, 'The Production and Use of Finding Aids', in L.A.A. *Proceedings*, 1971, p.232.
15. This is based in part on a draft prepared by Mr M. McCarthy.
16. The numbers in parenthesis after the title of some departments in the table indicate that in the Commonwealth since 1901 departments have been created with the same name at different points of time, usually with different functions. For example, the department to which the Australian Archives is currently attached, Home Affairs, is the third such department with that name since Federation, the other two existing in the periods 1901-1916 and 1928-1932.
17. The writings of Margaret Cross Norton have been recently re-published in a collected volume, *Norton on Archives*, ed. T. W. Mitchell, Southern Illinois University Press (1975). See pp.108-09 of the latter edition.
18. *Ibid*, pp.111, 113.
19. Commonwealth Public Service Board, 49th *Annual Report*, 1973, Appendix, A.G.P.S. Canberra, 1973. See also Commonwealth Parliamentary Papers No. 170 of 1973, 1973 Vol. 10, place 17.