

**NATIONAL ENDOWMENT
FOR THE HUMANITIES**

SAMPLE APPLICATION NARRATIVE



Scholarly Editions and Translations
Institution: George Washington University

NEH Application Cover Sheet

Scholarly Editions

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APPLICATION INFORMATION

Title: *The Documentary History of the First Federal Congress, 1789-1791: Second Session (vols. 18-20), Correspondence*

Application Number: RQ-50371-09

Grant Period: From July 2009 to June 2011

Field of Project: American History

Description of Project: The First Federal Congress Project (FFCP) at The George Washington University (GWU) has the publication of the 22 volume *Documentary History of the First Federal Congress, 1789-1791* (DHFFC) as its primary goal. Seventeen vols. have been published; 3 more are at the Johns Hopkins University Press (Nov. 2008); the preliminary editing of last 2 vols. is roughly 75% complete. The volumes underway will complete the last series of the DHFFC, the correspondence series. We expect that the 3 volumes at the JHUP will be published and the remaining two will be well along in the production phase by the end of the requested grant period. During the grant period, staff will also work on reviewing the electronic DHFFC to be launched by the JHUP in early 2009 and continue to act as a research center on the FFC, which was the most important and productive Congress in U.S. history, recognized by contemporaries as a "second sitting" of the Federal Convention.

BUDGET

Outright Request	\$	Cost Sharing	\$
Matching Request	\$	Total Budget	\$
Total NEH Request	\$		

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Statement of Significance and Impact of First Federal Congress Project

The First Federal Congress (FFC), which met between 1789 and 1791, was the most important and productive Congress in U.S. history, breathing life into the Constitution and establishing precedents and constitutional interpretations still guiding us today. It held the Union together when sectional interests threatened disunion. Most significantly, it concluded the American Revolution and stabilized the new government. The FFC had a full and difficult agenda partly because the Federal Convention had both left unresolved issues, such as funding of the states' Revolutionary War debts and choosing a location for the federal capital city, and had confirmed its republican belief in legislative supremacy by leaving the fleshing out of the executive and judicial branches to Congress. What made the FFC's task particularly challenging was the need to interpret the Constitution. Questions about the balance of power between the state and the federal government and among the three branches of the latter required continual interpretation. Contemporaries saw the FFC as a "second sitting" of the Federal Convention.

Fortunately this seminal Congress left a "paper trail" of primary material documenting the actions, debates, and thoughts of that body and its members. These documents are being published in the *Documentary History of the First Federal Congress, 1789-1791 (DHFFC)* by the Johns Hopkins University Press (JHUP). The *DHFFC* is the product of the First Federal Congress Project (FFCP) at The George Washington University. The 17 volumes published to date have been acclaimed by reviewers and used by Congress, historians, jurists, attorneys, political scientists, teachers, students, and others as essential sources for understanding the beginnings of our federal government and the political decisions and compromises that shaped that government.

The editors are at work on final five volumes of the *DHFFC*, part of the 8 volume *Correspondence* series. The correspondence sheds light on how the founding generation faced and dealt with constitutional and sectional conflicts. It also reveals much about the evolution of member-constituent relationships. The letters provide valuable evidence on how the American people viewed their government and its role and how members of Congress faced the reality of conflicts between the interests of their districts or states and the national interests. Nowhere is this more evident than in the Second Session letters relating to the assumption of the states' Rev. War debts and to locating the capital city for the new nation.. Much of the correspondence is that of lesser known, but influential, FFC members. More than any other part of the documentary record, the letters provide a humanistic perspective. While most correspondence selected deals with the politics of the issues before the FFC, human motive, inter-personal relationships, the impact of family separation, and social life at the seat of government are some of the other subjects that the letters illuminate.

Since our last proposal, the FFCP staff has completed an additional editorial review, proofreading, frontmatter, and coding for typesetting of *Correspondence: Second Session* (18-20) and the manuscript is at the JHUP (November 2008). The preliminary editing and proofreading of the final volumes, *Correspondence: Third Session* (21& 22) are 75% complete. The FFCP also maintains a website: www.gwu.edu/~ffcp with an online exhibit on the FFC and teacher's guide for using the exhibit and serves as a research center on the FFC, assisting researchers, the media, educators, and others in making use of the documentary record. Each year more students use the *DHFFC* and FFCP files, often with our assistance. A new FFC related website earlyamericanopinion.org will soon be made public. In January 2009 the JHUP will launch an electronic *DHFFC* with a cumulative index.

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LIST OF PROJECT PARTICIPANTS

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This board does not meet. Members are occasionally requested to assist and/or advise the FFCP in some way.

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This board does not meet. Members are all experts who often provide research assistance and/or editorial advice.

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NARRATIVE

Introduction: The First Federal Congress Project (FFCP) is producing a well-known and respected historical edition, the *Documentary History of the First Federal Congress, 1789-1791* (*DHFFC*), which Princeton University history professor John Murrin has called "one of the most imaginative and valuable editorial projects ever undertaken for any aspect of American history.". The FFCP has received support from the NEH for 15 1/2 years. The project's current NEH grant began in January 2008 and runs through June 2009. The relationship between the FFCP and the NEH has been a productive one. In the 1990's, the FFCP published a five-volume series of *Debates in the House of Representatives* and the last two volumes of the official series of the *DHFFC*, as well as *Creating the Bill of Rights: the Documentary Record from the First Federal Congress*. The first three volumes of the last series of the *DHFFC* (15-17) were published in June 2004; three additional volumes (18-20) will be sent to the press in November 2008; and we are well into the editing process on the last two volumes (21&22) of the *DHFFC*.

NEH funding has been critically important to the FFCP's progress and has served to stimulate additional institutional and private support. This application seeks continued funding for work on the remaining volumes of the last series of the *DHFFC*—five volumes of correspondence and other unofficial documents. If this application is successful, we expect that it will be our next to the last NEH proposal. We are truly in the home stretch. Nevertheless it is necessary for us to be honest at the outset of this proposal and state that we are not at the point where we predicted we would be on volumes 18-20 in our revised plan of work, done in the summer of 2007—at the same time we are ahead of schedule on volumes 21&22. We had expected to send a paper copy of volumes 18-20 to the JHUP in late 2007 and then convey the electronic text roughly 6 months later in the spring of 2008. But the editor at the press told us that it was no longer necessary to send paper copy in advance of the electronic manuscript so that goal was no longer valid. Then, we did not send the electronic manuscript to the press until late 2008 for several reasons, including the continued reduction in the size of our staff from 4 to 3.5 FTEs and the fact

that one full time editor spent almost two months on jury duty during the winter of 2008. But the main reason for the delay is the fact that Bickford, realizing that many documents had been added and or moved up from calendars to print since she did her full editorial review decided in late 2007 to do a spot check of the manuscript. The results of this check led her to reluctantly conclude that she had to do another thorough review of the text for the three volumes against both the project's chronological manuscript and newspaper files and the daily control sheets for the volumes. This enormous task, which has been interspersed with all of her other responsibilities, took roughly 9 months. Though the manuscript was in relatively good shape, she still found hundreds of changes that needed to be made, including additional annotation, documents that needed to be calendared or moved up to print, and typographical errors, to name a few. While Bickford concentrated on this review, the other editors divided their time between doing the additional work that resulted from her review and the preliminary editing and proofreading of volumes 21 and 22, which is now @80% complete.

If an NEH grant is forthcoming, it will begin in July 2009 and fund the work on the page proof and index for volumes 18-20, the stages of editorial review of volumes 21 and 22 and the research on and writing of the biographical gazetteer for those volumes.

SUBSTANCE AND CONTEXT

The goal of the FFCP at The George Washington University is to publish the complete documentary record of the First Federal Congress of the United States (FFC), which convened after the ratification of the U.S. Constitution, in the *DHFFC*. The FFC was the most important and productive Congress in U.S. history. Contemporaries saw it as equivalent to a second sitting of the Federal Convention, fleshing out the Constitution and addressing issues left unresolved by that body. Its every action was precedent-setting, and its members were clearly aware of their historic role. Questions of constitutional interpretation, federalism, and relationships between the two houses of Congress and among the branches of the federal government regularly arose, and the FFC's answers to those questions shaped our nation's government for the future.

The 1st session of this Congress, now completely documented in the *DHFFC*, established the first three executive departments; shaped the federal judiciary; and set up a stable revenue system. It passed the Constitutional amendments that became known as the Bill of Rights, rectifying the near fatal error of omission made by the Federal Convention, and set numerous procedural and other precedents that established the tone for the new Federal government. During its critically important 2nd session, the FFC took up the two most divisive issues facing it--funding the international, domestic, and state Revolutionary War debts and designating a location for the federal district. As result of what is now known as the Compromise of 1790, it enacted the assumption of the states' war debts by the federal government and chose a Potomac River location for the federal city with Philadelphia as the temporary seat of government, thus resolving the two biggest issues that the Confederation Congress had struggled with unsuccessfully. The compromise, the first in a series of pre Civil War legislative sectional bargains, provided stability for the new government and preserved the Union, muting early talk of a North-South split. While facing up to these most difficult issues on its agenda, the Congress also passed a wide range of legislation on other issues, including passing laws modifying the revenue system passed during the First Session, extending federal laws to North Carolina and Rhode Island and establishing copyrights, patents, the census, and naturalization of immigrants. During its third session, the FFC completed the establishment of the nation's public credit by creating a new excise tax and a national bank; focused upon defending, governing, and developing the nation's western lands; and admitted two new states to the Union. This Congress also received and dealt with over 600 petitions from American citizens.

The *DHFFC* brings together all official and unofficial records documenting this seminal Congress. Its audience has included historians, political scientists, students, educators, attorneys, and jurists. USIA distributed volumes of the series to libraries around the world. An FFCP spin-off volume, *Creating the Bill of Rights: The Documentary Record from the First Federal Congress* (made up entirely of documents now printed in the *DHFFC*) was recently cited by both the minority and majority in the Supreme Court decision on *Heller v. District of Columbia*. The paperback of the *Diary of William*

Maclay and Other Notes on Senate Debates (vol. 9), reached a wider audience and has been used in classrooms. *DHFFC* volumes and our website have been used by teachers and students as young as 5th graders for Model First Federal Congresses. Many researchers have pored over FFCP files, and the letters in particular, including the curator of the 1989 National Portrait Gallery exhibit on the FFC, a free lance author working on a book relating to the 14 "originals" of the Bill of Rights, attorneys researching an Indian land claims case for Connecticut's Attorney General, and 1997 Pulitzer Prize for History recipient Jack Rakove, who comments that the correspondence is "in its own important way a memorial to a crucial moment in the translation of the Constitution from founding text into functioning document, because it helped to establish the links necessary to maintain loyalty to the new government." The correspondence files have always been the primary magnet attracting researchers to the FFCP office.

Seventeen volumes have been published to date, including 3 volumes of 1st Session correspondence. The manuscript for the three volumes (18-20) of Second Session correspondence will be at the press in November 2008 and editing of the 3rd Session (21 & 22) is well underway. Documents in this series were gathered from exhaustive searches of hundreds of manuscript repositories, 90+ 18th century newspapers, as well as auction catalogs and private collections. No individual researcher could have amassed this collection in a lifetime.

The volumes of correspondence breathe life into the official record and reveal much about the behind-the-scenes negotiations and compromises that were so important to the successful accomplishment of the FFC's agenda. Like the *Maclay Diary* and the House debate volumes (9-14), the letters shed considerable light on how the founding generation faced and dealt with constitutional and sectional conflicts. They are also important for what they tell us about the evolution of the member-constituent relationship. They provide a window on how people viewed the role of their national government, as well as how the members saw their own, often conflicting, roles as representatives of both the people at large and their own constituents. Much is revealed about the beginning of the federal bureaucracy, federal government/Indian relations, and the continuing compromises made over the issue of slavery.

Members of the FFC wrote to influential individuals, constituents, friends, and family members seeking both advice and news from home; they also received letters making concrete or general legislative suggestions and/or criticisms, requesting appointment to a federal job, detailing the political mood at home, or seeking assistance with a petition or claim. The letters prove that members actively sought constituent input on legislative matters, and communications received by members that relate to the business of the federal government fill out the picture of their activities in the FFC. We do not print, or even calendar, every letter to a member of the FFC, but the letters selected from the constituent side of this correspondence are essential to understanding this Congress's work and the influences upon it. The letters, more than any other part of the documentary record of the FFC, provide a human perspective. The nature of the practice of politics in the late 18th Century, human motives, interpersonal relationships, the impact of family separation, and social life at the seat of government are just some of the subjects illuminated by the letters.

The FFCP has been able to make these documents relating to the FFC available in this book edition because of the extensive joint search for documents described below. Because of the combined resources devoted to this search and the continuing efforts we have made to discover any newly available or missed documents, we are very confident that we will have captured and printed virtually all of the publicly held historical record of the FFC and some of the privately held documents as well.

HISTORY AND DURATION OF THE *DHFFC* CORRESPONDENCE SERIES

Introduction: The history of the First Federal Congress Project has been one of accomplishment and acclaim. From the beginning the *DHFFC* was envisioned as a complete record of the **history of the First Federal Congress**, not simply the official records and debates. The diversity of FFC material divided the *DHFFC* into three distinct series (see Appendix B1 for the publications list): I. Journals and official documents (8 volumes, completed); II. Debate volumes (6 volumes, completed); III. Correspondence (8 volumes—3 published in 2004, 3 at the JHUP in late 2008, last 2 well along in editing). For this proposal we will simply provide a history of the correspondence series of the edition,

which has been a part of the plan since the *DHFFC* was first envisioned.

History and Status of Document Collecting: The Commission on the Sesquicentennial of the U.S. Constitution recognized the need for documenting the founding era in 1934, but it was not until the 1950's that the federal government, through the auspices of the National Historical Publications Commission (NHPC) and the Library of Congress and assisted by private funds, committed to gathering copies of the correspondence of the political leadership of the American Revolution with the intention of publishing this record, to ensure that an accessible record of the thoughts and actions of the generation which created the federal government would be available to the American public and future generations.

The editors and publishers of these editions are now very close to the realization of that goal. Publication of the *Letters of Delegates to Congress, 1774-89*, of the delegates to the Federal Convention, 1787, and the *Documentary History of the First Federal Elections, 1788-90*, is complete. The *Documentary History of the Ratification of the Constitution* is over 75% complete. The correspondence volumes of the *DHFFC* will complete the record of that formative political period and the documentation of the philosophical dialogue on the nature of our national government. Their publication will return the federal government's investment by making these documents **accessible for this and future generations**. And, before this application is acted upon, all of the published volumes will be Internet accessible through a JHUP subscription website. **It is anticipated that the *DHFFC* will also eventually be part of a recently mandated (S.3477) federal plan to make the Founding Fathers Papers and other critically important founding materials accessible on the Internet for free.**

The original search, much of which was done jointly for several of the planned editions, required visiting dozens of repositories and writing hundreds of letters, as well as attempting to obtain copies of documents from private collectors. The richer of the repositories, such as the Historical Society of Pennsylvania, took months to search before the days of online finding aides. Although the early searches were extensive in their nature, search instructions were not always consistent and attempts to save money often meant taking shortcuts. In addition, the personal correspondence of members with their family was

usually ignored. During the period when the first 14 volumes of the edition were being edited and published, the FFCP staff searched for documents when opportunities to visit repositories arose or information on a new collection or repository reached us. As the editing of the correspondence was begun, it was determined that a thorough follow up search to the original searches done decades earlier was necessary. FFCP staff carried out this search in 1998-2000, contacting over 200 repositories with more than 25 of them yielding results. We returned to repositories previously searched and obtained copies of “personal” correspondence that reveals much about the lives of and demands upon the members. With a MARPAT Foundation grant we were able to do essential travel to Georgia, Kentucky, Delaware, Philadelphia, the Boston area, New York City and other locations. This search put us behind schedule, but many new and revealing documents were discovered. In 2001-2003, we also did a follow up search of all the contemporary newspapers using broader guidelines. For example searchers were instructed to note all letters written to or from the seat of government and most public opinion pieces for possible use in the volumes or future electronic publication. In the process of editing the volumes we have determined that a small number of the public opinion pieces were actually authored by members of the FFC.

Though we have declared the search for correspondence “complete,” we continue to discover documents. As examples, Few and Baldwin family papers at the University of Georgia were just opened in 2007 and searched by the FFCP in 2008, and we have recently developed relationships with two manuscript dealers that have led us to privately owned manuscripts. In some cases we have had to obtain better copies than the ones made after earlier searches. Digital imaging is such a fabulous tool—if only it had been available when most of our searching was done!

Progress on Correspondence Series to Date: The FFCP has a record of steady publication during the period that it has received NEH funding, with ten volumes published since our first NEH grant in 1992 and three more at the JHUP in late 2008. Nevertheless we are behind in reaching our predicted goals on the final series. This is due to several factors, some of which were beyond our control. The key reasons are:

(1)The follow up search: It was not until after we completed the first two series and began to edit the correspondence series that we understood that a time and energy consuming comprehensive follow up search for documents and of all newspapers was necessary.

(2)The number of volumes: In the mid 1990s, responding to the our loss of NEH funding due to a reviewer's questioning of whether there was a need for the predicted 8 volumes of FFC correspondence, we revised our series concept and began to use excerpts and calendars extensively. Our rough estimate, based upon the number of documents in our files before either transcription or the follow up search for documents and newspaper articles, then became 5 volumes and plans were based upon that prediction. Years later, despite the fact that over half of the relevant documents are calendared, the series will be eight 600-700+ page volumes. The original estimate still stands despite extensive calendaring and excerpting! Clearly the editing and production of 8 hefty volumes takes longer than that process for 5 volumes.

(3)Declining resources/reduction in staffing: In 2008 the FFCP, which remains a top priority of the NHPRC, received full funding of its NHPRC request, but three calendar years (2005-2007) of reduced NHPRC grants to the FFCP caused us to cut the size of our staff. In addition, the NEH grants to the FFCP were becoming smaller (as our expenses rose) until the current grant (January 2008 through June 2009) for which Bickford requested a reduction in the grant period from 2 years to an 18 months. Though we have had consistent success raising private funds from the Cromwell Foundation to fund half of one associate editor's salary over the past several years, this funding, together with the staff going without raises for three years this decade, still fell short of replacing the lost federal funding, particularly since the negotiated fringe benefits and indirect costs rates both increase almost annually. Thus, Co-editor Kenneth Bowling has been working only half time since late 2005 and both diGiacomantonio and Bickford were on part time status for short periods during recent years. In 2008 we lost diGiacomantonio to two months of jury duty. The FFCP's funding situation is improved in 2008 and we have some funds in reserve to increase Bowling's time when it comes time to do the index to volumes 18-20.

(4)Extensive editorial review: This factor is explained in both the introduction to the narrative and the introduction to the plan of work.

The comparison below is based upon the first year of our current grant, which is for the period 2008-June 2009. This grant is for \$3,000 more than our previous grant and for a shorter term. It meets our needs better than the previous grant. we are very grateful for this higher level of NEH support.

Comparison of Goals and Achievements on DHFFC volumes

January—September 2008

Vols. 18--20: Second Session Correspondence

The plan of work for this period called for these volumes to be in production at the JHUP during this period and the possible receipt of page proof for proofing and indexing.

Vols. 21&22: Third Session Correspondence:

We anticipated that the preliminary editing and compilation would be completed through the last half of January 1791 and that the first editorial review would be done through the first half of January. Biographical gazetteer entries for the edited material would be researched and written.

Vols. 18-20: Second Session Correspondence:

The JHUP told us not to send paper manuscript in advance of the electronic manuscript as we had done in the past. Bickford decided that she needed to do another full editorial review; hundreds of changes and corrections have been made and much new annotation added which has slowed our progress; the electronic files for the volumes will be at the press in November 2008.

Vols. 21(& 22?): Third Session Correspondence and Addenda:

We are ahead of our goals on these volumes. The preliminary selection and the transcription has been completed through March 3, 1791 (the last day of the FFC); preliminary editing, compilation, proofreading, and 1st editorial review is complete through mid February 1791; biographical gazetteer research and writing for vol. 21 is well underway.

Research Resources Available to the Project: The FFCP is ideally located at a research university in close proximity to the National Archives and Library of Congress and has its own extensive library. We also make use of the research resources of the State Historical Society of Wisconsin and the files of the Ratification of the Constitution Project, thus avoiding duplication of effort. We continue to benefit from the willingness of staff at manuscript repositories or other documentary editions to check manuscripts for us when we have a question, and even supply us with new digital copies of documents.

GWU's Gelman Library has purchased a subscription to Readex's Early American Newspapers online—an invaluable resource for the FFCP.

Previous Publication of Documents: A small portion of the correspondence had been published in such sources as the publications of state or local historical societies or Seth Ames's *Works of Fisher Ames*. Letters relating to judicial legislation have been excerpted in the *Documentary History of the Supreme Court of the United States, 1789-1800*. Of the FFC members, only Rep. James Madison's FFC correspondence has been edited and published to modern standards.

Secondary Sources: Prior to the advent of the FFCP and publication of the *DHFFC*, there was little scholarship on the FFC and that work depended almost exclusively on the *Annals of Congress* and William Maclay's diary. Any reliable modern scholarly work on a topic relating to the FFC has made use of the volumes of the *DHFFC* or FFCP files. Locating and bringing all the sources together and then making sense of the large body of material would have been an impossible task for an individual scholar. The only study of the FFC done before the *DHFFC* began publication, Kenneth R. Bowling's dissertation, *Politics in the First Federal Congress, 1789-1791*, is based primarily on documents collected for the FFCP. Previous to Bowling's dissertation the role of the FFC was virtually ignored in secondary works, except for James Hart's *The American Presidency in Action, 1789*, which relied on the House debates as published in the *Annals of Congress*. In recent years numerous articles and books which make extensive use of the *DHFFC* have appeared. The most accessible secondary source on the FFC is Bickford and Bowling's *Birth of the Nation: The First Federal Congress, 1789-1791*, based entirely upon primary sources.

Sponsors and Funding: Funding for this project has come from several sources and its history is detailed in the **Statement of History of Grants**. In summary, the FFCP has enjoyed the unwavering support of the NHPRC and The George Washington University (GW) and has received NEH funding almost continuously since 1992. The support of its two longtime sponsors, and more recently the NEH, has been particularly important, since the project—with its focus on a branch of the federal government—

has had only limited success with obtaining private funding. NEH matching offers have been essential tools for raising private funds. Over the decades of the FFCP's existence, we obtained small grants from the MARPAT and H.W. Wilson Foundations and several contributions from the U.S. Capitol Historical Society. In recent years the William Nelson Cromwell Foundation has been an annual supporter. GWU's support for the FFCP is entirely dependent upon the existence of the federal funding. No staff member has a tenured position, and if outright federal funding was not forthcoming, the FFCP would rapidly close down. With continued support from the NHPRC, GWU and the NEH, along with some private funding, the FFCP will complete the correspondence series in 2011 or 2012.

PROJECT STAFF

Introduction: The FFCP has an experienced staff with an outstanding record. The staff operates as a team with each member given as much responsibility, independence, and credit as possible.

Everyone participates in editorial decisions, and editors regularly review each other's work.

Project Director and Co-editor (100% time for grant period): *Charlene Bangs Bickford* has been on the staff since 1967 and has directed the FFCP since 1984 with 14 volumes published under her direction. Experience uniquely qualifies her for this position. She is responsible for project management including: maintaining relationships with GWU and funding agencies, devising funding strategies, raising critical financial support, publicizing the project and its publications, formulating editorial policies, planning with other editors, and supervising staff. She has worked to bring the FFCP into the electronic age, participating in the Model Editions Partnership, instituting the FFCP website with its online exhibit and teacher's guide, and participating in a working group on indexing online historical documents and at three conferences on electronic publication of editions. She is the FFCP's point person for the JHUP's conversion of the *DHFFC* to an electronic product. She participates in all aspects of the editorial work and has also published and lectured widely on the FFC; taught secondary teachers and college students about the FFC; and worked on several curricula for secondary teachers. She teaches a George Mason University graduate course in historical editing which usually nets the FFCP at least two unpaid interns..

Co-editor (50% time for grant period): *Kenneth R. Bowling* became an associate editor with the Project in 1978, after more than a decade of loose affiliation with the FFCP. As coeditor he assists with project management, guides the research and editorial work of other staff members and student assistants, and participates in all aspects of the editorial work. He also is involved in fund raising and project outreach. A GWU adjunct history professor, he has published and lectured widely on many FFC-related topics, the Lewis and Clark Expedition, and the history of Washington, DC, and has taught courses on the American Revolution and Early Republic. In the fall of 2008 he is teaching a special seminar on George Washington—a cooperative venture between GWU and Mount Vernon.

Associate Editor (100% time for grant period): *Helen E. Veit* joined the FFCP in 1972 as a graduate research assistant. In addition to her considerable experience with the project, she holds an MPhil in American and English history and has specialized training in and an amazing talent for deciphering 18th century handwriting. She works on all editorial and production facets of the project and has particular responsibility for creating the first transcription from the source documents, creating and managing systems to track the work on each volume, deciphering handwriting, compiling the edited text, copyediting, and the production of volumes. Responsible for computer applications, she prepares coded electronic manuscript for transmission to the compositor, supervises index data input, runs the indexing programs, and manages editorial files.

Associate Editor (100% time for grant period): *William Charles diGiacomantonio* joined the project in 1989 with a history M.A. from the University of Chicago. He is an expert transcriber, experienced proofreader, efficient and thorough researcher, and a skilled writer/editor. He is the lead editor on researching the biographical gazetteers for the correspondence volumes and creating the “first draft” of the manuscript for portions of these volumes and is involved in all aspects of the editorial work and production phases. He has published and lectured on topics relating to the FFC, Washington D.C. history, The Creek nation, the iconography of the Early Republic, and Quaker history, participated in National History Day judging, and taught sessions on the FFC at local high schools.

Project Advisory Board: This Board was created in the 1970's to provide the FFCP with additional visibility and political support. Members, particularly the current and former members of Congress, have hosted receptions for newly-published volumes and helped raise the public consciousness of the project's existence and products. Members of this Board are listed on page 3 of this application. The Project Advisory Board does not meet, but members are called upon for assistance when needed.

Editorial Advisory Board: FFCP editors frequently seek the advice of historians, political scientists, lawyers, archivists, and documentary editors across the nation. The Editorial Advisory Board was created in 1991 to recognize some of those individuals who consistently provide us with information and assistance and to have a board that could be called upon when the project has a difficult problem to resolve, institutional issues arise, or our funders require additional oversight. This board has never met, but we are grateful for the support and assistance of its members listed on page 3 of this application.

EDITORIAL METHODOLOGY: THE CORRESPONDENCE SERIES

The FFCP has dealt with a wide variety of documentary evidence. The diversity of sources and our goal of creating a "documentary history," have necessitated redefinition of editorial method with each new volume or set of volumes. The method for the Correspondence Series is explained in depth below.

Selection and Presentation: More than 13,000 documents have been collected for the FFCP's correspondence and newspaper files. It is not possible to print all of these documents in full, nor is every one relevant. Thus we have crafted a selection method that ensures that every bit of information relevant to the history of the FFC, as well as the life of members at the seat of government, is presented. The policy for determining what will be printed, excerpted, calendared, or omitted is driven by significance. While we use the word "comprehensive" in relation to the *DHFFC*, our goal had always been to publish a complete documentary history of the FFC—not the complete 1789-91 correspondence to and from its members (MOCs), but all of their letters relating directly or indirectly to Congressional business. This series will be comprised of 8 volumes.

The overriding principle of the selection process is to omit nothing that provides information

about or insight into the FFC or its members and their activities. Letters revealing information and opinions that MOCs received, expressing their opinions and political philosophies, or providing insight into their family concerns during periods of separation are essentially important and will be printed. We omit portions of many letters and simply calendar others not meeting these criteria. Users are made of the entire body of relevant extant correspondence to and from members through the use of calendaring.

A statement that we were publishing letters from "people in the know" at the seat of government who were not MOCs raised concerns from a previous reviewer. In reality, letters in this category make up only a small percentage of the total number of documents to be presented. The letters of the most obvious of these people (Washington, Jefferson, and Hamilton) have already been published in modern editions, and unless they are essential to the story (for example, Jefferson's letters to Madison on the amendments to the Constitution), they are dealt with in the daily lists of related correspondence. Letters from "people in the know," most of which will be excerpted only, contribute significant information not available elsewhere, which would be extremely difficult for researchers to discover on their own because it is not in an obvious place, such as a letter to or from a member. It is critically important that these letters, which are from individuals such as presidential assistant William Jackson, lobbyist Manasseh Cutler, or Sen. Richard Henry Lee's brother Arthur (a member of the old Board of Treasury and one of the least discreet politicians of the era), whose letters contain much "second hand" information on the business of the Senate's meetings behind closed doors not available elsewhere. The letters of John Pemberton, head of the Quaker delegation which brought petitions to Congress in early 1790 and then stayed to advocate for regulation of the slave trade, are essential for understanding the extensive anti slave trade lobbying effort and the reaction to it. French Ministers, the Count de Moustier, whose letters were translated for the first time in volumes 15-17, and Louis-Guillaume Otto, the minister for second and third sessions, wrote informative and insightful reports to their superiors in France, portions of which are included.

As was true in volumes 15-17, the documents published in volumes 18-21 will be primarily letters to and from MOCs. The focus is on Congressional business, but included material documents the

social, personal, and financial lives of members, as well as their political ideas and actions. The following are the four ways that letters and other documents are dealt with:

1. **Letters published in their entirety:** Such letters deal entirely with FFC business and other relevant topics, such as the social life in NYC or family issues, and have not been previously published in modern editions (with the exception of some letters, particularly those by James Madison, the omission of which would seriously limit the comprehensive nature of the edition).
2. **Excerpted letters:** Only those portions which relate to the work of the FFC or provide important information about a member are printed. Concise descriptions of the omitted text, such as “Massachusetts politics” or “business transactions” are provided in the location notes.
3. **Referenced or quoted letters:** Some letters, particularly those dated outside the FFC time frame, are referenced, and sometimes quoted, in the endnotes to related letters.
4. **Listed (calendared) letters:** At the end of each date the editors include a list of all other letters which provide information about the FFC or its members. Several categories of letters often appear in these listings, called “Other Documents,” including documents that: a. Have been published elsewhere in modern editions; b. Are printed in other *DHFFC* volumes; c. Are listed and quoted in an auction catalog; or d. Have only a small portion that is relevant. The location of each letter, a brief summary of the contents, and frequently, short quotations, are included. A sizeable portion of the calendared letters relate to applications for federal jobs. Such letters written to MOCs and passed on to the President are accessible on the Library of Congress Website and *The Papers of George Washington: Presidential Series* has published many of them. Unless they are essential to understanding the FFC or a member’s political philosophy or related directly to a member doing his job (i.e. personal letters of recommendation or lists of recommendations for appointments sent to the President), letters of application are calendared.

Newspapers items: The FFCP has searched every extant issue of the 93 newspapers published in the United States during 1789-1791. Items located for these volumes fall into the following categories:

letters to and from correspondents at the seat of government, news items from the seat of government, news items about members from non seat of government newspapers, and public opinion pieces. In this series we are publishing virtually all items that the newspapers indicate to be correspondence to or from the seat of government and discuss Congress, the issues before it, or its members. All new information about Congress or its members gleaned from the newspapers has been included. **Public opinion pieces in newspapers** are wonderfully interesting but do not fall within our guidelines unless authored by a MOC, written in response to an MOC's piece or clearly seen by MOCs. We have now located over 4,000 of these items and with grants from the MARPAT Foundation in 2006-2008, a paid graduate student and paid undergraduate, together with student volunteers, have created a database of these pieces as the first step towards an electronic edition of them. This auxiliary product, earlyamericanopinion.org, is described more thoroughly in appendix B.

Choice of Texts: To choose among different versions of a document we ask: which version did the MOC either read or write and send? In selecting for the correspondence volumes, the editors use the recipient's copy (if available) as the text; if that is not possible, a retained copy is the next choice; then a printed version, or even a quote from an auction catalog.

Document organization and control: Most of our documents were collected and controlled before database software, or even office computers, were available; thus the FFCP keeps control of its documents using specially designed, printed, 3"x 5" forms in 5 slip packets. The forms are organized in date, author, repository of origin, and control number files, as well as one slip filed with the copy of the document. The system is not ideal, but it still serves its purpose, and we did not want to spend the time changing in midstream.

Transcription: FFCP policy is to present the original text as little altered as possible. Spelling, capitalization, and punctuation are maintained. Words crossed out in the original are lined out. Even the author's accidental writing of the same word twice in a manuscript (not in a clerk's hand) is maintained. Inserted changes will be inserted in the text or, very occasionally, noted in footnotes. Exceptions to literal

transcription are minor and occur as follows:

1. Superscript letters are lowered and periods supplied after these and other abbreviations.
2. Obvious typographical errors in printed documents and slips of the pen by clerks (for example, repeated words, such as "the the") are silently corrected.
3. Commas, decimals, and zeroes are added or placed correctly in numbers for clarity.
4. In cases where opening or closing quotation marks are missing in the manuscript, the editors supply these marks when it can be determined where the quote begins or ends.
5. Where two types of punctuation appear, punctuation that works best in that instance is chosen..
6. Display lines, complimentary closings, and signatures are eliminated and any substantive information from them placed in the heading or location note.
7. Contractions with tildes are silently expanded
8. In headings the spellings of names of members of Congress are standardized to the form that the MOC used at the time.
9. Common conventions of modern historical editing (such as the word "illegible" italicized within brackets) are used to indicate such things as words that could not be read or damage to the document.

Verification: The transcriber does the first read over of the transcript looking for obvious errors. During their editorial review, the editors constantly question and check for possible errors etc. An editor and a student (for relatively easy manuscript documents and printed documents) or two editors do the first one on one proofreading of the transcription against the manuscript. Before the manuscript goes to the JHUP, another two-person proofing of difficult letters is done. The complete page proof is proofread against the edited manuscript and the copies of the manuscripts are often referred to in this process.

Annotation: We continue to use annotation sparingly, and notes are brief and to the point. The policy is not to interpret but simply to provide facts and clarification where necessary. Although it is tempting to make extensive cross references to other volumes of the *DHFFC*, this is avoided in most

cases. For example, when a member made reference to the "duties" bill in May 1789, we did not write a note explaining that this is the Impost Act [HR-2] and noting where to find the legislative history. If we believe that the reference is unclear, such as a mention of one of the many collection acts, we supply the bill title and/or number in brackets in the text. A list of the short titles of that session's bills with their numbers, full names, and dates of introduction and presidential signature, will appear in each set of volumes. In addition, the front matter will contain a list of dates with topics under discussion on each date for both the House and Senate. The bulk of the annotation will be in biographical gazetteers at the end of each session's volumes. Gazetteer entries will provide basic biographical data, particularly the information necessary to understand the individual's connection to the FFC, its business, or one of its members.

Introductory Materials and Editorial Aids: We carefully craft introductory material and editorial aids to assist the reader. Volumes or series of volumes have short historical introductions. One of the most important aspects of each volume or series of volumes is the discussion of the documentary sources in the introductory material. The editorial method is explained, and funders and others who assisted with the volume are acknowledged. The acknowledgements for volumes 15-17 spanned 10 pages—an indicator of the breadth of the search and how many archivists, librarians, colleagues, funders, and others assisted us.

In addition to the usual introductory material, each volume or series has had unique editorial aids. Examples of these are numerous: maps in volumes 2 and 9, the Maclay family genealogical chart in volume 9, and the most complex of all aids, the bill chronologies in volumes 4-6. Illustrations provide images of documents, portraits of members of Congress, etc. The most extensive and important editorial aid for the edition--biographies of the 95 men who served in the Congress, focused upon their FFC careers--comprises nearly half of volume 14.

The correspondence series will have several special editorial aids, some of which are mentioned in the annotation section. Maps of lower Manhattan and Philadelphia keyed to lists of addresses where

members lived will also be included. Charts recording the daily weather reproduced from the contemporary newspapers and other unique items will aid the user. Our first ever use of head notes with several documents following them will appear in volumes 18-20 and will cover such issues as the Compromise of 1790 and the question of the constitutionality of the Residence Act [S-12].

Indexing: Indexes unlock the information contained in these volumes for the user. The correspondence volumes are/will be extensively indexed by session. In addition to the usual indexing of names, places, and subjects, the editors take care to include not only concepts of interest to political and constitutional history (i.e. sectionalism, implied powers, judicial review) but also the humanities in general (i.e. use of history, living conditions, and physical and psychological health). The editors determine the index entries and do the indexing from the page proof. From that point on, the creation of an index is accomplished through computer programs and extensive editing. For the remainder of the series we are using the CINDEK program.

Computer use: GWU has provided us with adequate computers and printers. We do not have a network. All transcripts and compiled material are regularly backed up and an up to date copy is maintained off site. We convey volumes to the JHUP in paper and electronic formats. The electronic text is coded for typesetting and the compositing house does the conversion of the coded disks to pages—a process that has worked very smoothly.

FINAL PRODUCT AND DISSEMINATION

As a result of decisions made decades ago by the NHPRC, the products of this grant will be books—the last five volumes of the *Documentary History of the First Federal Congress, 1789-1791*. Published by the JHUP and printed on acid-free paper, the books meet the guidelines for permanence and durability of the Committee on Production Guidelines for Book Longevity of the Council on Library Resources. The primary purchasers are research and law libraries, where they often become part of a non-circulating research collection, so usage is difficult to quantify.

Evidence comes from citations, and the FFCP has amassed a substantial collection of articles from law, political science, and history journals and books, as well as court documents, citing *DHFFC* volumes and project files. For most volumes of the *DHFFC* the stock has been completely or almost completely depleted, but the JHUP is now doing print on demand copies.

The JHUP will launch a digital *DHFFC* in January 2009. This edition will be the centerpiece of a new early American history subscription product which will be cross searchable. The electronic edition of the *DHFFC* will be maintained for long-term access through use of the Text Encoding Initiative XML DTD. The TEI format is a software independent format that will allow for future extendability and enhancement of the electronic edition of the *DHFFC*, while maintaining the integrity of the original printed volumes. FFCP staff has not participated in reviewing the electronic edition but we hope to have the time in 2009 to do a post launch review, particularly of the cumulative index.

Use of digital technology: The FFCP has been using word processors or computers and WordPerfect software to create electronic text, coded for typesetting, for the JHUP since the early 1980s. We began to use computer-assisted indexing with volumes 4-6 and now use CINDEXT to sort and edit indexes. The FFCP was a participating project in the Model Editions Partnership (MEP) cosponsored by the NHPRC and the University of South Carolina, which employed the Text Encoding Initiative (TEI) to develop a DTD for online documentary editions. While our online “mini-edition” from that project works quite well, one issue remains. Our mini edition still lacks the equivalent of the back of the book index and therefore access comes exclusively through word searching and lacks the intellectual input of our book indexes. There had been an availability problem because MEP director David Chesnutt has left South Carolina and the MEP Project is no longer active, and thus it has become difficult to maintain the site, which is often down and unavailable. We have resolved this problem by capturing the FFCP’s MEP material and placing it on our website, but our concerns about the permanence of digital resources have

been heightened by this experience.

Website: FFCP's website (www.gwu.edu/~ffcp) presents an online exhibit on the FFC with a teacher's guide for using the exhibit materials in the classroom. It has been named as an NEH Edsitement site. As was noted above, our MEP "mini-edition" is also accessible on site. Unfortunately we don't have anyone on staff who has the training to edit the site and are dependent upon volunteers to make changes/ corrections.

Public Opinion Project: This FFCP spin off project to create a website of all the public opinion pieces published in the 90+ newspapers published in the United States during the period of the First Federal Congress with a search engine powered by a detailed database is roughly 2/3rds complete and now available at www.earlyamericanopinion.org. This project is described more completely in appendix B(5)

JULY 2009---JUNE 2111 PLAN OF WORK

Bickford will spend around 30 percent of her time in project management (grant proposals and reporting, private fundraising, personnel matters, purchasing, payroll, etc.) GWU supports 20% of her salary and a small portion of her time is committed to service on History Department committees, departmental meetings, careers in history sessions for majors etc.

All staff spends some time assisting researchers, members of the media (including several documentary film makers), and others who call or come to the FFCP's offices for information on FFC related issues. As the project has become more well-known, we have also been visited by several high school and college classes. We also answer numerous email requests for information from a wide range of people who have located us on the Web. Answering these queries often requires research. This slows our progress somewhat, but we believe that every one of these visits helps to publicize the FFC, FFCP, and *DHFFC*.

As was described in the introduction and at the end of the project history section, our recent progress on the correspondence series has been slowed by the fact that despite our editorial

policy which allows us to list, rather than print, over half of the relevant documents, we still ended up with enough material for 8 volumes of correspondence. We had predicted 5 volumes after we revised the editorial policy. There is no question that editing and producing 8 volumes takes longer than 5! In addition, our staffing has been reduced from 4 to 3.5 FTEs for over 4 years and will likely remain at that level. We have managed to raise more private funds than in past years (over \$33,000 in both 2007 and 2008): this has allowed us to confine the damage from funding cuts to .5 FTE (Bowling, who at 68, is taking his Social Security and staying on half time), rather than cope with the loss of a fulltime experienced editor.

In addition, as mentioned before, a second complete editorial review of the manuscript for volumes 18-20 by Bickford has held up the transmission of the electronic manuscript to the JHUP. We expect that this will be our next to the last proposal to the NEH. It is hoped and expected that the NHPRC and GWU will support the FFCP through to completion of the *DHFFC*, which with adequate GWU, NEH, NHPRC, and private funding should be in late 2011 or early 2012.

JULY—DECEMBER, 2009:

Volume 18-20: *Correspondence: Second Session:*

We expect that these volumes, which cover the period December 1789—October 1790, will be in the production phase at this point. If page proof arrives before or during this period, it is expected that almost all staff time from that point on will be committed to proofreading, checking page proof, and indexing. We have discussed and are ready to implement a new, less time consuming, system for proofing and checking the page proof. Though we will continue to do some two person proofing of the page proof for spot checking and last reviews of particularly difficult documents, we plan to depend primarily upon one person readings of the page proofs, plus the careful checks of things like page numbers and running heads that we always do. We have made this decision only because page proofs for previous volumes have arrived from the

compositor nearly error free. If our new checking system finds that this is not the case, then we will have to revert to two person readings. During this period we will begin both the review described and the process of indexing (with most of the subject main entries determined in advance) and entering the index entries. We anticipate that this index will be comparable in complexity and scope to the 202 page index for volumes 15-17 and work on it will be very time consuming. We hope to have some extra funds to hire student assistants and possibly increase Ken Bowling's time during this period.

Volumes 21 & 22: *Correspondence: Third Session:*

Work on the 3rd session correspondence volume(s), which cover November 1790—March 1791, post FFC documents, and addenda to previous volumes, will depend upon the status of volumes 18-20. Before the page proof for 18-20 arrives, Bickford will be focused upon her editorial review of January and February 1791 and Bowling, diGiacomantonio and Veit will be working on the preliminary editing, compilation, proofing, and first editorial review of the post 1791 material, as well as researching and writing biographical gazetteer entries.

Electronic DHFFC:

All staff will devote some time to reviewing the online product that will be launched by the JHUP in early 2009. The cumulative index will receive special attention, but we know that we will not have the time to do the kind of editing job that this 17 volume project requires.

JANUARY--JUNE 2010:

Volumes 18--20: *Correspondence: Second Session:*

It is expected that all staff will be spending the majority of their time on checking the pages, indexing, index entry, and index editing. If page proof arrives early in the July--December 2009 period, this process, as well as the checking of corrected pages and proofing the typeset index pages, should be completed during this period, and the books may even be published. We will also work with the JHUP on publicity for these volumes.

Volumes 21 & 22: *Correspondence: Third Session:*

With the production schedule for volumes 18-20 as the top priority, the staff will work on these volumes only as time is available. Schedule permitting, Bickford will do her editorial review of March 1791. Bowling, diGiacomantonio, and Veit will complete their preliminary editing, compilation and proofing of the post FFC material and drafting of the biographical gazetteer entries. All staff will work on selecting and bringing together the material for the addenda.

JULY--DECEMBER 2010**Volumes 18-20: *Correspondence: Second Session:***

It is expected that publication would come during this period.

Volume 21 & 22: *Correspondence: Third Session:*

The draft editing, compilation and proofreading of the addenda will be completed. All necessary changes, corrections, additions, etc. to the text will be made and second proofing of difficult documents will be done. The biographical gazetteer will be finished and the front matter drafted and reviewed. Bickford and the other editors will complete their final editorial review of the three volume set, making all corrections and cleaning up loose ends.

JANUARY—JUNE 2011**Volume 21 & 22: *Correspondence: Third Session:***

After the final editorial review and coding for typesetting, the electronic manuscript will be sent to the JHUP early in this time period. After the manuscript is conveyed, the illustrations will be chosen and captions written. Letters will be written to repositories seeking permission to print where permission is needed. Preliminary index work on volumes at the press will be done.

FFCP close down:

While volumes 21 and 22 are at the JHUP, the FFCP staff will also begin the process of closing down the project. We will work on getting the project's files and library in order for

transfer to GW's Gelman Library's archives. Our files of oversized House and Senate documents in particular need to be put in new, well labeled and acid free folders. Research files need to be reorganized and described. Microfilm boxes need to be labelled more extensively and cataloged with cross references to finding aids such as the National Archives Inventories of House and Senate documents. We will also work on ensuring that the FFCP's website and www.earlyamericanopinion.org will continue to be maintained and available.