

The assistant bill clerk proceeded to call the roll.

Mr. CASEY. I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER (Mr. DONNELLY). Without objection, it is so ordered.

#### MORNING BUSINESS

Mr. CASEY. Mr. President, I ask unanimous consent that the Senate proceed to a period of morning business, with Senators permitted to speak therein for up to 10 minutes each.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### TRIBUTE TO GREGORY SANFORD

Mr. LEAHY. Mr. President, when Vermonters contemplate the history of our great State, many think fondly of our former State archivist, Gregory Sanford. With his flowing gray beard and quick wit, Gregory is a noted scholar on all things relating to Vermont's history and culture. Gregory retired from his post as the Vermont State archivist in 2012. The appreciation of the extent of Gregory's intellect and influence is not limited to Vermonters. His impressive career was recently chronicled in *Archival Outlook*, a publication of the Society of American Archivists.

Throughout his career, Gregory Sanford served as a critical resource for journalists, legislators, town moderators, and anyone else searching to put today's events into historical context. He brought excitement to the daunting but essential task of preserving State records. It was his vision, passion, and ability to anticipate the myriad of ways that technology would alter the job of State archivist that set Gregory Sanford apart. As the *Archival Outlook* piece notes, Gregory spent his career imagining innovative solutions to difficult problems with limited resources.

During his years as State archivist, Gregory was also an ambitious author who worked to explain how our laws affect the lives of everyday Vermonters, often invoking colorful analogies to do so. His regular column, "Voices from the Vault," never lacked for detail or readership. In short, Gregory brought history to life, and worked tirelessly to preserve it, which is precisely why this profile of Gregory Sanford is entitled, "The Sense of Wonder." My State of Vermont is so fortunate for his many contributions, and I ask unanimous consent that the *Archival Outlook* article be printed in the RECORD.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

[From *Archival Outlook*]

#### THE SENSE OF WONDER

VERMONT STATE ARCHIVES AND RECORDS ADMINISTRATION BUILDING NAMED FOR GREGORY SANFORD

(By Terry Cook and Helen Samuels)

Most archivists work in buildings devoted, in whole or part, to preserving historical ar-

chives or managing dormant institutional records. Over the course of their careers, some get the opportunity to participate in the design of new buildings for these purposes. A mere handful are privileged to lead teams to conceptualize, design, build, and occupy a combined historical archives and records center. But only rare—and very special—archivists do all that and then have such multipurpose buildings named in their honor—in fact, only one to our knowledge in the United States. Our colleague and friend, Gregory Sanford, is that rarest of archivists. This is his story, or at least the story of why he achieved this signal and singular honor.<sup>1</sup>

Professional innovator and leader on many fronts, our Gregory is modest to a fault. Part of this is his genuine belief that he is just working away, trying the best he could to make a difference, in a small state in a far corner of the country, neither looking for nor expecting recognition from practicing a profession that he loves so well. Many people in life who are modest have much to be modest about, but not Gregory, for he has envisioned, thought, and accomplished much, and in so doing set some valuable models for our profession.

One marvels over the scope of his publications, both formal and scholarly, and much more pervasively and influential, his hundreds of newspaper columns and lively speeches given all across his state, in schools, before local societies, in the broader New England region, and beyond, as well as before hundreds of meetings of legislative committees, all extolling the merits of archives and good records management, demonstrating through story and character, wild analogies and moving metaphors (more on that later!) The power of archives to inform, educate, transform, and amuse—and (as the official building plaque notes) create a "sense of wonder" about the past and its impact on all Vermont citizens.

He transformed a state papers office of one person located in a tiny office, with shared records storage in the basement of the executive office building, into a dynamic institution, the Vermont State Archives and Records Administration (VSARA), currently with fourteen staff members, an updated archives and records law (that he authored), and a newly renovated and expanded archival and records center building. In accomplishing this, Gregory has worked tirelessly with legislators, bureaucrats, educators, media, and anyone who would listen, to give records management, and especially for digital records, both visibility and strategic direction for his state in the information world. The result is a resuscitated records management service now exists under the control of the state archivist, rather than languishing in the state's general services department.

His highly innovative use of the archives and its collections to frame and give context to current issues of debate in the state, so citizens and legislators do not ignore the wisdom of past, is especially admirable. This "continuing issues" approach to archival public programming makes the relevance of archives very apparent to citizens and sponsors, legislators and media personnel, beyond the well-known uses of archives for history, genealogy, and general support to government. In effect, and not without some political risk to himself, Gregory has championed the fundamental principle of archives being arsenals for democracy through an informed citizenry. For controversial issues facing the state and its legislators, he repeatedly uncovered past precedents where denials flourished that such existed; outlined forgotten past examples of workable government processes where chaos now reigned until his intervention; showed that sacred cows of

state policy assumed to be sacrosanct since time immemorial had in fact changed many times, and could thus be readily changed again. In his column, *Voices from the Vault*, appearing in the Secretary of State's monthly publication, as well as on the VSARA web site, Gregory applied his vast knowledge of state records and Vermont history, its constitution and laws, and his own wide reading and sense of wonder. Gregory thus for many years kept "continuing issues" burning, showing the relevance of archives and records to living life now. So much so that legislators and media turned to him for "backgrounders" on many public issues, and those he gave them in his interviews and in his *Voices from the Vault* columns—always with flare, good humor, and self-deprecation, but also with dedication, passion, and keen intelligence.

Despite his tiny resource base in the state archives and many pressing home and family responsibilities, Gregory has, as a committed professional, applied for and received several NHPRC grants. He wanted to push the frontiers of archival and records management research, strategy, and best practice, to try to understand, codify, and share more widely the lessons he was learning in Vermont with his wider profession. The most noted of these, in our opinion, was the Vermont State Information Strategy Plan (VISIP), in which we both had marginal roles as consultants, but enough to observe the project first hand.

VISIP was a gubernatorial initiative embracing executive agencies. Though the archives was not originally envisioned as a VISIP participant, Gregory succeeded in getting it a place at the table. He had been impressed by some of the appraisal thinking occurring in the archival profession in the late 1980s centered around functional analysis and macroappraisal. Instead of appraising records by their subject and informational-value content, which is impossible for modern records given their huge extent in paper, their interconnectedness across many creating institutions in our complex world, and their transient digital formats, archival theorists like Hans Booms in Germany, Helen Samuels in the United States, and Terry Cook in Canada shifted the focus for appraisal to the functional context of creation: which functions, programs, and activities within which structural entities would be most likely to produce the best records, including evidence of citizen's interaction with the state, rather than which of the billions of modern records themselves might have potential research value.

Gregory was impressed by these ideas, but he took functional analysis a step further, and built it back into the information system planning of the state. Based on research into the mandates, structures, and especially functions, programs, and activities of every state agency, he automated the results to produce a grid that matched functional activity with the several (sometimes many) offices performing aspects of that activity. He demonstrated that promotion and control of tourism, for example, was spread around nine separate agencies that did not talk to each other, or that a single mother with dependent children at school, when seeking benefits, would have to contact and then fill in similar information on application forms for each of the twelve agencies. By revealing this overlap and duplication, VISIP permitted consolidation, in a virtual sense, of these programs through information systems that talked to each other for greater effectiveness, reduced duplication and inefficiency, made things easier for clients of the government to get service (applying once, not twelve times), helped the state promote itself (tourists now got one effective consolidated message when they wrote, rather than

perhaps a few of nine partial ones). And of course archival appraisal could now be focused functionally on the location of the best records in the VISP matrix to document the state's activities with its citizens, because the state's functions had finally been mapped and understood.

Though support for VISP waned with changing gubernatorial administrations, the Vermont State Archives and Records Administration, through the collaborative work of Gregory and his deputy (and now successor) Tanya Marshall, used VISP insights to model and then encourage state agencies to move to a functions-based, multiple-access-point, facet-designed file-classification system for its records management programs.

Our Gregory achieved innovative results with minimal resources and much imagination. He is one of those effective facilitators working with "power" behind the scenes, as well as frequently and openly in the public and media, to make things happen. He is not just a dreamer and thinker, orator and writer, thorough researcher and master storyteller, though he does all that with considerable aplomb. He is also a roll-up-the-sleeves practical archival administrator who builds buildings, writes laws, plans and carries out ambitious programs, and lobbies effectively for his profession with panache and passion.

But what of "the sense of wonder"? While the dedication plaque on Gregory's building recognizes his "devoted service" to archives and public records, which we trust the foregoing account justifies, what state formally memorializes "the sense of wonder" of any of its public servants? Indeed, what government anywhere celebrates "the sense of wonder" through a building dedication? To understand that, we need to turn from what he did for historical archives and managing public records to how he did it, to that sense of panache and passion just mentioned, to "the sense of wonder" he so often felt himself and shared so effectively with others.

While the sense of wonder most especially describes Gregory's endless curiosity and voracious reading, to say nothing of his being a mountain of a man with a huge improbable beard, what made that sense of wonder as state archivist so special was his endless commitment to inform Vermont citizens about the value and relevance of public records, but always in the most engaging fashion. In this way he passed on to those readers his own sense of wonder.

During Vermont's bicentennial celebration in 1991, for example, Gregory organized a series of debates to engage Vermont citizens around issues of current importance, such as the death penalty and term limits. These debates were held in each of the several cities that served over time as the state's capital. While Gregory explored current issues, he was always able to provide historical context, through stories and examples drawn from his deep historical understanding of the records. Citizens were empowered to feel at the center of their government, working through contemporary issues themselves with rich historical context to temper and inform debate.

Gregory used his many speaking engagements to offer wry perspectives on record and information management. Regularly invited to address freshmen legislators as part of their orientation, Gregory once introduced the importance of the "big picture" of records management through an analysis of the impact of dog urine on trees in New York City! Two dogs at one fire hydrant that you see at brief glance, is one thing; almost seven million gallons of urine squirted annually on expensive (and now dying) city trees is quite another picture. Similarly, one shelving bay of records in the corner office is one thing; millions of documents across

scores of agencies, if not well managed in a statewide integrated recordskeeping system, is quite another. We suspect those legislators went home and never quite forgot that image, records management, or Gregory. Nor would they have forgotten the man who appeared before them, based on a daughter's dare, with his huge beard newly dyed a bright fuchsia color!

But Voices from the Vault was his regular forum to demonstrate the relevance of records to current debates, but always incorporating that special touch of Gregory's humor and his own sense of wonder. Here is a fine example from his January 2011 Voices from the Vault column that, additionally, provides insight into his goal for his columns:

"Most people, alas, don't find records/archival management a particularly titillating topic. Therefore I usually start my column with some misdirection, attempting to ensnare readers before they realize they are reading about records. This month I appeal to the reader's prurient interests and offer a sex column. Female dragonflies, according to those who study such things, possess 'sperm storage organs.' These are special sites which incubate sperm, keeping it alive for months until the female is ready for fertilization. Male dragonflies, however, are only concerned with passing along their own genes. To them, the thought of the females cheerfully flying about, slowly incubating the genes of rivals is not a happy one. So, over time, the sexual organ of the male dragonfly evolved to include a little scoop. This allows the male to empty out the female's storage organ before filling it with his own seed.

"Government is like that. New administrations, secretaries, and commissioners arrive in Montpelier and immediately clear out the records of the previous occupants. They then refill the various storage organs of government with records of their own programs and initiatives. I confess that the analogy is not exact since in many cases those leaving government clean out their own record storage units before departing.

"The news media comment on these transitions often speculating on the legacy of the departing administration. This impulse to quickly define a particular administration's legacy raises numerous interesting issues, notably the tension between continuity and change inherent to our democratic system of government. In other words, to what degree are we documenting the continuities of government and to what degree are we documenting the initiatives and actions of specific administrations or state officers? Obviously these are not mutually exclusive efforts, but they require decisions over what files should be left in situ for continuity of operations; what records should be sent to the state archives to ensure long term access; and what records can be disposed of without violence to statute or administrative need?"

In 2009 Gregory introduced a column dealing with the history of Vermont Special Session in the following way: "Traditional marriage is at risk in Vermont. No, not that one; it appears to be doing fine. I am talking about the long standing union between car fenders and duct tape. Duct tape is no longer good enough to get your car inspected. I am currently organizing a Tape Back Vermont campaign. I thought of imploring the governor to convene a special session of the general assembly to address this unprecedented attack upon the customs and usage of home auto body repair. This required some preliminary investigation on the history of special sessions," which Gregory then traces from 1777 forward.

One of Gregory's 2012 columns was entitled "Sexing Chicks and the Appraisal of Public

Records." The column begins with a brief introduction about how in the 1920s the Japanese discovered "that by squeezing a day-old chick's intestines it was possible to see slight anatomical differences . . . and thus males could quickly be culled and feed expenses reduced." After this anatomical lesson, Gregory admits that though the analogy is not precise, "Sexing chicks is not unlike appraising public records. [Archivists] don't want to pay upkeep for records that don't have value. We need ways to recognize the variations in public records so we can correctly determine their "gender" with high accuracy. Good records analysts, like good chick sexers, handle large volumes, quickly, and have sufficient training and experience to develop contexts for accurately interpreting what they see."

His gift to inform, amuse, and educate while promoting the archives was truly amazing. To further appreciate his delightful skill in writing about archives and documents, readers are encouraged to discover more of these wonderful columns at <http://vermont-archives.org/publications/voice/>.<sup>2</sup>

That we all who feel the wonder of archives could so imaginatively translate that into workplace reality as did Gregory, and could have such enlightened employers as the State of Vermont to recognize the merit of "wonder" so publicly!

#### NOTES

<sup>1</sup>One of the buildings of the Illinois State Archives, but not its records center, is named for long-time State Archivist and pioneering records theorist, Margaret Cross Norton. And a new wing of the Alabama Department of History and Archives (the state archives) has recently been named for that institution's long-time director, Edwin C. Bridges. A few archives may have reading rooms or public areas named after famous archivists, but these are hard to verify. Examples (with stories) would, we are sure, be welcome for mention in future issues of Archival Outlook. We thank Teresa Brinati and Richard J. Cox for their helpful advice. In Canada, one Dominion Archivist (Sir Arthur Doughty) has an official historic plaque, and even a statue, raised in his honor, and all the Dominion and National Archivists are recognized by a sculpture inside LAC's Gatineau Preservation Centre, but none have their "own" buildings!

<sup>2</sup>Sanford's final article for this publication was printed in the July/August 2012 issue. Since then, Sanford's successor, Tanya Marshall, has continued contributing to the publication.

#### TRIBUTE TO THE BORINQUENEERS

Mr. DURBIN. I would like to recognize the remarkable service of the 65th Infantry Regiment, also known as the Borinqueneers, a unit composed primarily of soldiers from the U.S. territory of Puerto Rico and recruits from other Latino backgrounds.

Today, President Obama has signed into law a bill honoring the Borinqueneers with a Congressional Gold Medal, the highest civilian honor our Nation can bestow. The Gold Medal is awarded as a national expression of gratitude to men and women who perform outstanding acts of service that advance the security, prosperity, and national interest of the United States of America.

American minorities have a proud history of serving their country with honor and distinction even in the face