



## ARTICLE

## Documentary heritage and collections public policies through the formation of the documental collection of the museu da companhia paulista library

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### ABSTRACT

The article studies the documental collection of the Museu da Companhia Paulista in Jundiaí and aims to identify how the formation of the documental collection took place in order to contribute to its valuation and organization as a documentary and railway heritage. Its purpose is to identify, then, the origin of this set, the time and conditions under which it was gathered in a collection, the function and applicability of public policies in its specific case. It should be noted that the gathering of the documentary set in a collection and its historical conditions in the 1990s and 2000s reveals beyond the institution's history, the form of public management of the time. The relations established between the creation of this collection and the institutions that originated it, generate reflections on the way the patrimonial processes were managed during the privatization period.

### KEYWORDS

Document preservation. Library administration. Museum policy. Public policy.

## Patrimônio documental e acervos políticas públicas através da formação do acervo documental da biblioteca do museu da companhia paulista

### RESUMO

O artigo estuda o acervo documental do Museu da Companhia Paulista em Jundiaí e visa identificar como se deu a formação do acervo documental a fim de contribuir para sua valoração e organização como patrimônio documental e ferroviário. Seu propósito é identificar, então, a procedência desse conjunto, a época e as condições em que ele foi reunido num acervo, a função e a aplicabilidade das políticas públicas em seu caso específico. É preciso notar que a reunião do conjunto documental em um acervo e suas condições históricas nas décadas de 1990 e 2000, revela além da história da instituição, a forma de gestão pública do período citado. As relações estabelecidas entre a criação desse acervo e das instituições que lhe deram origem, geram reflexões sobre o modo como foram gerenciados os processos patrimoniais no período de desestatização.

### PALAVRAS-CHAVE

Acervos. Gestão documental. Museus. Políticas públicas.



JITA: DM. Museums.

## 1 INTRODUCTION

Based on a historical perspective, it is possible to see that in the country the idea of documental heritage has been deepened over time. In this sense, institutions were founded with the purpose of storing and providing access to public documents. However, between the production of the document and its access, it is essential for the state to act in terms of organization, safeguarding and accessibility.

With regard to public policies regarding documental heritage, Camargo (1999) indicates that throughout the 19th and 20th centuries, this heritage

was marginalized by the public policies of patrimonial protection, and from the beginning, with the creation of SPHAN, the documentary collections under the guard of the institutions were (sic) marginalized by the policy then elaborated, reinforcing a tendency of abandonment that had been gradually consolidating since the beginning of the republican phase (CAMARGO, 1999, p. 15).

Rodrigues argues that it was only in the mid-1980s that the notion of heritage was expanded and, in this expansion, it also began to include "historical documents, generally deposited in public and private archives" (RODRIGUES, 2001, p. 145).

In the 1980s and 1990s there was a new trend towards documental heritage with the creation of national and international programs to preserve and give access to documental heritage (MOLINA, 2013). We can mention, for example, the creation of the National Foundation Pro-Memory of the National Program for the Preservation of Historical Documentation - Pro-Document in 1984, which had as its objective the identification and evaluation of private collections of historical interest. On the other hand, the Memory of the World Program was created by UNESCO in 1992, which recognizes the guidelines of documental heritage and keeps records of the collective and documented memory of various peoples of the world, representing part of this heritage. Among the main purposes of the program, it is to facilitate the preservation of the world's documental heritage by means of the most appropriate techniques, enabling its universal access as well as to conceive a greater awareness throughout the world of the existence and importance of the documental heritage (UNESCO, 2002).

With regard to industrial heritage, Oliveira (2015) sets out his trajectory, emphasizing that the first movements emerged in England in the 1950s. From this historical trajectory, we find highlights to the importance of preservation that make reference to the Industrial Revolution. However, the sensitivity to the vestiges of contemporary industry gained greater prominence in London in 1960. Later, in the 1970s and 1980s, the discussion about industrial goods also mobilized museum institutions, representatives of academia and organizations, gaining visibility thanks to various initiatives for dissemination in technological museums, science and business.

In Brazil, the identification and protection of a heritage is marked by the foundation of SPHAN<sup>1</sup> (National Historical and Artistic Heritage Service) in 1937. Among the different

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<sup>1</sup> Since the Decree-Law No. 25, of November 30, 1937, the country has gained a public body dedicated to the identification and preservation of its heritage: The National Historical and Artistic Heritage Service (Sphan), created by the President of the Getúlio Vargas Republic, operating within the structure of the Ministry of Education and Health. The purpose of the institute was to write the history of the country, to preserve it through the encroachment of assets and to affirm the role of the State as the creator of nationality. The agency intended to give scientific treatment to heritage issues, its work would be based on historical and photographic documentation, built

types of industrial heritage and its diffusion in the country, railway assets have a preservation problem that has worsened in recent decades. There are also subclassifications of industrial goods, and one of them would be the railway heritage, which, according to IPHAN (Institute of National Historical and Artistic Heritage), includes everything from buildings to rolling stock, such as documentary collections (OLIVEIRA, 2010a).

Among the first cultural assets protected and recognized as industrial heritage, are railroad stretches and physical structures of iron factories. According to Oliveira (2010a), by 2010, there were 1,041 federally protected cultural assets, but only 50 could be considered industrial heritage, 9 of which would be railroads [see Oliveira 2018, p.10].

From the process of privatization of railway companies that began in 1995, Kuhl (2012) points out that a period of uncertainty occurred regarding the assets belonging to the companies such as: how many and of what nature they would be, whose ownership and responsibility for maintenance. During that period, the already precarious situation worsened.

Despite the efforts of the organs and people involved in the liquidation of the company, from 1999 onwards, its deactivation left the part of the existing infrastructure unattended [...]. More than a consistent and continued policy of preservation, a simple transfer of inactive railway assets from the Union or the State of São Paulo to municipal responsibility was carried out (OLIVEIRA, 2010b, p. 28).

By assuming responsibility for rail museums, the City Halls only incorporated them into the management plan for existing cultural institutions, without establishing any consistent project to carry out the activities expected by a rail museum. There are some interventions that guarantee minimum operating conditions. However, the problems cited are not only of a technical or specific nature of the industrial heritage but are related to public policy issues.

The railway assets lived outside the public policies of preservation and the few overturns only framed the station. In 1996, only 11 stations were classified by CONDEPHAAT (São Paulo State Historical, Archaeological, Artistic and Tourist Heritage Defense Council) and only the Luz Station was protected by IPHAN. This is a minimum number in relation to the importance of the railroad in the state (KUHHL, 2012).

From a decree and a law both of 2007 onwards, the remaining parts of the company became the responsibility of IPHAN, since until then, the predominant policy was the overturning of isolated buildings. After the law, IPHAN tries to treat the matter in a systemic way and together with CONDEPHAAT, committing itself to protect the railway industrial heritage (KUHHL, 2012). The management of this acquis constitutes a new assignment of IPHAN. To meet the demand, the Railroad Cultural Heritage List was established through IPHAN Ordinance No. 407/2010, with 639 properties registered by December 15, 2015. On rail museums, there are some works, such as Bemvenuti (2016) and Bartcus (2012). However, none of these researches take the bibliographical collection as an object.

According to Correa and Oliveira (2018), in a survey within the themes defined by CNPq (National Council for Scientific and Technological Development), from 2011 to 2016, 105 works were registered among dissertations and theses in multiple areas of knowledge. Only 40 are in History and 6 in Public Policies. In the field of documentary collections, there are also few investigations focusing on collections from private companies and industrial funds.

The research that resulted in the current article had as proposal to study the bibliographical collection of the Museum of the Paulista Company, located at União dos Ferroviários Avenue, in Jundiaí; which consists of a very varied bibliographical and documental

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through local research, libraries, archives, museums, among others, and only after justified that the property would be considered part of the heritage and inscribed in one of the tomb books (GOMES, 1999).

collection, composed of plans, technical drawings, maps, minutes, circulars, books, reports, besides a series of administrative and periodic documents. The collection of the Railway Library of the Museum of the Paulista Company, initially belonged to FEPASA - Ferrovia Paulista S.A. and was in the library of this company in São Paulo/SP. It should be noted that during the privatization process that took place in the 1990s, the company's activities at that address were finalized and the entire collection was transferred to Jundiaí, where the railway museum was already located.

For Aline Bartcus (2012), the old Irineu Evangelista de Sousa Railway Museum (Barão de Mauá) was inaugurated in 1979 at the Jundiaí Workshop Complex, which started to be reused as a historical and cultural good, whose purpose was to be a center of references and preservation of the railway industrial heritage of the city of Jundiaí. However, it was reopened with new museological guidelines in May 1995 and renamed to the Museum of the Paulista Company. The Library where the museum's collection is located was founded in 1998 by FEPASA employees and later received the bibliographic and documental collection of the old Federal Railroad Network Anonymous Society - RFFSA. As Oliveira (2010b) explains, in 1999, the administration of the museum was taken over by the Paulista Company de Asset Management (CPA) and, in 2001, the Jundiaí City Hall bought the complex and took over the management.

It is understood that the proposed discussion occasionally appears in parallel with other issues such as the history of the institution or the diffusion of the museum. Therefore, taking into account that the documentary collection precedes the institutionalization of the museum, the research sought to recognize how this bibliographical collection was formed, verifying the origin of this set that, today, is deposited in the library of the Fepasa Complex.

Regarding the public policies that deal with the documental and railway patrimony, due to the existence of Law no. 8,159/1991, it is investigated whether it was the same that established this unification; or, if the existence of a legislation on documental custody, at the time of its meeting, reaches in practice the public and private companies, in order to verify if the composition of this collection is the result of some action or public policy of preservation, be it of documental or railway assets in general.

Therefore, this work was structured taking into consideration these two perspectives. On the one hand, it addresses the composition and history of the Museum Library of the São Paulo Company, through consultations with the documentary records, and on the other, it seeks to analyze the public policies that take the railway past or the documentary heritage as an object.

## 2 ORIGIN AND HISTORICAL CONDITIONS OF CONSTITUTION OF THE ACQUIS

We consulted in field research an expressive volume of the bibliographical collection of the Museum library: 317 books, 707 catalographic records and 83 loan control records. In this context, we seek, based on this verification, to collect the place of origin of the collection deposited at the Museum Library of the Paulista Company.

According to the interview conducted in 2017 with Leticia Schoenmaker, responsible for the collection up to 2018, the FEPASA Library partially received the collection from libraries that the company incorporated, such as the Araraquara Railway, the Mogiana Company, the São Paulo Company, the Sorocabana Railway and part of the RFFSA fund. Most of the set is formed by transfers from other libraries and some individual donations. Leticia also mentioned that both Sorocabana and FEPASA, which compose most of the collection, also had libraries for employees and, therefore, besides the documents, there are other types of

publications, such as novels, comics, history books, etc., which refer to the Library area.

The extinction of the public companies FEPASA and RFFSA, generated the incorporation of several libraries and the creation of a common collection with several types of documents: literary works, technical drawings, plans and studies. Part of the stamps registered in the Sheet 1 of the Library FEPASA, provides the address of the street Barra Funda, São Paulo, that in the year of 1995, becomes possession of the state. We understand that, at this moment, the transference to Jundiaí occurred.

Article 1 - The property belonging to FEPASA - Ferrovia Paulista S.A. is destined to the Secretariat of Justice and Defense of Citizenship, committed to the Treasury of the State of São Paulo, in accordance with the Sale and Purchase Commitment Contract entered into on November 1, 1995, the acquisition of which was authorized [...] property located in the Municipality of São Paulo, at Rua Barra Funda, nº 930, 1020, 1028, 1030, 1032 and 1038, consisting of a plot of land in an irregular manner, containing several constructions and improvements [...] (COVAS, 1996).

FEPASA's documental and bibliographical collection was transferred from Barra Funda to warehouses. A technical committee of the Public Archive of the State of São Paulo (APESP) visited the site in 2001 and reported that the documentation was scattered in shelves, cabinets, boxes and packages, without organization, in an alarming situation, with dead animals, infiltrations and dirt. There were no access tools, nor was there a record of the documents (OLIVEIRA, 2010b).

Sheet 1 records technical reports from 1870 to 1997, from Paulista Company, Mogiana, Estrada de Ferro Sorocabana (EFS) and FEPASA. The majority of these reports come from the FEPASA Library, from 1975 to 1978, and the EFS Library, dated 1966. The stamps also register in smaller quantities other places of origin, such as the Rio Claro Documentation Section, the Library of the Transportation Department, the Secretariat of Transportation and Public Works, the Central Office of the São Paulo State Company dated 1938 and donations from various sectors such as statistics.

The reports contained in Sheet 1 are documents that are part of a set that was produced to fulfill certain administrative functions, such as provision of accounts for the period to shareholders, records of general meetings, service reports, among others, as expressed in their initial presentations.

Gentlemen Shareholders. In compliance with Article 19 of the Company's By-Laws, the Board of Directors hereby informs you of the main events that occurred during the year 1904, and at the same time submits to your informed judgement the accounts and balance sheet corresponding to that period, together with the opinion of the Audit Committee, documents that were at your disposal in time, as required by law (COMPANY PAULISTA, 1904).

Based on Bellotto's concept, archive documents: "are those that after the proceedings within the action that justified their creation were collected from the archives, going through the various phases of the life cycle of the documents" (BELLOTTO, 2006, p. 272). We understand that the documents framed in Sheet 1 can be understood as archive documents.

The records recorded on Spreadsheet 2 have one common place of origin: the FEPASA Library. The date of these records varies from 1993 to 1996. Most of them deal with books on novels or railroad-related subjects.

The first factor alluded to in the information contained in the sheets is the non-existence of an inventory of documents, asset listings or any other instrument that registers what has been included as well as what is present in the set-in question. It is evident the lack of a policy for the formation of a collection referring to the criteria that should guide the activities

of acquisition, preservation or disposal when necessary. In the archives and libraries, the legislation, which deals with the incorporation of documents, can reach the performance of these organs in several ways. Therefore, it is advised that the institutions for the preservation of the documental patrimony establish their own actions related to the process of formation of a collection, guided by public policies. Consequently, the lack of these instruments is inseparably linked to the management of this space and of those who rule or fail to regulate such tools of control.

In an interview, Paulo Vicentini, director of the Department of Museums, states that the documentation has been accumulated over the years without any public policy that actually regulates this accumulation and that several attempts at cataloguing this collection have been discontinued in other managements. For Camargo and Goulart:

Memory centers face difficulties in creating a systematic policy for collecting information and documents about the organization's activities. There is unanimous complaint from managers that standards and procedures have not been formally established, i.e. there are no routines to follow. Even when a collaborative regime is established between the various areas, with each change of management the link breaks, interrupting the process (CAMARGO; GOULART, 2015, p. 72).

To implement a policy guiding the acquisition of documents means to define the type of documental patrimony that is of interest to safeguard according to the values and interests of the preservation institution. Furthermore, the process of evaluating the document is essential if we consider that in studies of the area there are processes of patrimonialization of documents that begin with the submission of a certain group of documents to these procedures of analysis and the application of the theory known as the "Three Ages". Only when they fall under the "Third Age" (permanent archives), does this record, according to the National Archives (2011), acquire the determining factor, conferring on it its condition of archival document to be preserved.

Identifying the origin of the bibliographical collection that is currently deposited in the Complex Library is essential for the process of classification and ordering of documents. According to Gonçalves (1998), the species, type, form and format of the document's contents are important for the characterization of the record. All these elements help to clarify another, even more fundamental: the context in which the document is produced. Records are closely related to the various activities performed by the companies in question over time. Understanding the context in which the documents were produced requires knowing their history, where they were, from which companies they were brought, whether they were previously organized, etc. Classification can be understood as the main step in the process of archival organization, because it ensures the representation of documents as an integrated whole. The purpose of classification is basically to give visibility to the functions and activities of the producer organization, making clear the links between the documents gathered there.

Without classification, the characteristic that makes archive documents peculiar and differentiated in relation to other documents becomes hazy: organicity. No archive document can be fully understood in isolation and outside the general frames of its production - or expressed in another way, without the establishment of its organic links. Consequently, classification becomes a condition for the full understanding of archive documents - both from the perspective of those who organize them and those who consult them (GONÇALVES, 1998).

In an interview, Leticia Schoenmaker points out that the meeting of the works at FEPASA took place over time, becoming an archive due to the destabilization of the railway in the 1990s and 2000s. For Oliveira (2010b), at that moment, the museum was inserted in a

deactivated set of workshops, which served as a stock for pieces and documentation, under the administration of an already extinct company. All the maintenance of the collection was the responsibility of a single employee who kept the position until 2001, which resigned because of lack of payment. The situation of abandonment was denounced in several reports, in addition to the police bulletins that report on the theft of material.

According to Bartcus (2012), in the years 2000, the museum was taken over by former railroad workers, through the Association for the Preservation of the Memory of the Cia Paulista (APMCP), a non-profit organization, under the presidency of Eusébio Pereira dos Santos, created precisely to ensure the preservation of the Museum, before the tumbling process began. On July 14, 2004, IPHAN concluded the toppling process of 34 buildings of the Companhia Paulista de Estradas de Ferro (Paulista Railroad Company), which later became known as the FEPASA Complex after privatization. The request in question was filed at IPHAN, in October 2000, by the Society Friends of the Preservation of the Historical, Artistic and Archaeological Heritage of Jundiaí - SOAPHA, in addition to the involvement of other preservation entities, such as APMCP.

With the extinction of the Cultural Goods Program in February 2002, the studies for the management and preservation of these buildings, objects and documents by the State of São Paulo, as well as the collaboration of the APMCP, ended. In 2004, part of the collection deposited in the warehouses was transferred to another space, in the Bom Retiro neighborhood, in São Paulo, under the responsibility of the RFFSA inventory. The collection of objects related to the Railway Museum was kept in Jundiaí, as well as the bibliographic, documental and cartographic collection that composes the Museum library, under the administration of the City Hall (OLIVEIRA, 2010b).

The direction of the museum is under the responsibility of the City Hall, which seeks to maintain its operation, but does not make investments such as hiring specialized technical staff, infrastructure for proper conservation and updating the exhibition. In 2014, the National Archive began a process of transferring two thousand linear meters of archives from the Mooca Station to the FEPASA Complex and, according to Vicentini, in the conditions of the library today, there is no way to receive and guarantee the survival of this documentation.

The Director of the Department of Museums, Paulo Vicentini, states that the museum's collection, both three-dimensional and bibliographic, does not belong to the City Hall but to the National Department of Roads (DNER<sup>2</sup>). Vicentini highlights the work of the Memory Center of Jundiaí, which has the documentation from the colonial and imperial periods of the city. This documentation is a priority for the Memory Center, being hygiene, organized and conditioned in a correct way, while the railway documentation is not included in this care. The director justifies that the lack of investment is due to the fact that the collection does not belong to the city. However, still this year, a series of palliative measures were taken, such as the sanitation of the library site and the fumigation, which stopped the movement of termites, in order to leave the documents stable.

The position of the current director of the museum is in contrast with the positions of previous managers. There is a term of commitment issued on November 16, 2010, signed between the museum's coordinator at the time, Karin Bizarro, and the superintendent of IPHAN. Through this agreement, the Museum would be responsible for carrying out archival

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<sup>2</sup> The National Highway Department (DNER) was a Brazilian federal agency, existing between the years 1937 and 2001. Its extinction was determined in 2001, in the middle of the privatization process and, consequently, the creation of the Regulatory Agencies, which occurred during the government of former President Fernando Henrique Cardoso (1995-2002). Its former functions were then transferred to the National Land Transport Agency (ANTT) and the National Transportation Infrastructure Department (DNIT).



organization services for part of the remaining documents in the collection, thus demonstrating an interest on the part of that management in taking responsibility for the set-in question (BARTCUS, 2012). In fact, on December 14, 2012, this documentation left the Solar Museum completely organized for a house on Salvador Fonseca street, specially prepared to receive it, with sprinkler for fires, alarm systems, conservation systems, air conditioning, all suitable to the highest standards of conditioning. Four months later, already in the following year, in another management, they took to a building in the center of the city, with problems of flooding, evidencing, again, the situation of undefinition of the collection and the discontinuity between management.

It is noticeable that part of the doubts about the collection is due to the gap between the union of the documental collection, which incorporated several railway libraries, which occurred in the 1990s, the process of overturning the Complex, finalized in 2004, and Law no. 11.483, of May 31, 2007, regarding IPHAN's liability for railway assets. Even after these processes, there is doubt as to who owns this collection.

In a letter from SOAPHA to IPHAN, in December 2000, the entity reports a series of acts of vandalism in the room where the historical archive was located, with the railway documents. According to this Society, such depredations would have happened due to carelessness of the owner (Federal Railway Network), stating that she would not be concerned with the preservation of the memory, since greater interest was focused on the market value of the collection and the responsible (APMCP), who would be managing the museum, and transferring, handling and organizing historical documents, according to debatable criteria and through employees who would not be "fit" for their respective functions (BARTCUS, 2012).

In a balance of the management indicated, the action of the municipal power over the years has been discontinued. The change of management has interfered in many policies that have begun and have been interrupted, either by the associations or by the directors. It is also worth mentioning the contrast between the current period in which Paulo Vicentini is responsible for the Museum of the Paulista Company, even though he is Director of the Department of Museums, which includes other Jewish museums, and previous periods in which Karin Bizarro, Director of the FEPASA Complex, managed the museum.

The actions during the previous period, when the director of the complex conducted the museum, point to an interest in the realization of archival organization services for the remaining documents, demonstrating the management's intention to assume responsibility for that group. However, no hygienic, organizational or conditioning activities were carried out. In the following period, in which the director of the museum department is responsible for it, there is a discontinuity in projects with this profile, associated with the non-legal responsibility of the municipal administration for the documentation, due to compliance with regulations, which do not allow investments in funds that are not of the municipality (Jundiaí), and can be linked to the Law of Fiscal Responsibility. Even without the official interest in managing this documentation until the situation is regularized, services were performed for the stabilization of the collection, such as the fumigation to stop the movement of termites and the hygiene of some materials.

It should be noted that the forms of administration vary according to the management and do not necessarily depend on the Prefecture or on specific legislation obliging managers to conduct in a certain way.

The existence of a documentation center that holds archives from the colonial and imperial period of the city, from date letters to minutes of the city hall, slave books among others, fully organized, sanitized and open to the public and researchers, demonstrates that the municipality contains a structure prepared to deal with documents of the time; so that, the pendencies related to the Library of the Company Paulista can be related to management.

Without a de facto responsible for the preservation of the documental and three-dimensional patrimony in the period, the same can be seen in the midst of the conflicts between the preservationist agents and without the adequate maintenance. In the midst of this administrative impasse, the various methodologies adopted for the organization of the archive ended up without continuity and resulting in a precarious documental archive.

### 3 RESOURCES AND DOCUMENTAL HERITAGE LEGISLATION

As for public policies on assets, Law No. 8159 of January 8, 1991 provides for the national policy on public and private archives and makes other provisions. Article 2 defines archive as:

For the purposes of this Law, archives are considered to be the sets of documents produced and received by public bodies, public institutions and private entities, as a result of the exercise of specific activities, as well as by individuals, whatever the

On the other hand, the most accepted idea of an archive in the archival community is that of a set of documents officially produced and received by a government, individual or legal entity, archived and conserved for future purposes.

Law nr. 8.159 also creates instruments for the management of documents, such as CONARQ (National Council of Archives), which aims to define the national policy of public and private archives, as the central organ of the National Archives System (SINAR). Despite being a collegiate body, CONARQ has the characteristics of an executing agency.

This is the case, for instance, of attributions such as: establishing guidelines for the functioning of the National Archives System (SINAR); promoting the interrelationship of public and private archives; subsidizing the elaboration of national development plans, stimulating the integration and modernization of public and private archives; identifying private archives of public and social interest, articulating with other public agencies that formulate national policies in the areas of education, culture, science, technology, information and computer science, etc. (GARDEN, 2008).

Between 1994 and 2006, CONARQ met on 40 occasions, generating a group of minutes in which its actions are detailed. By analyzing these minutes, which report on the first ten years of the agency's activities, the most talked about themes in the period were separated. It can be seen that the emphasis of the discussions is on the production of technical standards and the production of mechanisms for the functioning of the Council itself. The national archives policy, object of CONARQ, is a completely peripheral theme, while the municipal archives were cited in only 4% of the meetings (JARDIM, 2008). Thus, we can see that the legislation on document keeping and municipal archives were not a priority of the responsible bodies at the time of the meeting of the archive in question.

Law 8159 also separates the Archives between "Institutional" (public and private) and "Personal". They are Public Institutional Archives, where the railway companies fit in.

Article 7 - Public archives are the sets of documents produced and received, in the exercise of their activities, by public bodies [...].

§Paragraph 1 - Also public are the sets of documents produced and received by institutions of a public nature, by private entities in charge of the management of public services in the exercise of their activities (BRAZIL, 1991).

Private Institutional Articles can be divided into "Economic" or "Social": "Article 11 - Private archives are considered the sets of documents produced or received by individuals or

companies as a result of their activities" (BRAZIL, 1991).

Personal Archives are those produced and accumulated by individuals. Between 2004 and 2009, an average of ten Personal Archives declared by CONARQ were recognized through the public and social interest classification. As of May 2011, there were two more private archives in process and three others with an unfavorable opinion (SILVA, 2011).

For Jardim (2008), CONARQ, the council responsible for document management on a federal scale, prioritizes two themes: arrangement, classification, description and evaluation of documents, in addition to CONARQ itself, revealing an emphasis on these themes, since united the first three categories correspond to 52% of the Resolutions. The themes less addressed as Municipal Archives, Outsourcing of Archival Services and Conservation and Preservation, which together account for 12% of the Resolutions, are duly what is left to be desired in the Library of the São Paulo Company since the 1990s. Since the diagnosis regarding the precarious situation of the collection revolves around management problems, such as the lack of methodological continuity, the lack of specialized staff for a long period of time and serious problems regarding conservation and preservation.

Although the 1991 Archives Law does not reach in some aspects public and private companies about the treatment of documental heritage, it has declared a significant number of archives (even if private), regularized and applied a number of archival principles, such as the "Three Age Theory", elaborated in 1961; the "Table of Temporality", instrument that controls the cycle of documental ages, or processes such as the collection and identification of documents. These processes were already adopted in other countries such as the United States and France, and were only applied in Brazil, after the approval of Law no. 8,519 and CONARQ's provisions (DELMAS, 2010).

Public policies, in a way, are deficient in Brazil. The case of the absences of policies regarding documental heritage is not something isolated. In the case of the National Archives Policy, this absence draws special attention because there is a mechanism for this: CONARQ. Since 1994, it has developed several relevant technical-scientific actions, but it has not formulated, as foreseen in the legislation, a national policy on archives, nor has it implemented the National Archives System (JARDIM, 2008). The absence of a national archival public policy highlights the structural difficulties of the State in the design and operationalization of informational public policies.

Regarding the toppling process concluded on July 14, 2004, Mauro Bondi, in response to IPHAN, demonstrates the complexity of the issue of toppling the building, which was widely discussed.

Paulista de Estradas de Ferro (São Paulo Railway Company), the mobile collection composed of nature, museum, photographic, archival and bibliographic assets is also included in the present list, during the meeting of the Advisory Council of Cultural Heritage, held in Rio de Janeiro on October 2, 2002, this council voted unanimously to list only the buildings [. ...] were therefore excluded from the IPHAN nº 1485-T-01 listing process this mobile collection (IPHAN, 2000, register nº 1579 apud BARTCUS, 2012).

Thus, IPHAN states that the overturning is restricted to the built environment. The Municipal Secretariat of Education, Culture and Sports states that

Although we have not been formally designated by the museum's Heritage Guard, we are taking the best possible care of the collection. The Jundiá City Hall is informally responsible for the museum and library's cultural heritage (IPHAN, 2000, fl.208 apud BARTCUS, 2012).

In 2005, the Attorney General's Office of the City of Campinas sent a request to IPHAN to re-evaluate the historical and bibliographical value of the mobile collection of the

Company of São Paulo for eventual overturning, alleging that this set of mobile assets would be of public interest. Marly Rodrigues, head of the technical division issued an opinion emphasizing the idea that the joining of movable assets to the immovable asset reinforces the construction of memory. Due to carelessness with the archival memory, documents from numerous companies were added composing a mass not yet identified and therefore without any sense or documental value (BARTCUS, 2012).

An interesting aspect to be addressed, in relation to the object, is the Tombing Process No. 36,516, of the state preservation agency, CONDEPHAAT, initiated in 1997, alluding to the "Study of the Tombing of the Set and Equipment of the Workshops of the Paulista Company". By the title, it is noted that the movable assets are included in this tombing process, which eliminates possible disagreements present in the IPHAN process. Another difference to be pointed out is that this process has not yet been concluded and has been in progress for over 10 years.

According to Bartcus (2012), after a survey carried out by the State Archive in 1999, a precarious situation was found in which the FEPASA archive was in a poor state of conservation:

1. Urgent arrangements for the preservation and organization of the museum, bibliographic and archival collections stored on site;
2. Information on the agreements signed between the São Paulo and federal governments during the process of granting FEPASA lines to the private initiative;
3. Clarifications on the steps being taken regarding the transfer of the collections [...].
4. Information on which sectors will be responsible for the above-mentioned collections (CONDEPHAAT, 1999 apud BARTCUS, 2012).

Furthermore, through this letter, CONDEPHAAT informed RFFSA that it was the legal owner at the time and, therefore, would be responsible for the integrity of this collection. CONDEPHAAT pointed out that all the suggested proposals were not carried out, making it impossible for the toppling study to continue on the part of that Council and suggested that those responsible be notified. Another conflicting point of this process is the participation of the São Paulo State Public Archive (APESP). Precisely because it is a complex that houses a museological, bibliographic and archival collection, the Archive's opinion on the registration process was essential, however, the professionals of the State Archives did not recommend its registration (BARTCUS, 2012).

Finally, among the most relevant items, the issue of exclusion of the mobile collection from the toppling process stands out, making it possible to affirm that the current legislation, which hovers over the archive, generates a concern regarding the safety and conservation of the whole. The act of passing on to the responsible agency, be it IPHAN, the City Hall or even the next management, a voluminous quantity of documents, about which there is no exact knowledge and not properly inventoried, makes more effective preservation actions impossible and configures the central axis of the problem: whose is the custody of this collection?

It is observed that the difficulties always start from the same questions: the lack of knowledge and the disorganization of the archive and, also, the administrative impasses caused by the liquidation of the Federal Railway Network, which causes many doubts about who owns the archive. In view of all this, the current situation shows significant improvements. Currently, the Library is open to the public and in acceptable hygienic conditions, under the administration of the City Hall, which guarantees its operation even without effective public policies that act on the object.

The absence of an archival public policy at the national level becomes evident when taking as a basis the structural difficulties in the case of the management of the Library. The

existing legislation does not reach, in some aspects, the public and private companies, regarding the treatment of the documental patrimony, although it has declared a significant number of archives, regularized and applied archival principles. When seen in the midst of conflicts among preservationist agents, it is unclear and ineffective.

Preservation agencies have sought to contribute and provide technical support in dealing with the archive and in its organization. However, the problem that presents itself is greater, since it relates to broader issues, such as the lack of a patrimonial policy that is intrinsically associated with the definition of the custody of this collection; throughout its trajectory there are several competencies without having, however, who is officially responsible for it.

#### 4 FINAL CONSIDERATIONS

We have perceived from a historical perspective that in the country, the idea of documental heritage has been deepened over time and institutions have been founded with the purpose of storing and providing access to public documents. Between the production of the document and its access, it is essential that the State acts in terms of organization, safeguarding and accessibility.

The difficulties present in this collection start from three basic questions: the disorganization of the collection due to the lack of knowledge of its origin and its historical conditions of constitution; the administrative impasses caused by the liquidation of the Federal Railway Network, which generates many doubts under the legal custody of the collection; and the public policies of preservation, whether documental or railway, resulting from the non-attribution of custody to any specific agency.

The main concern of the research is to trace the formation of this collection, so that by doing so, it can understand its characteristics and, consequently, contribute to its organization. It was verified that most of the set is formed by transfers from other libraries, predominating the FEPASA Library and the Sorocabana Railroad Library. And, to a lesser extent, other places of origin, such as the Rio Claro Documentation Section, the Library of the Highway Board, the Secretary of Transportation and Public Works, the Central Office of the São Paulo State Company and donations from various sectors.

Identifying the origin of the bibliographic collection that is currently deposited in the Complex's Library, and with origin, we understand beyond the producer, also, the whole process of accumulation of the collection, is essential for the process of classification and ordering of documents and also to delegate to those responsible for the collection the real policies of preservation.

We can certify that it is fundamental that the institutions, which preserve documents of historical value, develop policies of formation and classification of the collection. The effectiveness of these policies presents innumerable benefits with practical perspectives, such as the accumulation of documents in a consistent and non-random way, helping in the effective preservation of the documental patrimony, maintenance of the patrimony and valuing it as a relevant patrimony to studies in railway history.

Based on the history of the formation of the Library present in the Museum of the Paulista Company, in a balance of the management indicated, the municipal actions over time have been discontinued. Without a de facto responsible for the preservation of the documental and three-dimensional heritage, the same can be seen, without adequate maintenance, amidst the conflicts between the preservationist agents and the management. Until 2004, when the

IPHAN was toppled, the Museum was managed by associations such as APMCP and SOAPHA, which sought to ensure the preservation of the collection before starting the toppling process. After 2004, the management of the Museum is in charge of the City Hall, which seeks to maintain its operation, but has an inconstancy in investments depending on the direction that changes every four years. In general, there is a lack of specialized technical staff and infrastructure for proper conservation, whether of the library or the three-dimensional collection. Projects initiated by one directorate often have no continuity in the next.

Hence the need to carry out a survey of the administrative history of the collection, in order to identify who was (were) the producing entity(ies) and the problems involved with the different custody transfers. After identifying this chain, the competent preservation bodies should request the custodian of the collection (ARQUIVO NACIONAL, 2005), to assume the responsibilities and make efforts to implement the policies of extensive preservation of the documental mass.

Amidst this administrative impasse, the various methodologies adopted for the organization of the *acquis* ended up without continuity and resulting in a precarious documental *acquis*. It is noticeable that the forms of administration vary according to the management and, therefore, it is observed that they do not necessarily depend on the City Hall or on specific legislation that obliges the directors to conduct in a certain way. The possible way to alleviate the problems suffered by this collection is not a short-term response to the evident problems, but rather a preservation program that acts in a consolidated manner, that pervades the management, so that the next administration comes and continues what was done defending the interests of society.

When it comes to public policies, they are generally deficient in the country. The case of the absence of policies regarding documental heritage is not something isolated. The absence of a national archival public policy is evident when one takes as a basis the structural difficulties in the case of the management of the Library. It is evident that even the existing legislation does not reach the collection in a practical way, due to the lack of belonging of the documentation to the city and the fulfillment of norms that do not allow investments in funds that do not belong to the municipality, which can be linked to the Law of Fiscal Responsibility. As a result, even the existing legislation, when one sees in the midst of the divergences among the preservationist agents, is unclear and inefficient. The preservation agencies sought to contribute and provide technical support in dealing with the collection and its organization. The problem is greater, since it relates to broader issues, such as the lack of a patrimonial policy and the lack of definition of who is responsible for the custody of the archive.

It is necessary to think about the need to establish guidelines to think about the railway heritage in the state of São Paulo, which is not restricted only to train stations and real estate, but also contemplates three-dimensional, bibliographic and archival collections, essential for the understanding of the historical processes related to the railway memory.

It should be noted that the gathering of the set of documents into a collection and its historical conditions, in the 1990s and 2000s, reveals beyond the history of the institution, the form of public management of the time. The relationships established between the creation of this collection and the institutions that gave rise to it generate reflections on the way in which the heritage processes were managed during the period of destabilization. It is a question of being able to understand the functioning of public policies through the formation of an archive, even if it is a company archive. The whole situation presented does not have a definitive conclusion, since the processes related to the Library are far from finished. Beyond the conclusions, the main intention of the research is to make the treated object available for debate within the railway patrimony and, in a certain way, to strengthen the relations between the preservation agencies and the University, because, many times, the criticism that is made in the

academic sphere disregards the reality of these agencies, their difficulties and the whole bureaucratic issue.

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