Pamphlet describing M1739


Records of the Office of the Judge Advocate General (Army) Record Group 153
M1739


Introduction compiled by Dr. Garry D. Ryan
Records arranged for filming by Edwin H. O. Stokes

National Archives and Records Administration
Washington, DC
1992
United States. National Archives and Records Administration.


20 p.; 23 cm.--(National Archives microfilm publications. Pamphlet describing M1739.)

Cover title.

"These records are part of the records of the Office of the Judge Advocate General (Army), Record Group (RG) 153."--p. 1.


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Introduction

On the 31 rolls of this microfilm publication, M1739, are reproduced a collection of records assembled entirely or in part by (then) Col. Charles Decker, Judge Advocate's Department, relating to the preparation of the Manual for Courts-Martial, U.S. Army, 1949, and the Manual for Courts-Martial, United States, 1951; the framing and enactment of the Uniform Code of Military Justice, 1948-50; the study and review of the workings of the Code and the 1951 Manual by the staff and students of The Judge Advocate General's School, 1951-56; and other matters relating to Col. Decker's military career. These records are part of the Records of the Office of The Judge Advocate General (Army), Record Group 153.

Most of the material comprising this collection are records of the projects, offices, and installations that Col. Decker headed or commanded between 1948 and 1956. The collection contains no private papers of Col. Decker, but it does include a small number of his official personnel records and large number of his personal copies of publications (both official and non-official) and issuances. For the most part, the records are dated between 1948 and 1956 with a few dated as early as 1941 and as late as 1963.

Background

Charles Lowman Decker was born in Oskaloosa, Kansas, on October 18, 1906. He attended the United States Military Academy, graduating in June 1931. Although assigned to the infantry, Decker was engaged continuously in court-martial work during the 1930's. After graduating from the Georgetown University School of Law in the spring of 1942, Col. Decker was transferred to the Judge Advocate General Department. During the Second World War he served in Europe with XIII Corps, becoming Deputy Theater Judge Advocate of the European Theater of Operations after V-E Day.

From 1947 to 1951 Col. Decker was chiefly concerned with the revision of the Army's military legal system. He organized and directed the preparation of the Manual for Courts-Martial, U.S.

Records Description

The Decker Collection is divided into six parts and is filmed in the following order:


6. Other records, 1941-61.

Except for publications and a few oversize issuances the records are bound in acco-fastened or loose-leaf binders, many of which bear the stamp "Military Law Library, JAGO, Army," or are loose in folders.


With the passage of the Elston Bill on June 24, 1948 (Public Law 759, 80th Congress), the first
significant amendment of the Articles of War since 1920, the Department of the Army immediately undertook the task of revising the Manual for Courts-Martial, U.S. Army, 1948. The revised manual was to include all changes contained in the Act as well as all pertinent matters based on the experience of the past twenty years, especially the period of the Second World War. In addition, such parts of "TM 27-255, Military Justice Procedure, as deemed advisable" were also to be included. This War Department technical manual had been used as a supplement or "pony" to the 1928 Manual because of the latter's failure to describe complicated legal procedures in such a manner as to be clearly and easily understood by officers without legal training.


Work on the revision of the 1928 Manual began about July 1, 1948. Decker divided the task into 30 projects, each of which represented the revision of one or more chapters or appendixes of the 1928 Manual. To each project he assigned an officer who had had some experience in that aspect of military law. For example, Maj. Ackroyd drew the assignment of revising and expanding the chapter on evidence and Maj. Robblee of preparing a chapter on insanity. Gen. Hubert D. Hoover, Assistant The Judge Advocate General, and Col. Connally formed a committee of two to review the draft, which was completed by October 15, 1948. Printing of the new manual began on December 1, and its distribution began before the end of the month. To inform concerned officers of the contents of the new manual and of the changes of court-martial procedures it entailed, The Judge Advocate General's Office, during the period December 7-10, 1948, held an orientation conference.

The records reproduced on this microfilm publication relating to the preparation of the 1949 courts-martial manual include the master file and the working file (rolls 1-5) set-up by the Manual Redraft Division (Provisional) to record their progress in revising the procedures to military courts-martial. The two files are similar in format and almost identical in content. Internal evidence indicates that the division circulated piecemeal the master file to Gen. Hoover and Col. Connally for review of its work and that the working file remained in the division. As portions of the master file were returned to the division, a staff member transcribed onto the working copy the comments and notations added to the master file by the two members of the review committee. In a few cases this was not done. Because of this and because over the years items have been lost from each of the files, the two files do not completely duplicate each other.

The master file and the working file each consist of several hundred sheets of oversize loose-leaf paper (formerly arranged in four loose-leaf binders) to which are pasted, stapled, or clipped several thousand pieces of handwritten, typed, or printed paper. In addition, the loose-leaf sheets themselves bear a great number of pencil and ink comments and changes made by members of the division staff and the review committee in the drafting of the new manual. The division usually allocated to each paragraph or appendix of the 1928 *Manual* two sheets of oversize loose-leaf paper laid side by side in binders. They then divided each of these sheets in half lengthwise, giving them four halves or columns onto which to arrange the documentation created relating to the particular paragraph or appendix. To the longer paragraphs and appendixes they allocated as many sheets (in multiples of two) as needed.

In the left column of the left-side sheet they pasted the text of the appropriate paragraph or appendix of the 1928 *Manual*. In the next column
they stapled or clipped all or relevant portions of the texts of Acts of Congress, Army regulations, JAG bulletins, War Department technical manuals, Winthrop’s Military Laws and Precedents, and other documents, which they cited as legal authorities for the changes they were proposing. In the left column of the right-side sheet they affixed one or more memorandums justifying the changes they were advocating, and in the last column they added the suggested wording of the revised paragraph or appendix.

For the most part, the staff of the Manual Redraft Division arranged the sheets by paragraph number, 1-157, followed by appendix number, 1-15. There are, however, a number of important exceptions. At the very beginning of only the working file is a set of loose-leaf sheets for the introduction to the manual followed by another set for the executive order prescribing the use of the manual. In both working and master files the sheets for the chapter on insanity (paragraphs 110-114 of the 1949 Manual), follow the sheets for paragraph 114 of the 1928 Manual, which deal with confessions. Similarly, the sheets relating to petition as a basis for remedy, paragraph 101 of the 1949 Manual, precede the sheets discussing paragraph 101 of the 1928 Manual, contempt of court. Because Chapter XXIX of the 1949 Manual, unlike its predecessor, discusses each punitive Article of War, many new paragraphs had to be created. Rather than establish a long list of new paragraph numbers during the drafting process, the division added a letter suffix to the number of the preceding paragraph of the 1928 Manual to designate the new paragraph. For example, paragraph 129a, which discusses violations of the 55th Article of War, follows paragraph 129 on violations of the 54th Article of War. A final exception: owing to some oversight the paragraph numbers on the right-side sheets for paragraphs 120 through 126 are one number higher than the corresponding numbers on the left-side sheets.

In addition to the working file and the master file the records of the Decker Collection relating to the 1949 Manual include a small file of documents, arranged chronologically, concerning the creation, organization, and administration of the Manual Redraft Division (Provisional) and the
training of judge advocates in the use of the revised manual (roll 5).

Records relating to the drafting and enactment of the Uniform Code of Military Justice, 1948-50.

In August 1948, a few weeks after the Manual Redraft Division (Provisional) began to revise the Army's manual for courts-martial, Secretary of Defense James Forrestal announced the creation in his office of a committee to draft a uniform code of military justice for all the armed services. The committee's mission was to unify, consolidate, revise, and codify the Articles of War, the Articles for the Government of the Navy, and the disciplinary laws of the Coast Guard, thereby creating a code of military justice in substance, interpretation, and application for all the armed forces. Professor Edmund M. Morgan, Jr., Harvard School of Law, acted as chairman of the five-member body. The four other members, who with Chairman Morgan formed the Committee Policy Group, were Assistant Secretary of the Army Gordon Gray, Under Secretary of the Navy John Kenney, Assistant Secretary of the Air Force Eugene M. Zuckert, and Assistant General Counsel, Office of the Secretary of Defense Felix E. Larkin. Larkin, who served as Executive Secretary of the Committee, was also a member of the Working Group and of the Research Group, both of which assisted the committee in its work. The Working Group drafted the various articles of the proposed code and forwarded them to the Policy Group for discussion and approval. The Morgan Committee, as this body was usually called, submitted its Uniform Code of Military Justice to the Congress on February 8, 1949. After much deliberation in both Houses the Code was enacted into law on May 5, 1950 (64 Stat. 107), and went into effect on May 31, 1951.

Reproduced on this microfilm publication are records relating to drafting of the Code by the Morgan Committee and the enactment of the Code into law by the Congress (rolls 6 and 7). The first category of records includes Col. Decker's copies of reports, dated November 1948-January 1949, prepared by Lt. Col. John M. Pitzer, Army member of the Working Group, describing the group's activities and reflecting the differing views of the armed services representatives on that body; mimeograph copies of
letters received by the Morgan Committee between August and November 1948 from Federal and State judges, State governors, bar associations, lawyers' associations, legal firms, Army reserve officers, and National Guard Officers; a copy of Uniform Code of Military Justice consisting of "Text, Reference, and Commentary," based on the report of the Morgan Committee to the Secretary of Defense; and a mimeograph copy of "Comparative Studies Notebook." This last item, issued in January 1949 by the Morgan Committee, consists of 121 studies, one for each Article of War. Each study contains four parts: (1) the text of an Article of War and of the related paragraph(s) in the Manual for Courts-Martial, U.S. Army, 1949; (2) the text of the pertinent Articles for the Government of the Navy and the related paragraph(s) in the Navy Courts and Boards, 1937; (3) a comparison of 1 and 2 above; and (4) one or more recommendations on criticisms "drawn from the many studies and reports on military justice and, in some cases, from the hearings before the House Armed Services Committee."

Included in the second category of records is Col. Decker's desk copy of Index and Legislative History: Uniform Code of Military Justice (1950), a 1,200-page volume containing the printed transcripts of the hearings (and reports) of subcommittees of the House and Senate Armed Services Committees on the Morgan Committee's proposed Uniform Code of Military Justice, March-June 1949. Also included are the pages of the Congressional Record containing the transcripts of the House of Representatives hearings of May 5, 1949, on the Code and those of the Senate held on February 1 and 2, 1950. The final item in this category is a printed copy of the hearings held in April 1962 by Subcommittee No. 1, House Committee on the Armed Services, to amend Article 15 of the Uniform Code relating to non-judicial punishment.


On February 21, 1950, in anticipation of Congressional approval of the Uniform Code of Military Justice, the Judge Advocates General of the Army, Navy, and Air Force met with the General Counsel, Office of the Secretary of Defense, and
agreed to proceed on a joint basis in the
preparation of a manual for courts-martial to
implement the Uniform Code. Col. William P.
Connally, Jr., Assistant The Judge Advocate General
for Military Justice, Department of the Army, was
instructed to direct the preparation of such a
manual.

Col. Connally assigned to the Special Projects
Division, which was under his supervision, those
officers who had prepared the Manual for Courts-
Charles L. Decker, as division chief, Lt. Col.
Waldemar A. Solf, as executive officer, and Maj.
William A. Collier, and an Air Force judge advocate,
Lt. Col. Jean F. Rydstrom, were placed on duty with
the division, and each not only acted as liaison
officer for his respective service but performed a
full share in the actual drafting of the book.
Subsequently, Maj. Roger Currier was assigned to the
division to augment the Army complement.

Repeating the successful approach he employed
on the 1949 Manual, Col. Decker divided the initial
drafting into 30 separate projects, which were
appropriated among the officers of the division so
that each was drafted by an officer considered
expert in the particular field. The plan required
completion of the preliminary draft of the entire

As the preliminary draft of each project was
approved within the Special Projects Division, it
was forwarded to Col. Connally. Once this segment
received his approval, it was sent for review to a
representative of each Judge Advocate General.
These representatives were Col. John E. Curry
(USMC), Brig. Gen. Herbert M. Kidner (USAF), and
Col. Connally himself. Following their review, they
themselves or their designated representatives
reviewed the draft of each project in conference.
The entire preliminary draft as finally approved by
the service representatives was reproduced and
forwarded for review to the three Judge Advocates
General and the General Counsel, Office of the
Secretary of Defense. Before approving the
preliminary draft the Judge Advocates General and
the General Counsel held numerous conferences in
which contrasting views were scrutinized and all differences resolved. The preliminary draft of the text and appendixes of the manual, as finally approved by the Judge Advocates General, and now called the tentative or second draft, was reproduced and cleared through the various agencies in each service department having an interest in the matter. Final departmental clearance was given by the Secretaries themselves about December 1, 1950.

Col. Decker was then designated as Department of Defense representative to effect clearances with the other interested government agencies. These agencies included the Bureau of the Budget, which, in addition to the usual studies it made in such instances, also retained a special counsel (Frederick B. Weiner) to make an independent study of the draft. Next, the draft was reviewed and cleared by the office of the Attorney General. This consisted of a study by three experts in criminal law and procedure, as well as a further review by other attorneys in the Department of Justice. After this, the work was reviewed by the head of the National Archives and transmitted to the Executive Office of the President, where, after due study, the Manual for Courts-Martial, United States, 1951, was duly promulgated as Executive Order 10214 on February 8, 1951.

The records reproduced on rolls 8-14 of this microfilm publication document the preparation of the preliminary draft of the 1951 Manual within the Special Projects Division during the spring, summer, and fall of 1950. These records, which the division referred to collectively as the "layout," are the counterparts of the master and working files set up by the Manual Redraft Division (Provisional) in drafting the 1949 Manual. They are similar in content and arrangement but differ in format, legal-size sheets of paper replacing the columns of the cumbersome oversize loose-leaf sheets used in 1948-49. Once again the discussion of each paragraph of appendix consists of four parts: (1) a copy of the text of the appropriate paragraph from the Manual for Courts-Martial, U.S. Army, 1949, the related paragraph from Naval Courts and Boards, 1937, and, in a few cases, the Manual for Courts-Martial, U.S. Coast Guard, 1949; (2) printed or typed copies of provisions of the Uniform Code of Military Justice, United States Code, legal codes of a number of
States, Federal and State court rulings, and excerpts from Army and Navy general courts-martial cases cited as authorities for the wording of the proposed paragraphs; (3) a supporting memorandum, citing the pertinent authorities, and explaining the reasoning which underlay the draft of the proposed paragraph; and (4) one or more versions of the proposed paragraph. The arrangement of the "layout" is by paragraph number, 1 to 189, followed by appendix number, 1-19. With one exception, the paragraphs comprising a chapter are discussed as a unit. For example, the single supporting memorandum justifying the proposed wording of the six paragraphs comprising Chapter XI, organization of the court and arraignment of the accused, discusses paragraphs 57 through 62 in numerical order before it presents the proposed wording of these paragraphs, again in numerical order. Because of its length and complexity the discussion of Chapter XXVIII, Punitive articles, is broken down into eleven segments consisting of from one to seven punitive articles.

The Decker Collection includes two copies of the "layout." The first, the Special Projects Division copy, is complete, and in addition to the four parts described above includes copies of a number of memorandums "for the file" or exchanged among the drafters of the manual, expressing their views concerning one or more paragraphs under consideration and usually proposing a partial or complete revision of the paragraph. Many of these memorandums reflect the thinking of the service representatives: Brig. Gen. Kinder, Col. Connally, and Col. Curry. The second, Col. Decker's personal copy, consists of two parts only: the supporting memorandums and the authorities cited in the memorandums.

Following the two copies of the "layout" are five "papermaster" copies of the preliminary draft of the 1951 Manual (rolls 15-19). Three of the copies are complete and include the proposed texts of Chapters I through XXX and Appendixes 1-19. The two incomplete copies do not include the proposed texts of the 19 appendixes. The copies of Col. Decker; The Judge Advocate General, Maj. Gen. E. M. Brannon; and Col. Connally are complete. The cover of the volume of one of the incomplete copies is labeled "Comment of the Judge Advocate General.
Navy." The provenance of the other incomplete copy is not known.

Each of the five copies include minor and major changes in the proposed wording. The minor changes are simply additions or deletions in pen or pencil, but the major changes have been typed on separate sheets of paper and pasted over the amended text. The number and position of the corrections differ from copy to copy. For example, the unidentified copy has 45 changes in Chapter XXIX, Punitive articles; Col. Decker's copy has none. Col. Decker's copy, however, contains 40 changes in Chapter XXVIII, Rules of evidence, agreed upon by the three Judge Advocates General in November 1950, which are not included in the four other copies.

The "final rough draft" of the 1951 Manual (roll 20) is the Special Projects Division file copy of the tentative or second draft of the manual. It is, in effect, simply a copy of the preliminary draft onto which all the changes in the various copies of the latter have been made. These changes, both substantive and editorial, are numerous. At the beginning of the "final rough draft" are a number of small forms, dated December 1, 1950, signed by the officers responsible for the 30 projects, asserting that they had reviewed the projects (i.e., chapters and appendixes) which had been assigned to them and that all the changes made by the service representatives, the three Judge Advocates General, and the General Counsel of the Office of the Secretary of Defense had been incorporated in the draft. The text of Appendix 7 is missing from this copy.

The "Final Manuscript (Text) United States Manual for Courts-Martial, 1951" (roll 21) is the typed copy from which the printed "Draft United States Manual for Courts-Martial, 1951" (roll 22) was drawn. The "Final Manuscript" lacks the text of Appendixes 2 and 9, and the "Draft" is missing two pages of the text of Chapter XXIX, Habeas corpus. The pagination of both versions is identical.

Reproduced on roll 23 of this microfilm publication is a copy of the printed pamphlet, "Legal and Legislative Basis, Manual for Courts-Martial, United States, 1951," dated April 19, 1951, containing a short history of the preparation of the

Despite a long record of service by Army judge advocates, it was not until the beginning of World War II that efforts were made to provide these officers with specialized training in military law. In February 1942, as demands upon uniformed lawyers became greater and more complex, specialized courses and refresher training for judge advocates on active duty were commenced by the Army at the National University Law School in Washington, DC. In August 1942, the school was moved to the Law Quadrangle at the University of Michigan in Ann Arbor, MI. In the following months, hundreds of officers were trained at Ann Arbor, and by June 1944 over two-thirds of the 1,700 officers on active duty with the Army's Judge Advocate General's Corps were graduates of the school. In 1946, however, the school at Ann Arbor, which had been intended as a temporary institution, was discontinued. With the coming of the Korean War, need for training facilities was again accentuated, and, in August 1950, another temporary school was established at Fort Myer, VA.

By this time, the decision had been made to found a permanent Judge Advocate General's school. In the late spring of 1951, a survey was made of the facilities and the law library at the University of Virginia at Charlottesville, and on August 2, 1951, by Department of the Army General Order No. 71, the Judge Advocate General's School (JAGS) was established on the grounds of that university. Col.
Decker, the officer most responsible for the conception, organization, and early development of the school, was selected to be its first commandant.

Five years after its establishment, in September 1956, the Judge Advocate General's School moved into its own building on the campus of the University of Virginia. By this time, the school consisted of three departments, each of which was divided into a number of divisions. The Academic Department conducted all courses held at the school: four 11-week classes a year in the basic elements of military law; one 32-week intensive course in advanced military law; and a number of shorter courses in aspects of military procurement and contractual law. Civilian attorneys employed by the Department of the Army also attended these special classes. The Nonresident Schools Department had the responsibility for all off-campus training of Army judge advocates whether enrolled in the United States Army Reserve School, which had branches in most major cities of the United States, or in Army-sponsored extension courses around the world.

The Research, Planning, and Publications Department prepared and distributed publications on military law; produced training films on the Uniform Code of Military Justice and on court-martial procedures; managed the annual conference of Army judge advocates at the school; and, most important for this microfilm publication, maintained a continuing study of changes to the 1951 Manual made necessary by decisions of the Federal Courts, the Court of Military Appeals, and the various JAG boards of review. The department also studied the Uniform Code of Military Justice and collected suggestions and recommendations for changes proposed at the annual JAG conference or received from the officers of JAGO and from the field. The results of all this study were promulgated to judge advocates and other interested parties through the medium of the Judge Advocate General's "Chronicle Letter" (later called "Chronicle of Recent Developments") and were included in the annual Cumulative Pocket Part to the 1951 Manual which served as its annual revision.

Nearly all of the records reproduced on this microfilm publication relating to the Judge Advocate General's School at Charlottesville, VA, were
created during the period Col. Decker served as the school’s commandant, 1951-55. They consist of a number of files of activities carried on at the school concerning the continuous study of the Uniform Code of Military Justice and the Manual for Courts-Martial, United States, 1951. There are also copies of the printed reports of the annual Army Judge Advocates Conference held at the school in 1952, 1953, 1954, and 1956.

The files relating to the Uniform Code and the 1951 Manual consist largely of comments and suggestions received from judge advocates of all the armed services, Army JAG boards of review, civilian lawyers, Congressmen, members of the Court of Military Appeals, and other interested parties and concern revision and amendment of the Code and the Manual. Many of the comments and suggestions received from Army officers were a result of questionnaires prepared by the staff of the school and then distributed throughout the Army. These files also include two copies of the report of the (Jones) board established by the Judge Advocates of the armed services in June 1953 to recommend changes in the Code (roll 24); two copies (one with footnotes and one without) of Lt. Col. Gilbert Ackroyd’s complete redraft of Chapter XXVII, Rules of evidence, 1951 Manual (roll 25); and a mimeograph copy of a 1956 compilation of all proposed revisions to the 1951 Manual prepared by the Manual Revision Project, JAGO (roll 25).

The printed reports of the annual conferences held at the school in April 1952 and in September 1953, 1954, and 1956, (roll 27) contain the text of most of the lectures given at the various sessions of the conferences. In a few cases, a transcript of the question and answer period is included. The appendixes to the reports for each conference include a roster of officers and civilian lawyers in attendance and an outline of the conference agenda. The 1952-54 reports list the composition of the panel study groups and their recommendations regarding changes in the Code and the 1951 Manual. The 1956 report includes a short history of the Judge Advocate General’s School along with a description of the dedicatory ceremonies of the new JAGS building.

Among Col. Decker's more personal records in this collection are his desk calendars for the years 1956-58 and 1960-63 (with gaps), when he served as Assistant The Judge Advocate General and as The Judge Advocate General. Some of the calendar pages are blank, others only list appointments, and some include appointments and comments. Only the calendar for 1962 is complete. Related to his 1961 desk calendar is a loose-leaf notebook containing Gen. Decker's daily schedules for that year. Each schedule covers one or more weeks and those headed "coming events" list his schedule for a period of several months. Some of the schedules were prepared for the benefit of Mrs. Decker.

Other personal records included in the collection are fragments of Col. Decker's reading file, March-November 1950, two vitae prepared in 1954 or 1955, a "legal experience statement" dated October 1948, several JAGO orders granting him leave, 1948-50, and a copy of "Honor and the Advocate" which he submitted for a course in legal ethics (n.d.).

Other records, 1947-61.

At the end of the Decker Collection are a number of miscellaneous publications, issuances, and other records relating to the operations of the Federal Government, the Department of the Army, and the Office of The Judge Advocate General; Congressional hearings; and military law (roll 29). Among the more significant items in this small group are a printed copy of the 1947 hearings before the Elston Committee of the House of Representatives and that committee's report on amending the Articles of War; a 1949 JAGO study on the preparation of standard operating procedures for appellate review, confirming actions, and related matters regarding a military courts-martial; a copy of "Legal Services and Procedure: A Report to Congress by the Commission on Organization of the Executive Board of the Government," and a copy of Selected Readings, Legal Basis of Command (1961), a reference book compiled by the U.S. Army Command and General Staff College, Fort Leavenworth, KS.
To facilitate the use of the records included in the Decker Collection and reproduced in this microfilm publication, the National Archives has reproduced on rolls 30 and 31 copies of the 1921, 1928, and 1949 editions of the Army courts-martial manual as well as a copy of the Manual for Courts-Martial, United States, 1951. These manuals are not part of the Decker Collection.
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