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United States Department of State
and the Broadcasting Board of Governors
Office of Inspector General

Office of Inspector General

Management Review of the Office of the Historian Bureau of Public Affairs U.S. Department of State

Report Number ISP-I-09-43, May 2009

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PURPOSE, SCOPE AND METHODOLOGY OF THE INSPECTION

This inspection was conducted in accordance with the Quality Standards for Inspections, as issued by the President's Council on Integrity and Efficiency, and the Inspector's Handbook, as issued by the Office of Inspector General for the U.S. Department of State (Department) and the Broadcasting Board of Governors (BBG).

PURPOSE

The Office of Inspections provides the Secretary of State, the Chairman of the BBG, and Congress with systematic and independent evaluations of the operations of the Department and the BBG. Inspections cover three broad areas, consistent with Section 209 of the Foreign Service Act of 1980:

- **Policy Implementation:** whether policy goals and objectives are being effectively achieved; whether U.S. interests are being accurately and effectively represented; and whether all elements of an office or mission are being adequately coordinated.
- **Resource Management:** whether resources are being used and managed with maximum efficiency, effectiveness, and economy and whether financial transactions and accounts are properly conducted, maintained, and reported.
- **Management Controls:** whether the administration of activities and operations meets the requirements of applicable laws and regulations; whether internal management controls have been instituted to ensure quality of performance and reduce the likelihood of mismanagement; whether instances of fraud, waste, or abuse exist; and whether adequate steps for detection, correction, and prevention have been taken.

METHODOLOGY

In conducting this inspection, the inspectors: reviewed pertinent records; as appropriate, circulated, reviewed, and compiled the results of survey instruments; conducted on-site interviews; and reviewed the substance of the report and its findings and recommendations with offices, individuals, organizations, and activities affected by this review.



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and the Broadcasting Board of Governors**

Office of Inspector General

PREFACE

This report was prepared by the Office of Inspector General (OIG) pursuant to the Inspector General Act of 1978, as amended, and Section 209 of the Foreign Service Act of 1980, as amended. It is one of a series of audit, inspection, investigative, and special reports prepared by OIG periodically as part of its responsibility to promote effective management, accountability and positive change in the Department of State and the Broadcasting Board of Governors.

This report is the result of an assessment of the strengths and weaknesses of the office, post, or function under review. It is based on interviews with employees and officials of relevant agencies and institutions, direct observation, and a review of applicable documents.

The recommendations therein have been developed on the basis of the best knowledge available to the OIG and, as appropriate, have been discussed in draft with those responsible for implementation. It is my hope that these recommendations will result in more effective, efficient, and/or economical operations.

I express my appreciation to all of those who contributed to the preparation of this report.

A handwritten signature in black ink, appearing to read "H. W. Geisel".

Harold W. Geisel
Acting Inspector General

TABLE OF CONTENTS

KEY JUDGMENTS	1
CONTEXT	3
The Office of the Historian	3
The Foreign Relations of the United States Series	4
Compiling the Foreign Relations of the United States Series	5
The 1991 Law	6
Timeliness, Accuracy, and Resources	6
The Special Review Panel and the Office of Inspector General Review of HO	7
EXECUTIVE DIRECTION	9
The Director	9
The Deputy Director	12
The General Editor	13
Division Chief for Asia, General and Africa	13
Division Chief for Middle East and the Americas	14
HISTORICAL ADVISORY COMMITTEE	15
Historical Advisory Committee Role and Appointments	15
The HAC and the Future of the Foreign Relations of the United States Series	18
PA OVERSIGHT OF HO	19
RESOURCE MANAGEMENT	21
Security	21
Travel of Office of the Historian Staff	23
Administrative Officer Position	24
Ruchman and Associates Contract	25
Additional Historian Positions	26
Space for the Office of the Historian	27
Office of the Historian Budget	28
Orientation Program	29

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LIST OF RECOMMENDATIONS 31
PRINCIPAL OFFICIALS 35
ABBREVIATIONS 37

KEY JUDGMENTS

- The Office of the Historian (HO) is responsible by law for the publication of a thorough, accurate, and reliable account of major U.S. foreign policy decisions within 30 years of the events recorded. This is the Foreign Relations of the United States (FRUS) series. While the 30-year deadline has rarely been met, HO's influential advisory body, the Historical Advisory Committee (HAC), fears that mismanagement of the human resources made available for the FRUS and the effect of this on morale within HO – also historically poor – threaten further delay, possibly damaging the thoroughness and accuracy that give the FRUS its unparalleled prestige. OIG finds these fears to be justified.
- A large majority of present HO employees alleged to OIG cronyism, favoritism, and lack of transparency on the part of HO management, and in general the creation of an unhappy workplace as the basis for their disaffection. This, they said, was made worse by the manner in which one division chief carried out security and other duties that go beyond his normal area of authority. For its part, management attributed academic atavism, displeasure with security regulations, and ignorance of Civil Service rules to the same employees. Neither side shows much confidence in the other.
- Compilation and publication of the FRUS is a years-long and highly specialized process. Experience is a vital component in it, but with 21 employees having left HO in the past five years for differing reasons, this experience is being lost. Contrary to the director's assertion, "newly minted" PhDs cannot perform at the necessary level of quality after only a short time on the job. Lapses in production are therefore inevitable. This likelihood is aggravated by vacancies in the jobs of general editor and one division chief that were imposed by the special review panel.
- There is a built-in tension between HO's FRUS-related statutory obligations and the resources made available to meet them, just as there is between the timeliness and the quality of the FRUS itself. Even with an increase in staff and in budget, HO is no closer to meeting these obligations than in the past. The foreign affairs world and the players in it continue to grow in number and complexity, outpacing efforts to have FRUS keep up. There is a need for more structured thinking about how FRUS can meet its obligations and ex-

pectations within realistic funding levels. This strategic thinking and planning should be conducted jointly with HO's advisory body, the HAC.

- With each finding fault with actions of the other, relations between HO and the HAC today are professional but strained. The director's advisory role in the appointment and reappointment of HAC members is controversial, while the involvement in HO employee complaints by some HAC members made disaffection in HO worse.
- Oversight of HO by the Bureau of Public Affairs (PA) has not been regular or, lately, helpful. OIG believes that HO should remain in PA, but that the bureau should provide a more structured mechanism for closer supervision of HO.
- HO has a large number of contractors – 12 of its 49 positions. This means increased costs: OIG estimates that each contractor costs the U.S. Government about \$12,000 more per year than would a direct-hire employee. It also means increased instability in an office requiring a high degree of education, training, and experience to carry out its responsibilities.
- HO needs an administrative officer as well as additional direct-hire positions for historians. These would help the FRUS by allowing more time to be spent on research and compilation and by providing a more stable workforce.
- HO office space is cluttered and badly arranged; cubicles are generally small and inconvenient. The office is not sized to house 49 positions. PA should find a space planner to review the existing facility, while actively seeking larger, more suitable space for HO.

The review took place in Washington, DC, between February 18 and March 27, 2009, as part of a special OIG management review of the Office of the Historian, Bureau of Public Affairs, U.S. Department of State. Ambassador Robert E. Barbour (team leader), Robert C. Bemis, John J. Eddy, and Anita G. Schroeder conducted the review.

CONTEXT

THE OFFICE OF THE HISTORIAN

HO is responsible, under law, for the preparation and publication of the official historical documentary record of U.S. foreign policy, the FRUS. The same 1991 law established the HAC as the office's advisory body. Within the Department, HO is under the direction of PA.

The office is headed by the director, also known as the historian, who is assisted by the deputy director (or deputy historian) and the general editor. The general editor position, which is primarily responsible for the FRUS, supervises three geographic divisions: the Asia, general and Africa division; the Middle East and Americas division; and the Europe and global issues division. The deputy director, in turn, supervises the declassification and publishing division, the policy studies division, and the special projects division. A staffing chart for the HO is located in the Attachments section of this report.

The three geographic divisions reporting to the general editor work primarily on the FRUS. Each normally has six historians, some of whom are direct hire and some contract.

The divisions reporting to the deputy director include the declassification and publishing division, which is responsible for managing the massive amount of declassification activity involved with the transformation of classified material into unclassified FRUS volumes. Much of this activity involves contact with other agencies, including protracted negotiations over documents originating outside the Department. These negotiations can take several years, contributing to the time-consuming process of publishing the FRUS. The publishing division is also responsible for the technical editing and publishing of all FRUS volumes.

The policy studies division handles special requests from Department principals and others outside the Department, often with short deadlines. Recent studies included U.S.-Libyan Relations, U.S. Policy Towards Iran, and Diplomatic Immunity and Contractors. The policy studies division also managed a year-long project to create the new, more efficient website.

The special projects division oversees a diplomatic history module for new Foreign Service officers at the Foreign Service Institute; designs videos for outreach to secondary school teachers; manages the production of books, for example on U.S. relations with China and Russia; and is planning to develop funding proposals to foundations and other nonprofit sources. This last will need PA involvement.

The special projects division develops educational videos and curricula, and provides support to the Secretary and other Department offices. Though generally deemed a good thing, HO's special projects division overlaps somewhat with FRUS-related activities and is suspected by some, especially HAC members, of diverting attention away from the FRUS even though the FRUS is the office's only statutory responsibility.

Many if not all of the historians in HO have doctorates in history, including the director and deputy director. These individuals – both employees and contractors – have ties to the academic community, a close-knit world that includes members of the HAC as well. The HO historians are active in U.S. professional historical associations and frequently present papers at, and participate in, national conferences. A number teach part-time at local universities. Thus the individuals who form HO are a largely academic, highly educated, and well-connected group, many of whom are new to government service and to the Department.

HO is funded by Department allocations and also receives money from various Department bureaus and U.S. Government agencies as reimbursements for work performed on their behalf. For example, in FY 2008, HO received \$50,000 from the Bureau of Near Eastern Affairs for the publication of a book marking the 60th anniversary of American-Jordanian relations.

THE FOREIGN RELATIONS OF THE UNITED STATES SERIES

HO has as its primary responsibility, under law, the production of the FRUS. The series began in 1861 in the Lincoln administration, with the publication of diplomatic correspondence that accompanied President Lincoln's first message to Congress (Secretary of State William Seward's instructions to U.S. diplomats in London and Paris and the Lincoln administration's war aims). With the exception of one year (1869), it has been published continuously since then. The series, a vital source of access to information for both the general public and scholars, constitutes the Department's official documentary historical record.

While other countries publish series similar in nature, the FRUS has been widely regarded as the “gold standard” of such efforts, a testament to the principle of transparency in government and a vehicle for easy public access to previously classified information about foreign policy.

The FRUS is organized by years or groups of years. Since 1952, volumes in the series are organized by presidential administrations, with geographical or topical subdivisions. Now numbering well over 350 volumes, the series contains documents from presidential libraries, the Departments of State and Defense, the National Security Council, the Central Intelligence Agency, the Agency for International Development and other foreign affairs agencies, as well as the private papers of individuals involved in formulating U.S. foreign policy.

COMPILING THE FOREIGN RELATIONS OF THE UNITED STATES SERIES

The FRUS is a highly specialized series that is produced in multiple steps by an individual historian compiler. The compilers conduct research in a variety of archives, some of which are not always easily accessible, and all of which change somewhat with each passing administration. Along with research is a culling, or selection process, by which compilers distill an administration’s foreign policy records by region and issue, usually based on their reading of previous FRUS volumes, their research into the published historical literature, and consultation with colleagues.

A typical regional or thematic volume can involve the selection of documents from hundreds of archival boxes. One printed document with five or six footnotes may involve the tracking, selection, and citation of numerous subsidiary documents and the rejection of 20 or 30 more. The compiler painstakingly annotates the volume according to a standard format, exercising great care to allow the reader to follow the research paths to archives, published sources, and other volumes of FRUS.

This cross-referencing is one of the most valuable parts of the production process, and it takes some experience to do it quickly and well. Finally, the division chief, general editor, and the declassification and publication staff edit the volume, with the compiler giving it a final review, before it can go into the process of declassification and eventual production. The time required to research, compile, declassify, and print a FRUS volume is two years or more, with declassification alone requiring at least a year.

THE 1991 LAW

In 1991, following criticism of FRUS volumes on Guatemala and Iran for failing to include material on covert operations, President George H.W. Bush signed into law a new Congressionally established charter for the series (Public Law 102-138). Title IV of that law mandates that the series be a “thorough, accurate, and reliable” record of U.S. foreign policy decisions and significant U.S. diplomatic activity. Title IV also requires that the FRUS be published not more than 30 years after the events recorded.

The 1991 law also confirms the precepts for editing the FRUS: there should be historical objectivity and accuracy; records should not be altered or deletions made without indicating in the published text that a deletion has been made; the published record should omit no facts that were of major importance in reaching a decision; and nothing should be omitted for the purposes of concealing a defect in policy.

All classified material originating in other (non-Department) agencies and headed for possible inclusion in the FRUS is usually 26 years old but still retains its original classification, pending the formal, often lengthy, negotiations that comprise the declassification process. This reality is at the root of reported problems dealing with classified materials in HO. (See the section on Security.)

TIMELINESS, ACCURACY, AND RESOURCES

There is an intrinsic tension between (1) the statutory obligation to publish a thorough, accurate, and reliable record of major U.S. foreign policy decisions 30 years after the events and (2) the finite resources made available for this purpose. In 2009, there are 31 countries more than in 1991, while in Washington an increasing number of agencies now have a foreign affairs role. There are new subjects, new intelligence programs, and new media (tape-recording and its successors), all stored away in many different agencies and archives. Moreover, while the 1991 law calls on other departments, agencies, and entities to cooperate with HO, some of the collection and almost all of the declassification process is beyond its control. HO covered the Eisenhower administration in some 66 volumes. The Nixon-Ford years took 57.

The realities of this tension suggest the need for a more structured thinking about how the FRUS should adapt to address the different challenges of the 21st century, including the changing expectations and habits of a younger generation of scholars and users in the general public. One obvious area for more concerted

thinking is whether the series has the correct balance between the traditional print volumes and so-called “e-pubs,” volumes published in electronic version only. OIG addresses this topic in the section of this report on the HAC.

Further reflecting this tension, the HAC’s 2007 report to the Secretary and committee members’ conversations with the inspectors manifested the committee’s belief that the Congressionally mandated and highly respected FRUS series has continued to suffer in timeliness and perhaps, to some extent, thoroughness. The HAC noted that the 57 Nixon-Ford volumes derived from 2.5 million classified pages, but that the HO was planning only 38 volumes for the Reagan period, for which there are 8.5 million classified pages.

THE SPECIAL REVIEW PANEL AND THE OFFICE OF INSPECTOR GENERAL REVIEW OF OFFICE OF THE HISTORIAN

In the fall of 2008, the PA Assistant Secretary decided not to renew the term of one HAC member. This decision came at a time when the HAC was already troubled by a high number of HO staff departures. Committee members saw it as a possible act of retribution for a report by the concerned member critical of the director. The nonrenewal provoked the resignation in December 2008 of the HAC chairman, who in a letter to the Secretary referred to concerns on the part of all HAC members over the rate of attrition among the office staff, “plummeting morale,” and other indications of office mismanagement.

News of the chairman’s resignation appeared in several professional publications and on websites, as well as in a national magazine. The Secretary met with members of the HAC in December 2008 to hear their concerns directly and afterwards asked that a special review panel of two professional historians and a senior State Department official report to her on those concerns.

The special review panel’s two-page report to the Secretary (January 19, 2009) lacked abundant detail but concluded that: (1) the current working atmosphere in the HO and between the HO and the HAC “poses real threats to the high scholarly quality of the FRUS series;” (2) major management challenges in HO merit “serious consideration of a reorganization;” (3) the director’s work requirements should clearly and unequivocally “set forth improving morale and trust within the office as a primary and immediate goal;” (4) filling the general editor position and any vacant division chief positions should be deferred until the Department has evaluated the recommendation for reorganization; (5) the Department should consider whether

it would be best to move HO to another bureau or put it under the purview of an Under Secretary; (6) the Department should undertake a careful, supportive study of information security issues and come up with practical solutions; and (7) there needs to be clear, written procedures regarding the reappointment of HAC members.

The special review panel's report led the Under Secretary for Management to ask for a follow-up inspection by OIG. During the course of its inspection, OIG interviewed more than 90 persons, including past and present HO members as well as PA staff and other Department personnel. HO employees also filled out standard OIG questionnaires. The inspection team attended HAC meetings, met with the full HAC membership, as well as separately with two of them, and both met and corresponded with members of the special review panel.

EXECUTIVE DIRECTION

THE DIRECTOR

In ordinary times, HO executive management consists of the director, the deputy director, the general editor, and the six division chiefs. Well before the inspection, this logical structure had fallen into disuse. In August 2008, the general editor retired prematurely and has not been replaced except on an acting basis by the director. The general editor position was already vacant when the report by the special review panel recommended that the Department defer filling it and any vacant division chief positions.

The participation of division chiefs in management has not so much been abandoned as allowed to crumble. With the passage of time, the remaining five division chiefs (the sixth position is vacant) have been used less and less as an advisory body for executive decisions and have been replaced, de facto, principally by the division chief for the Middle East and Americas and, secondarily, by a small inner group of perhaps a half-dozen employees below the supervisory level. These changes brought into effect a new, informal, executive structure. The remaining four division chiefs are still involved with management on a consultative basis, but usually individually rather than as a group. The effect of this evolution has been pernicious: the quality of HO management has suffered and a vicious circle of exclusion and factionalism created.

For a time following the director's arrival some eight years ago, HO seemed to enjoy a revival. There was a doubling of staff size and of budget, and a recognition that the director was transforming a small, sleepy bureaucratic outpost into a substantial organization more in keeping with the office's statutory duties. Via a new outreach program, he created opportunities for nonroutine work assignments in and out of the office while expanding the Department's dialogue with the academic community and PA's interface with the American public.

Employees acknowledged that the director had at one time sought via professional help to build a "team spirit," and had welcomed ideas like an off-site retreat for that purpose. To this day, employees can take advantage of some of the privileges he encouraged. These include a flexible work schedule to permit personal

research; outside teaching jobs, so long as lost time is made up; attendance at conferences; and other broadening opportunities. But at the very personal level of the individual ego, none of these compensates for the lack of appreciation or the disrespect that in one form or another many told OIG they had experienced.

Until about two years ago, PA was regularly and helpfully involved in what HO was doing. The Assistant Secretary had urged the director to “put HO on the map,” and the supervising deputy assistant secretary helped to get the additional resources that were needed to do it. The deputy assistant secretary attended HO staff meetings and lent a strong, benevolent hand to the office’s problems as well as to those of individual employees. Regular PA staff meetings supported the bureau’s sympathetic supervision. Unfortunately, changes in PA’s front office resulted in a loss of interest in HO. Until PA resumed office director meetings with the change of administrations, there were none. The deputy assistant secretary had little contact with the office, and the Assistant Secretary was consumed by other duties.

In varying degrees, nearly 75 percent of the present HO employees interviewed by OIG were critical of the way the office is run. They alleged favoritism, cronyism, a lack of transparency, lack of interest in the FRUS, disparagement of the staff, suspicion, an absence of leadership, and, in general, the creation of an unhappy workplace. The statements to OIG generally were made by individuals with first-hand experience of the issue. For the most part they included specific instances to which the speaker was a party. The effect is a widespread perception of mismanagement and a general – though not unanimous – disaffection. As measured by OIG questionnaires, and by comparison with many other inspected entities, average individual morale (5 being the highest) is a low 2.82 and that of the office an even lower 1.91.

In addition to low morale, the high number of staff departures in recent years is another warning sign. According to HO figures, the number is 21 employees in the past five years.¹ Accepting that some left for purely personal reasons or retirement and not from disaffection, the fact remains that the enormous asset of seasoned and experienced historians who formerly worked there has been seriously depleted.

¹PA was not conducting exit interviews with departing HO staff at the time of the OIG review. Although OIG did not make a recommendation that PA begin performing such interviews, OIG suggests that they would provide valuable information to PA concerning morale and conditions within HO.

HO is an unusual organization in the Department's structure: highly specialized, remote from its parent bodies, and attractive to those who prefer research to operations. Poor morale is not a new problem, as both the 1990 and 2002 OIG inspections of PA found, but today it is unusually low. When added to the high number of staff departures in recent years, the two together indicate that something in HO is very wrong.

Management's rebuttal to staff complaints is that the complainers are academics at heart who want to work in an unstructured academic atmosphere free from time and attendance constraints, security regulations, and deadlines. To make its case, management cites examples of employee annoyance when paid sabbaticals were denied and of willful, serious security violations. The rejoinder by those unsympathetic to the director's criticism of security awareness is that former HO employees now work in other agencies where the strictures are tighter than in HO. OIG found an unending chain of allegations and counter-allegations. There is a lack of trust all around. Some employees told OIG that they loved their jobs but did not like going to work.

In its 2002 inspection report of PA, OIG noted the existence of unclear lines of authority, staff jockeying for position, and other circumstances that were taking their toll on office morale and efficiency. The report also cited perceptions of favoritism and unequal treatment, and left an informal recommendation that HO should eliminate any actions that suggested exclusionary practices and attitudes, any favoritism in tasks and assignments, and any special treatment that overlooked failure to adhere to work ethics and standards. In the present review, OIG finds that the situation leading to that informal recommendation is likely worse than it was then.

Indisputable facts like low morale and staff turnover cannot fail to set the FRUS back. There are other problems. The absence of a general editor is hindering publication of the FRUS. The acting general editor, the director, has not reviewed manuscripts in a timely manner. Thus, there is a limited ongoing review of FRUS volumes. And, contrary to the director's insistence, "newly minted" PhD replacements for those who have left cannot meet the standards of a more experienced FRUS compiler after just a few months on the job.

High levels of staff turnover highlight the importance of problems with security clearances for newly hired employees. Unless newly hired historians have required clearances, including special clearances, when they enter on duty, they cannot use all the material necessary for the compilation of a FRUS volume. Given the high turnover in HO, the time required to obtain special clearances may result in delays.

OIG finds that HO is suffering from, and has for some time been handicapped by, serious mismanagement for which the director must be held accountable. Its effect on staff numbers and morale threatens the office's compliance with its sole statutory obligation, compiling and publishing the FRUS. Despite any mitigating factors that may exist in favor of the director, this situation cannot be allowed to continue.

Recommendation 1: The Bureau of Human Resources, in coordination with the Bureau of Public Affairs, should reassign the director of the Office of the Historian to another Department position commensurate with his present grade. (Action: DG/HR, in coordination with PA)

Recommendation 2: The Bureau of Public Affairs, in coordination with the Foreign Service Institute as the shared services provider, should announce and fill the position of director of the Office of the Historian. (Action: PA, in coordination with FSI)

Recommendation 3: The Bureau of Public Affairs should appoint an acting transitional director of the Office of the Historian. (Action: PA)

THE DEPUTY DIRECTOR

The deputy director's standing in HO is somewhat different from that of the director. A small majority see him as little more than "the director's man," who plays a generally unhelpful part in the worst aspects of office management.

On the other hand, the deputy is given credit for being easier to deal with than the director, for being skilled in the arcane declassification and publishing processes, and for being effective in some areas of administration. There is a large bloc of opinion that believes he would show greater sympathy for staff concerns under a different supervisor. Moreover, as the second longest-serving member, he represents continuity in an office that has undergone many changes and will experience more.

THE GENERAL EDITOR

The general editor is the third-ranking member of the HO staff. The job is focused primarily on the FRUS series from planning to publication. It is the general editor who gives manuscripts their final review before sending them on for declassification and, ultimately, printing. The position has been vacant since the former general editor retired in August 2008. It is temporarily filled on an acting basis by the director, whose review of the manuscripts in his queue has been slow. The continuing lack of a functioning general editor is crippling.

Recommendation 4: The Bureau of Public Affairs, in coordination with the Foreign Service Institute as the shared services provider, should announce and fill the general editor position in the Office of the Historian. (Action: PA, in coordination with FSI)

Recommendation 5: The Bureau of Public Affairs should appoint an acting general editor in the Office of the Historian. (Action: PA)

DIVISION CHIEF FOR ASIA, GENERAL, AND AFRICA

The position of division chief for Asia, general, and Africa has been vacant since the summer of 2008 and remains temporarily frozen. The absence of a chief for this division deprives the office of a key figure in middle level management and seriously impedes the review process of materials for the FRUS.

Recommendation 6: The Bureau of Public Affairs, in coordination with the Foreign Service Institute, as the shared services provider, should announce and fill the position of division chief for Asia, general, and Africa in the Office of the Historian. (Action: PA, in coordination with FSI)

DIVISION CHIEF FOR MIDDLE EAST AND THE AMERICAS

An important factor in HO's general malaise is the Middle East division chief's inappropriate assumption of authorities in the security and other arenas that extend beyond his immediate area of responsibility. Whether by virtue of being the only staff member regularly involved with the director and his deputy on managerial issues, or by the manner in which he has tried to impose security awareness onto the organization, which already has a unit security officer and a top secret control officer (TSCO), he has alienated other employees. The tolerance that the director and deputy director accorded his actions also caused him to be viewed as the agent of HO's general mismanagement.

The Middle East division chief is not a natural manager of people, and he agrees that he and HO may not be a good fit. He does not see his approach to his job as threatening or confrontational, but many in HO view it as being both.

The employee notes that he has good relations with other bureaus in which he shows an interest, and some of his colleagues in HO are comfortable with his strong personality. When personally committed to an assigned task, he carries it out to a high standard. However, his presence in the office is a contributor to its low morale and disaffection, and the employee himself admits that he has found it difficult to function there, whatever might be the reason. OIG believes that HO's atmospheric disarray has reached a point at which the employee cannot fulfill his responsibilities. He has asked to be detailed to another bureau with the objective of eventual reassignment to it.

Recommendation 7: The Bureau of Human Resources, in coordination with the Bureau of Public Affairs, should reassign the division chief to another bureau. (Action: DG/HR, in coordination with PA)

Recommendation 8: The Bureau of Public Affairs, in coordination with the Bureau of Human Resources, should find a new division director. (Action: PA, in coordination with HR)

HISTORICAL ADVISORY COMMITTEE

HISTORICAL ADVISORY COMMITTEE ROLE AND APPOINTMENTS

As well as prescribing criteria for the FRUS, PL 102-138 established the HAC, described its functions, and provided for the appointment and tenure of its members. HO-HAC relations today are sour on all three points. A charter issued by the Department and signed by the Under Secretary for Management provides regulations governing the HAC but does not convey any additional authorities. It must be amended after each two-year term.

The HAC submits an annual report on declassification matters to the Secretary and to the foreign affairs committees of the Senate and the House of Representatives. The Secretary provides an annual report no later than March 1 of each year on the Department's compliance with the statute's declassification provisions, and in effect, on all other matters relating to the FRUS's timeliness and quality. In addition, the charter requires that another comprehensive report be submitted annually to the Under Secretary for Management. The effect is to make that official the general overseer of the Department's compliance with its FRUS responsibilities and, therefore, of the mechanism for such compliance, the Office of the Historian.

The committee's stipulated job is to "advise and make recommendations to the director concerning *all aspects* (italics supplied) of preparation and publication of the FRUS series." In keeping with these responsibilities, the HAC has, for years, been expressing concern that HO is failing in its statutory obligation to provide in the FRUS a thorough, accurate, and reliable record of U.S. foreign policy within 30 years of the events therein recorded, a task that present realities and today's widened world of foreign affairs make almost unachievable.

The office has grown with the years, but not to the point of being able to fulfill literally the huge and diverse responsibility that PL 102-138 imposes. Therefore, in voicing its concerns about the FRUS, says HO, the HAC is illustrating the tensions between HO's responsibilities and its resources.

In fact, in the years that the 1991 law has been in effect, no presidential administration has seen all relevant FRUS volumes published within the 30-year deadline.

Of the 66 volumes in the Eisenhower series, only 30 percent met the deadline, 16 percent of the Kennedy series did so, and 34 percent of the Johnson series. The then general editor informed the HAC at its June 2008 meeting of an HO trend toward fewer volumes with more selectivity, but HAC members' comments implied that thoroughness was being jeopardized for the sake of a doubtful timeliness.

OIG agrees with HO that the office is the victim of two sets of seemingly different tensions – one between its responsibilities and its resources and another between timeliness and quality – that are in fact two sides of the same coin. OIG does not agree with HO that HAC concerns about the FRUS are solely reflections of this issue. OIG believes that the HAC's real and expressed fear is that managerial problems in HO will so damage staff morale and effectiveness as to cause harm to the FRUS above and beyond any other aspects of the problem, however genuine they may be. On this point its worries are on firm ground.

The HAC is on less solid ground in the matter of engaging with HO staff on internal HO administrative problems. This happened after individual HO employees approached HAC members about personal complaints. HAC members then became involved in internal HO management issues, with some taking the initiative themselves to contact HO employees. Both HO employees and HAC members told OIG that this happened after their approaches to PA did not give them the satisfaction they sought. The HAC then took its worries to the Secretary, who set into motion the chain the events leading to this review.

In taking these steps, the HAC collectively made itself a party to an internal HO problem. This situation may have been based on the "all aspects" language in PL 102-138, but the result of its action was the shedding of its objective character and the assumption of a partisan role in the pursuit of individual complaints. This not only widened the divide between the HAC and HO management, but it also increased the extant tensions between HO's senior management and some of its employees. Out of its concern that these tensions were harmful to the FRUS, the HAC actually made them worse. It would have done better to advise HO employees to make use of the procedures and institutions that the Department has established for the remediation of such problems.

The HAC consists of nine members appointed by the Secretary, six from lists submitted by professional historical associations and three at large. It meets quarterly. Terms are three years with the possibility of reappointment. The director is the executive secretary. These are the main points of the establishing legislation; the Foreign Affairs Manual (FAM) does not elaborate, and, indeed, says nothing about the bureau's role in the appointment of HAC members. This is left to the HAC

charter, whereby the Secretary's authority is delegated to the Assistant Secretary for Public Affairs. The Assistant Secretary usually relies on the director for advice. This puts the director in the position of choosing advisors with broad FRUS-related quality control responsibilities. When in 2008 the PA Assistant Secretary did not reappoint a HAC member who had criticized the director, controversy erupted.

The Department needs to broaden the basis for the selection of HAC members in order to render it less vulnerable to criticism. The easiest way to do this would be by an amendment to the delegation of authority from the Secretary to include a requirement that other appropriate bureaus be consulted on the nominations.

Recommendation 9: The Bureau of Public Affairs should amend the charter of the Historical Advisory Committee by the addition of wording clarifying the committee's role vis-à-vis personnel issues in the Office of the Historian for which the Department already has established remedial channels. (Action: PA)

Recommendation 10: The Bureau of Public Affairs should amend the Secretary of State's delegation of authority to the Assistant Secretary for Public Affairs for the appointment or reappointment of Historical Advisory Committee members to include the requirement that there be consultation with the appropriate Department of State bureaus. (Action: PA)

The HAC is concerned that special projects and, to a lesser extent, policy studies may move attention and energy away from the FRUS. The inspectors see the value of both special projects and policy studies. In addition, comments from staff members speak of the value of work in these two areas as a useful respite from the rigors of FRUS compilation. Nonetheless, we believe that it is important to restate the primacy of the FRUS in the office's priorities.

Recommendation 11: The Bureau of Public Affairs should reaffirm in writing to the Historical Advisory Committee the primacy of the Foreign Relations of the United States series in the Office of the Historian's priorities. (Action: PA)

THE HISTORICAL ADVISORY COMMITTEE AND THE FUTURE OF THE FOREIGN RELATIONS OF THE UNITED STATES SERIES

However valuable the give-and-take between HO and the HAC at the quarterly meetings on specific issues, it does not provide a sufficient opportunity for a structured exchange between the two on an agreed strategy for a way forward for the FRUS. Since at least the early 1990s, there has been a sense that, given the tensions among timeline and accuracy and thoroughness and resources, the FRUS series cannot continue in its present form. It may be that the 30-year deadline is inherently unachievable and should be changed (necessitating a change in legislation, which would bring along with it another set of challenges). It may be that HO needs to be restructured in a fundamental way and that its outreach and support activities, for example, need to be pared down. It may be that a fuller use of new media holds more of an answer to the problem of timeliness than is now recognized and that the office must give priority to a strategy of moving more volumes more quickly to electronic-only versions. These and other possibilities, however, ought to be examined in a joint effort by HO and the HAC and an agreed-upon strategy put in place that makes clear and assures a stable future for the FRUS, and one freer of controversy. (One possibility for such an effort: a dedicated session added to the two-day quarterly meetings of the HAC.)

Recommendation 12: The Bureau of Public Affairs should form a joint committee with members of the Historical Advisory Committee and employees of the Office of the Historian and should develop a strategy for the Foreign Relations of the United States series that addresses the issues of timeliness and thoroughness in the future development of the series. (Action: PA)

BUREAU OF PUBLIC AFFAIRS OVERSIGHT OF THE OFFICE OF THE HISTORIAN

In its January 13, 2009 report to the Secretary of State, the special review panel found “that the work load in the Public Affairs Bureau front office may preclude effective oversight regarding the HO. The Department should consider the best means of providing senior-level oversight of the office, including whether to move HO to another Bureau or put it under the purview of an Under Secretary. In any event, the State Department should consider the optimal placement of the HO within [the] Departmental structure so as to ensure effective management.”

OIG gave considerable thought to moving HO from PA to another Departmental entity. The possibilities the inspectors looked at included the Bureau of Educational and Cultural Affairs, the Foreign Service Institute, the Bureau of Administration, which oversees the Ralph Bunche Library, and the Policy Planning Staff. For a variety of reasons, OIG concluded that none of these possibilities was a measurably better fit for the oversight of HO than PA. Like HO, the bureau has at its core a program of outreach to the U.S. public, both the scholarly and the general.

At the same time, OIG recognizes inherent challenges to PA’s oversight of HO, chiefly the concentrated focus of PA on the immediate and the daily, a very different timeline from the one with which HO deals. OIG further concluded that at this point the most important factor in improved oversight of HO resides in the careful delineation and oversight of specific responsibilities and accountability for HO, regardless of its organizational “home.”

1 FAM 322.3 assigns oversight responsibility for HO to the deputy assistant secretary for public affairs. At the time of the OIG review, this position was vacant, and there was an acting Assistant Secretary for Public Affairs who had been in position for only a few months. OIG found that the problems in the management of HO had not been reviewed and corrected by past PA officials. More interaction in the way of regular office director meetings, more broadly inclusive staff meetings, and realistic periodic performance evaluations of HO leadership involving personal knowledge of HO activities, might have identified the issues in HO and helped resolve them. Because of past lack of clarity in PA on who performs the oversight of HO and how it will be done, OIG believes that PA should establish a clear chain of command for the HO office director to utilize when informing PA of HO activities, and to provide better PA oversight of HO.

Recommendation 13: The Bureau of Public Affairs should establish and implement written guidance to the deputy assistant secretary and the director of the Office of the Historian that establishes lines of authority; frequent, periodic reviews; attendance of each at staff meetings held by the other; and other approaches to encourage a clear chain of command with direct communication between the two offices. (Action: PA)

Reorganizing the Office of the Historian

OIG also examined the possibility of dividing HO into two separate entities, one to include the present FRUS-focused geographical and declassification divisions, and another to manage policy studies and special projects. Some of those interviewed suggested that such a split might enhance managerial attention to and production of the FRUS by decoupling it from unrelated outreach activities. OIG concluded, however, that the reasons for keeping all six divisions together, as they are at present, outweigh those for splitting them apart. For example, resources overlap. There is also a useful synergy between the two sides of HO, and compiler historians welcome the opportunities that outreach activities offer both as a way of engaging with wider audiences and as a respite from the intense concentration required for FRUS compilation. Elsewhere in this report, we discuss the importance of making clear that the primary responsibility of HO is the production of the FRUS series and that, ipso facto, outreach activities are a secondary responsibility.

RESOURCE MANAGEMENT

SECURITY

Review of Office of the Historian Security Procedures

Although HO has designated a TSCO and a unit security officer, OIG found general concern among HO staff about ex officio attempts by others within the office to enforce security regulations. HO personnel believe that these attempts were unfair and were not performed in an unbiased manner. OIG asked the Bureau of Diplomatic Security (DS) for information on security violations committed within HO and was told that there were none recorded in DS for 2008 and 2009. However, HO staff said that one division chief, in particular, threatened them with sanctions resulting from what the division chief regarded as lax security practices. The inspectors were unable to confirm definitively the misuse of security citations or sanctions and believe, moreover, that management was obligated to bring lax office practices into line with FAM guidance. However, HO staff still believe that the practices were unfair and officious.

One solution is for DS to review the special circumstances historians face as they struggle to meet their Congressional mandate. The compilers of the FRUS must strive within the law to make as many previously classified documents as possible available to the public. While strictly upholding its security standards, DS should work constructively with the office to seek efficiencies in the retrieval and storage of classified material.

Recommendation 14: The Bureau of Diplomatic Security, in coordination with the Bureau of Public Affairs, should conduct a review of the security procedures in the Office of the Historian to determine a safe and efficient way to meet both the needs of security and the requirements of compilers combing through vast amounts of old but classified documents to fulfill their Congressional mandate. (Action: DS, in coordination with PA)

Clearance of Outside Speeches and Publications

A similar though not as marked a sense of unfairness offends some historians with respect to clearing speeches, teaching, and writing for professional organizations. They concede that in accordance with the FAM such activities need to be cleared when of “official concern” but contend that HO’s management has made the definition of “official concern” so elastic that almost anything dealing with history or a historical topic is now so designated.

The inspectors believe that a partial solution would be to devolve the authority for clearances upon the division chiefs, who, through their daily contact with the historians, have a better idea of the content, intentions, and appropriateness of their public outreach activities.

Recommendation 15: The Bureau of Public Affairs should direct the Office of the Historian to delegate the authority for clearing public speeches, writing, and appearances to the division chiefs, barring exceptional circumstances. (Action: PA)

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four persons, including the deputy director and Middle East and Americas division chief, had traveled eight times. The average number of trips per person was four, although this number was highly weighted by the sizable number of trips taken by a few personnel. There were eight employees who did not travel at all for HO. Many of the trips were to professional conferences and meetings, with a number of FRUS trips to Atlanta to the Carter Library.

Following this examination of the travel records, OIG understands why some staff members believe that travel opportunities may not be offered in a fair and open manner to all office employees. OIG was unable to determine if favoritism was involved in selecting persons to travel. However, there is certainly a lack of transparency in letting office staff know how and why some persons were identified for travel to conferences and others were not. Such lack of transparency may generate a sense of unequal treatment and bias in decision making.

Recommendation 17: The Bureau of Public Affairs should direct the Office of the Historian to prepare a draft travel plan for each fiscal year; to discuss the priorities for travel with management staff of the Office of the Historian, including the division chiefs; to make the travel plan widely available within the Office of the Historian; and to use and update the travel plan, as needed, throughout the fiscal year. (Action: PA)

ADMINISTRATIVE OFFICER POSITION

HO has 49 staff positions on the organization chart. There are 37 direct-hire positions, of which 35 are currently filled. The remaining 12 personnel are contract employees. (This number does not include the proofreader contract position, as the contractor does not physically work in the office.) An office this size normally would have an administrative officer position to perform or oversee such duties as human resources and hiring, time and attendance, travel, liaison with the general services officer positions in the PA Executive Office, liaison with PA's budget staff, and serving as the contracting officer's representative for the contract employees. These duties are currently distributed among the deputy director and various direct-hire historians. In addition, the historians also provide liaison with the HAC and arrangements for HAC meetings.

The primary function of HO is to compile and publish the FRUS series. HO lags behind the mandated publication schedule for FRUS, and OIG is recommending elsewhere in this report that the Department provide additional direct-hire positions

to replace some contractor historians working on FRUS. Adding historian staff will enhance HO's ability to hire, train, and retain permanent staff working on FRUS. At the same time, OIG believes that all historians, whether assigned to FRUS or elsewhere, should be relieved of their administrative duties in order to allow them to devote more time to FRUS, policy studies, and special projects in HO. In addition, an administrative officer, presumably at a lower grade than many of the direct-hire historians, would cost the Department less in salary and would be more cost effective.

The administrative position might be introduced through an additional full-time staff or through services by an employee on a while-actually-employed basis. The individual might be located in either HO or the PA Executive Office, but should spend sufficient time in HO to assure that the administrative needs are being met.

Recommendation 18: The Bureau of Public Affairs should provide an employee to perform administrative services in the Office of the Historian, possibly by requesting an increase in the number of direct-hire positions in the Office of the Historian by one appropriately graded administrative officer, or by securing the services of an employee on a while-actually-employed basis. (Action: PA)

RUCHMAN AND ASSOCIATES CONTRACT

Approximately one-fourth of the HO staff are contractors, all of whom are employed by the same outside contractor, Ruchman and Associates. The FY 2008 Department contract with Ruchman and Associates, which includes contractors for offices other than HO, described 21,576 hours of work by "Historian II" and "Junior Historian" contractors at hourly rates of (b) (4) and (b) (4) respectively. Although the contract was signed in FY 2008, these numbers are for work to be performed in FY 2009. The HO funding for FY 2008 totaled \$1,908,000 (including reimbursements) and included \$1,035,815 for personnel contracts. Thus the Ruchman and Associates contractors used approximately 54 percent of the HO funds for FY 2008. (It should be noted that salaries for direct-hire employees are paid from the central system, and not from the operating budgets of individual offices, and thus are not included in the total budget for the office.)

Most of the direct-hire historians in HO are grades 11 to 13. According to the General Schedule locality pay table for the Washington, DC, area, a grade 11, step one salary in 2009 for this area would be \$60,989, with a total cost to the U.S. Government of approximately \$76,846 (including benefits).² A contract Historian II who is paid for 1,792 hours of work a year (2080 hours minus 36 days of paid holidays, vacation, and sick days) might cost the U.S. Government around \$89,000 annually. Thus the annual cost to the U.S. Government of a grade 11 equivalent contractor could be about \$12,000 more than the cost of a direct-hire employee. Elsewhere in this report, OIG discusses the desirability of lessening the HO's dependence on contract employees, and one of the factors is the increased cost of such staff to the U.S. Government.

ADDITIONAL HISTORIAN POSITIONS

HO, with its 35 direct-hire positions and 12 contractors, is more weighted toward contractors than desirable in an office that requires a high degree of training and experience to complete its work successfully. Within this report, OIG has discussed the high cost of contract staff compared to direct-hire employees, along with the need to integrate all HO staff more thoroughly into the Department. The high cost of obtaining security clearances for new historian staff, combined with the value added to the Department of direct-hire historians with top secret clearances vs. other Department employees with lesser clearances, leads to the conclusion that HO should add direct-hire staff positions and reduce the number of contract positions. The publication of the FRUS, the primary objective of HO, has been hampered by a number of staff turnovers in the past five years. According to some OIG respondents, it takes approximately a year for a new historian to learn to make independent judgments about FRUS content and prepare accurate documentation without monitoring and mentoring. It is not cost effective to train contractors to do this work when their long-term availability, and funding for their services, are not known and, to some extent, assured. At the same time, the information on which the FRUS is based is increasing in amount and complexity.

The Congressional mandate to publish a thorough, accurate, and reliable FRUS in a timely manner is not being met by current levels of staff and contractors. Increasing the number of employees devoted to FRUS production by at least one in

²This assumes a 26 percent cost above the salary.

each geographic division could help resolve this deficiency. More direct-hire staff would make for a more stable workforce and one less liable to fluctuations in funding.

Recommendation 19: The Bureau of Human Resources, in coordination with the Bureau of Public Affairs, should increase the number of direct-hire employees working as historians in the Office of the Historian by an amount that will help the office to meet its obligations with respect to the publication of the Foreign Relations of the United States. (Action: DG/HR, in coordination with PA)

SPACE FOR THE OFFICE OF THE HISTORIAN

HO office space is cluttered and badly arranged. The physical space includes a small number of offices for the division directors and higher level positions, with cubicles for staff. The offices are spacious, but the cubicles are poorly organized, and the arrangement is unhealthy. Some cubicles are reasonably sized, while others are small and inconvenient. There is no logic to the appearance or arrangement of cubicles. It appears that desk space was added as the office increased in size, with no overall plan.

The HO space includes 8,039 square feet in Columbia Plaza. The space was originally designed for 28 people when the office first moved there in 1996 to 1997. Later, the Department added space for ten people, but HO lost the use of a room outside the current area that had been a library. There are now 49 positions on the HO staffing chart.

According to the General Services Administration, there are no formal government-wide standards for office space per person. However, based on private sector surveys, the General Services Administration reports that office space square footage varies from 60 to 300 square feet or more, while the size of cubicles ranges from 36 to 75 square feet. Based on rough estimates, OIG found that the offices in HO meet or exceed private sector averages, while cubicles are generally smaller. In terms of overall measurements, the General Services Administration suggests 200 usable square feet per person when an office is considering moving to new space. HO has about 164 square feet per person, including in this average the conference room, coffee room, copy room, etc. The office must also retain a large number of historical volumes for reference purposes, and these require a lot of floor space. Thus HO is occupying space that is, overall, somewhat less than the smallest space ordinarily

provided by private industry. HO staff would work more efficiently in space that was better arranged and more suited to their purpose, classified material would be better protected, and office morale would improve.

Recommendation 20: The Bureau of Public Affairs should request that a space planner review the physical space in the Office of the Historian and should implement the resulting recommendations. (Action: PA)

Recommendation 21: The Bureau of Public Affairs should actively seek larger, more suitable physical space for the Office of the Historian. (Action: PA)

OFFICE OF THE HISTORIAN BUDGET

As discussed elsewhere in this section, total HO funding for FY 2008 was \$1.9 million. Of this amount, some \$500,000 came from reimbursements from other offices and entities. For FY 2009, the reimbursement total is expected to be \$176,000, with additional reimbursements being possible. Initial indications are that the total allotment for HO for FY 2009 will be smaller than it was in FY 2008. Because the Ruchman and Associates contract amounts were obligated at the end of FY 2008 for FY 2009, HO will not feel the effect of budget reductions in FY 2009. However, the picture is much more uncertain for FY 2010 and beyond. Over time, HO has come to rely on the amounts added to its bureau-managed funds by the reimbursements and has hired contractors with these funds. However, the reimbursements can and do vary from year to year, making uncertain the retention of the contractor historians hired from these monies.

In addition, HO management told OIG that surplus money from the reimbursements was used to fund some FRUS and other activities. OIG could not prove or disprove this assertion. However, should HO find its office in the position of not being able to obtain the amount of reimbursements it desired each year, the alternatives would be halting the contracts of historian contractors or taking the funds from such line items as the printing of the FRUS. OIG views these alternatives as further reasons for the Department to rebalance the number of direct-hire employees and contractors, and to lessen the reliance of HO on contract staff.

ORIENTATION PROGRAM

The physical separation of HO, combined with recent minimal involvement of the PA front office, has led to a sense of detachment from, and lack of familiarity with, other bureaus and offices of the Department. This is true even with respect to the Department's main building, which is only a short distance away and figuratively its nerve center. The newer employees in HO, especially, have a very modest understanding of how the "Building" works and know even less of the various outlying annexes. The historians are intensely focused on their work documenting the Department's history, but many told the inspectors of their wish for a better idea of the Department's day-to-day, operational activities, which will become its history. They are dedicated, highly intelligent Civil Service employees or contractors, who would clearly benefit not only from a better idea of what the Civil Service contributes to the Department but who would also like to know what desk officers and other members of the Foreign Service do in their daily work. Mindful of the challenges in short-term assignments to busy offices, OIG believes that a carefully planned, goal- or project-defined orientation program for HO historians can be put in place that will give HO staff the substantive exposure they seek in the "Building" and be of measurable benefit to the receiving office as well.

Recommendation 22: The Bureau of Public Affairs should design and implement an orientation program in the Office of the Historian for new employees and contractors covering such topics as Civil Service hiring procedures, rules, and regulations; and Department functions and activities. (Action: PA)

Recommendation 23: The Bureau of Public Affairs should design and implement a program for historians to work for short periods in the Department of State at geographic bureau desks or other relevant offices. (Action: PA)

Recommendation 24: The Bureau of Diplomatic Security should design and implement a security orientation program for new employees and contractors in the Office of the Historian covering proper handling and use of classified materials. (Action: DS)

LIST OF RECOMMENDATIONS

- Recommendation 1:** The Bureau of Human Resources, in coordination with the Bureau of Public Affairs, should reassign the director of the Office of the Historian to another Department position commensurate with his present grade. (Action: DG/HR, in coordination with PA)
- Recommendation 2:** The Bureau of Public Affairs, in coordination with the Foreign Service Institute as the shared services provider, should announce and fill the position of director of the Office of the Historian. (Action: PA, in coordination with FSI)
- Recommendation 3:** The Bureau of Public Affairs should appoint an acting transitional director of the Office of the Historian. (Action: PA)
- Recommendation 4:** The Bureau of Public Affairs, in coordination with the Foreign Service Institute as the shared services provider, should announce and fill the general editor position in the Office of the Historian. (Action: PA, in coordination with FSI)
- Recommendation 5:** The Bureau of Public Affairs should appoint an acting general editor in the Office of the Historian. (Action: PA)
- Recommendation 6:** The Bureau of Public Affairs, in coordination with the Foreign Service Institute, as the shared services provider, should announce and fill the position of division chief for Asia, general, and Africa in the Office of the Historian. (Action: PA, in coordination with FSI)
- Recommendation 7:** The Bureau of Human Resources, in coordination with the Bureau of Public Affairs, should reassign the division chief to another bureau. (Action: DG/HR, in coordination with PA)
- Recommendation 8:** The Bureau of Public Affairs, in coordination with the Bureau of Human Resources, should find a new division director. (Action: PA, in coordination with HR)

Recommendation 9: The Bureau of Public Affairs should amend the charter of the Historical Advisory Committee by the addition of wording clarifying the committee's role vis-à-vis personnel issues in the Office of the Historian for which the Department already has established remedial channels. (Action: PA)

Recommendation 10: The Bureau of Public Affairs should amend the Secretary of State's delegation of authority to the Assistant Secretary for Public Affairs for the appointment or reappointment of Historical Advisory Committee members to include the requirement that there be consultation with the appropriate Department of State bureaus. (Action: PA)

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Recommendation 12: The Bureau of Public Affairs should form a joint committee with members of the Historical Advisory Committee and employees of the Office of the Historian and should develop a strategy for the Foreign Relations of the United States series that addresses the issues of timeliness and thoroughness in the future development of the series. (Action: PA)

Recommendation 13: The Bureau of Public Affairs should establish and implement written guidance to the deputy assistant secretary and the director of the Office of the Historian that establishes lines of authority; frequent, periodic reviews; attendance of each at staff meetings held by the other; and other approaches to encourage a clear chain of command with direct communication between the two offices. (Action: PA)

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Recommendation 15: The Bureau of Public Affairs should direct the Office of the Historian to delegate the authority for clearing public speeches, writing, and appearances to the division chiefs, barring exceptional circumstances. (Action: PA)

Recommendation 16: The Bureau of Public Affairs should renegotiate agreements with all agencies transferring classified material to the Office of the Historian in order to facilitate, whenever appropriate, the handling of top secret material as secret. (Action: PA)

Recommendation 17: The Bureau of Public Affairs should direct the Office of the Historian to prepare a draft travel plan for each fiscal year; to discuss the priorities for travel with management staff of the Office of the Historian, including the division chiefs; to make the travel plan widely available within the Office of the Historian; and to use and update the travel plan, as needed, throughout the fiscal year. (Action: PA)

Recommendation 18: The Bureau of Public Affairs should provide an employee to perform administrative services in the Office of the Historian, possibly by requesting an increase in the number of direct-hire positions in the Office of the Historian by one appropriately graded administrative officer, or by securing the services of an employee on a while-actually-employed basis. (Action: PA)

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Recommendation 20: The Bureau of Public Affairs should request that a space planner review the physical space in the Office of the Historian and should implement the resulting recommendations. (Action: PA)

Recommendation 21: The Bureau of Public Affairs should actively seek larger, more suitable physical space for the Office of the Historian. (Action: PA)

Recommendation 22: The Bureau of Public Affairs should design and implement an orientation program in the Office of the Historian for new employees and contractors covering such topics as Civil Service hiring procedures, rules, and regulations; and Department functions and activities. (Action: PA)

Recommendation 23: The Bureau of Public Affairs should design and implement a program for historians to work for short periods in the Department of State at geographic bureau desks or other relevant offices. (Action: PA)

Recommendation 24: The Bureau of Diplomatic Security should design and implement a security orientation program for new employees and contractors in the Office of the Historian covering proper handling and use of classified materials. (Action: DS)

PRINCIPAL OFFICIALS

	Name	Arrival Date
Director, Office of the Historian	Marc Susser	2001
Deputy Historian	David Herschler	1985
General Editor	Vacant	
Division Chief, Asia, General and Africa	Vacant	
Division Chief, Middle East and Americas	Douglas Kraft	2002
Division Chief, Europe and Global Issues	Michael (Todd) Bennett	2002
Division Chief, Declassification and Publishing	Susan Weetman	1996
Division Chief, Policy Studies	Amy Garrett	2004
Division Chief, Special Projects	William McAllister	2003

Note: Arrival date indicates date the individuals started in office, not the date in which they assumed their current position. Both Amy Garrett and William McAllister were contractors before they were hired in their current positions.

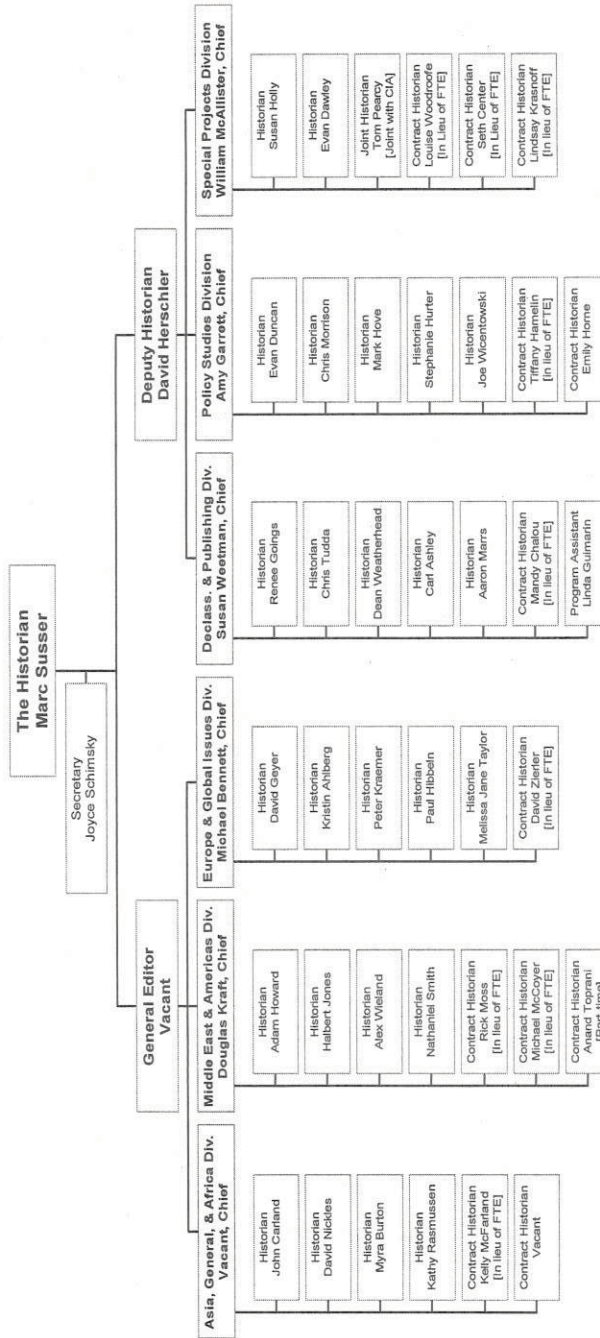
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ABBREVIATIONS

CIA	Central Intelligence Agency
DG/HR	Bureau of Human Resources, Director General of the Foreign Service, Under Secretary for Management
DS	Bureau of Diplomatic Security
FAM	Foreign Affairs Manual
FRUS	Foreign Relations of the United States
HAC	Historical Advisory Committee
HO	Office of the Historian
OIG	Office of Inspector General
PA	Under Secretary for Public Diplomacy and Public Affairs, or Bureau of Public Affairs
TSCO	Top secret control officer

Office of the Historian
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