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UNITED STATES INFORMATION AGENCY

OFFICE OF THE DIRECTOR

WASHINGTON, D. C. 20547

December 14, 1976

MEMORANDUM FOR:           The Honorable  
                                  John O. Marsh, Jr.  
                                  Counsellor to the President  
                                  The White House

FROM:                        Eugene P. Kopp *epk*  
                                  Acting Director

SUBJECT:                    Transition Report

In response to your memorandum of November 16, 1976, here is the briefing book the USIA has submitted to the Carter Transition Group.

# USIA TRANSITION BRIEFING BOOK



DECEMBER 1976

USIA TRANSITION BRIEFING BOOK

prepared for the  
Carter-Mondale Transition Planning Group  
by the  
United States Information Agency

December 1976

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A. USIA MISSION

The mission of USIA was defined by Director James Keogh in 1973 as supporting U.S. national interests by:

Conveying an understanding of what the United States stands for as a nation and as a people, and presenting a true picture of the society, institutions and culture in which our policies evolve;

Explaining U.S. policies and the reasons for them; and

Advising the U.S. Government on the implications of foreign opinion for the formulation and execution of U.S. foreign policy.

The statement, enunciated in testimony before the Murphy Commission, has since been incorporated into the Agency's Manual of Operations and Administration, and serves as the basic guide for all USIA employees.<sup>1</sup>

This mission is consistent with the Agency's original mandate established by the Smith-Mundt Act of 1948:

...to promote a better understanding of the United States in other countries, and to increase mutual understanding between the people of the United States and the people of other countries.

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<sup>1</sup> See MOA I-210, included in Appendix B.

A variation on this statement was issued by President Kennedy in 1963. The unclassified portion of the statement says in part:

The mission of the U.S. Information Agency is to help achieve U.S. foreign policy objectives by (a) influencing public attitudes in other nations and (b) advising the President, his representatives abroad, and the various Departments and agencies on the implications of foreign opinion for present and contemplated U.S. policies, programs, and official statements.<sup>1</sup>

A comparison of the Smith-Mundt legislation and the Kennedy statement of mission reveals a change in program emphasis from promoting understanding to supporting U.S. policy. However, as the two are complementary, not contradictory, USIA has continued to pursue both missions.

In order to emphasize these complementary roles, USIA considered seeking a new statement of mission from the President in 1973, but finally deferred action pending the effect, if any, of proposals for reorganization.

Subsequently, in 1974, the General Accounting Office reported "substantial disagreement" between Congress and the Executive Branch over USIA's mission. This alleged disagreement takes on particular significance in the context of the ongoing discussion of the reorganization of USIA. If the mission is narrowly interpreted to include only advocacy of policy issues, then the argument for a closer affiliation with the

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<sup>1</sup>See the memorandum by the President to the Director, USIA, January 25, 1963, included in Appendix B.



Department of State can be made. On the other hand, if the mission is interpreted as one of seeking understanding of American culture and values in a manner somehow divorced from U.S. policy, then it can be argued that all official ties with the Department of State should be severed.

Rather than either of these extremes, the Agency has supported U.S. national interests by seeking understanding of American society and culture as well as U.S. policies. Recognition of this pragmatic middle ground argues for retention of a fully independent information and cultural agency which receives policy guidance from the Department of State.

A sub-question of the overall issue of the mission and structure of USIS involves the mission and independence of the Voice of America. Earlier this year Senator Charles Percy and Congresswoman Bella Abzug amended the Agency's FY 77 authorization bill to enact into law the long-standing charter of the Voice of America. This document states that:

VOA will serve as a consistently reliable and authoritative source of news. VOA news will be accurate, objective, and comprehensive.

VOA will represent America, not any single segment of American society, and will therefore present a balanced and comprehensive projection of significant American thought and institutions.

VOA will present the policies of the United States clearly and effectively and will also present responsible discussion and opinion on these policies.

The VOA Charter was first approved in 1960 by Agency Director George Allen and reaffirmed by Directors Edward R. Murrow, Carl Rowan, Leonard Marks, Frank Shakespeare, and James Keogh. In an exchange of letters with Senator Percy in 1975, Director Keogh described earlier efforts to have the Charter issued by the NSC or the President to give it greater force. Mr. Keogh wrote: "I share your determination that the VOA's reputation for honesty must be worthy of its name."<sup>1</sup>

The degree of independence of the Voice within the context both of USIA and of the U. S. foreign policy community in general will continue to be an issue in the next several months. Once agreement is reached among the Executive Branch, the Congress, and the public on the mission or missions of USIA and its component parts, the basis will exist for discussing and resolving the question of its structure.<sup>2</sup>

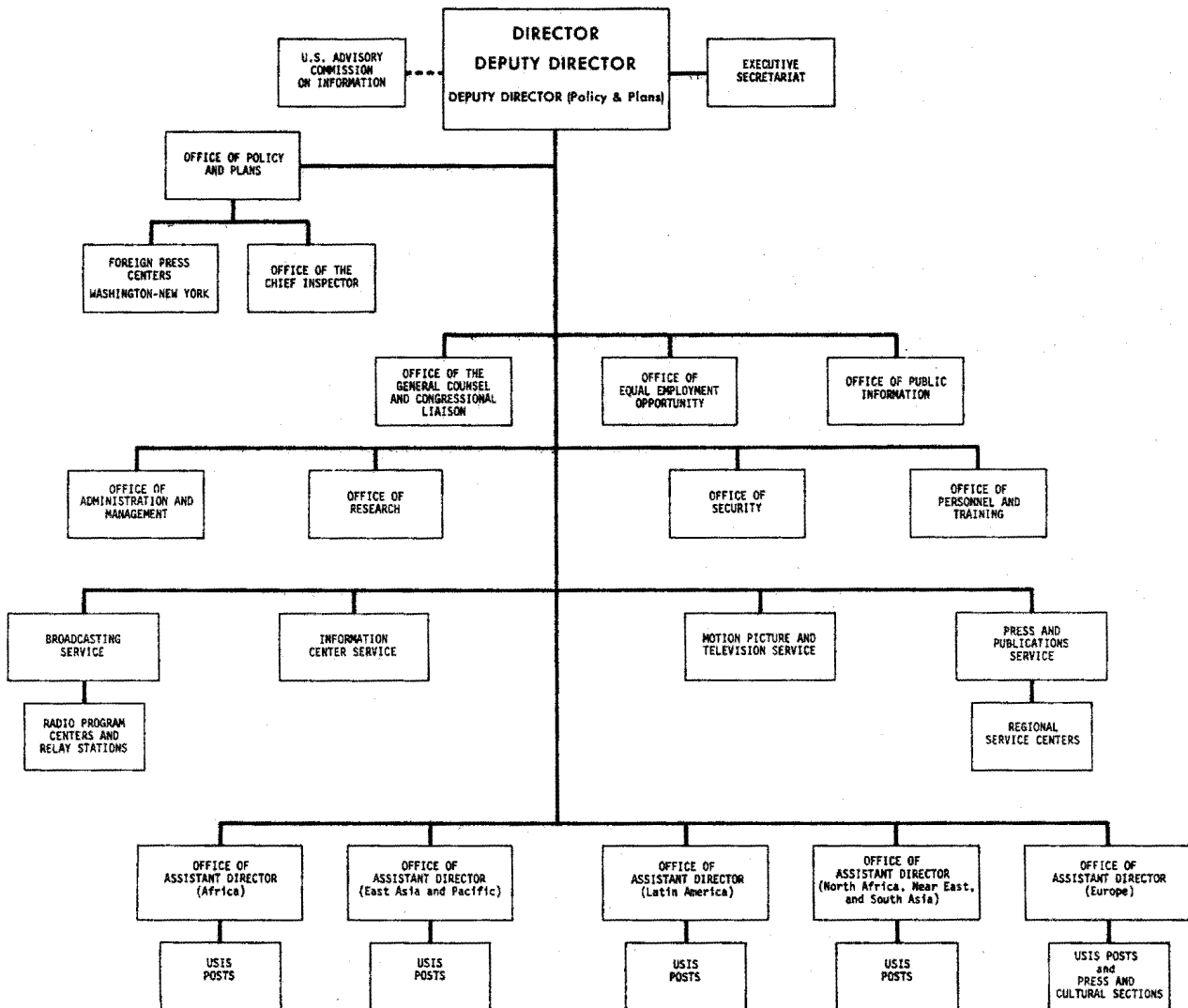
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<sup>1</sup> See Letter of James Keogh to Senator Percy, June 5, 1975, included in Appendix B.

<sup>2</sup> See the section on reorganization proposals which includes the Agency's reaction to the Stanton Panel and other recommendations for USIA reorganization.

## B. ORGANIZATION AND DECISION-MAKING

USIA is headed by a Director (Executive Level II) and Deputy Director (Executive Level IV) appointed by the President and confirmed by the Senate. The third and fourth ranking officers are the Deputy Director (Policy & Plans) and the Associate Director (Policy & Plans).



There are four Assistant Directors for the media, five Assistant Directors for the geographical areas, and seven Assistant Directors occupying staff positions. The Deputies and each of the Assistant Directors report to the Director of the Agency.

Decision Making. The authority to make decisions resides fully with the Director of the Agency. The Executive Committee, established to advise the Director, serves as the principal body for the review, discussion, and formulation of Agency decisions on major policy, allocation of resources, and operational matters that individual elements are not empowered to make, or on which they cannot reach agreement through means specified in their functional statements in the Manual of Operations and Administration. Members of the Executive Committee are:

Director (Chairman)	
Deputy Director	Eugene P. Kopp (Acting Director)
Deputy Director (Policy and Plans)	Walter M. Bastian, Jr.
General Counsel	George W. Haley
Assistant Director (Administration & Management)	Edward J. Nickel
Assistant Director (Research)	G. Richard Monsen
Assistant Director (Personnel and Training)	William E. Carroll

Assistant Director (Public  
Information)

Alan Carter

Advisors to the Executive Committee are:

Chief Inspector

Daniel P. Oleksiw

Agency Budget Officer

Stanley M. Silverman

Staff support is provided to the Executive Committee by:

Program Analyst

Phillip O. Powell

Program Analyst

Vacant

The Executive Committee considers all proposals for permanent changes in position and employment ceilings, the reclassification of posts, the initiation or termination of major media products, significant shifts in resources (increases of more than \$10,000 in any allocation and reprogramming in excess of \$50,000), or any action committing future overseas or domestic managers to changes in program or organizational structure that would be difficult to reverse.

The Executive Committee staff supports the Executive Committee by analyzing documents submitted to it, preparing studies for the Director, drafting decision memoranda, reporting on actions resulting from the Director's decisions, preparing Committee meeting minutes, and maintaining the Agency's master file of these minutes.

At an initial and midyear program review, the Executive Committee considers the consolidated proposals of each Agency element for funding, staffing, and intra-Agency support requirements. Before being

considered by the Executive Committee, these proposals are reviewed by the Program Review Group which is chaired by the Assistant Director for Administration and Management and includes the Agency Budget Officer, a representative from the Office of Policy and Plans, and the Resource and Operations Analysis Staff.

The Office of Policy and Plans (IOP) has authority over and is responsible for:

Developing Agency-wide policies, themes and priorities for the Director's approval;

Providing the media with policy direction on a daily basis;

Assuring adherence to approved policies, themes and priorities by monitoring Area and country planning documents, media products, programs and services related to support activities for the field;

Advising and providing guidance to Agency elements in those areas of IOP special subject competence.

The Deputy Director (Policy and Plans), has the authority to:

Order or recommend development of new Agency programs, products or services based on approved policies, themes and priorities, and within existing resource levels;

Resolve policy issues that arise within or among, the Areas, the media and other support elements.

Authority for decision-making is delegated to the Assistant Directors along functional lines as specified in the Manual of Operations and Administration (and as outlined in subsequent sections of this briefing book). For example, major responsibilities for personnel

management and training rest with the Assistant Director for Personnel and Training. Responsibilities for budgeting, management, resource allocation and automatic data processing, are held by the Assistant Director for Administration and Management.

The Assistant Directors for the five geographical areas administer overseas programs subject to policy guidelines, budgetary constraints, and personnel levels established by other elements of the Agency. They have responsibility for, and commensurate authority over, field operations within each of their areas. This responsibility covers policy application, program judgments, selection of audiences and products, the use of resources and the administration of country programs. The area Assistant Directors represent the Director on all matters affecting their posts, and represent their Country Public Affairs Officers (CPAO's) in Washington. By appropriate clearance procedures they are kept informed by other Agency elements on all non-routine operational activities affecting posts under their supervision.

CPAO's are responsible for, and have authority over, individual country operations, and report to their area Assistant Directors. CPAO's operate with relative autonomy subject to policy direction and resource limitations. CPAO responsibility covers policy application, program judgments, selection of audiences and products, the use of

resources and the overall administration of the country program. Agency media representatives traveling overseas are expected to seek advice and guidance from CPAO's in carrying out their assignments.

Assistant Directors for Media Services are responsible for, and have full authority over, the professional and technical means of supporting Agency operations. They are kept fully informed through appropriate clearance procedures by other Agency elements of activities of those elements affecting media responsibility for providing products and services. These products and services support Agency-wide priority policy themes and approved Area, regional or country policies and programs.

Three of the four media Assistant Directors -- Information Centers, Motion Pictures and Television, and Press and Publications -- prepare products solely for the use of overseas missions, either in response to, or in anticipation of, field needs. The Assistant Director for Broadcasting (Voice of America), has additional responsibilities for direct broadcasting.

Management Systems. The Agency has developed several management systems to aid in decision-making. They include the Country Plan Proposal (CPP), Resource Management System (RMS), and the Resource Allocation Group (RAG) System.



The Country Plan Proposal (CPP) is the primary vehicle through which PAO's annually communicate their program and financial plans to the Agency. The proposals are forwarded for review by several elements of the Agency including the Office of Policy and Plans, the Area Offices, and the Program and Budget Division. When a proposal is accepted the document is published as the Country Plan, after which it serves as the programming plan for field posts and Washington support elements. The system, now considerably streamlined, originated in the mid-sixties in response to the introduction of Planning, Programming, and Budgeting Systems (PPBS) to the Executive Branch of government. The Washington counterpart to the Country Plan is the Program Memorandum, prepared annually by Assistant Directors to describe plans for the forthcoming year.

The Resource Management System (RMS) was introduced to decentralize decision making by giving PAO's direct control over all reprogrammable resources attributed to their country programs. The system allows PAO's to shift funds between general operating expenses (e.g., local operation expenses, local employee salaries) and Washington media services (e.g., films, books, periodicals) as necessary to respond to changing requirements at their posts.

The RAG system classifies posts into ten different resource categories based on the country's relative importance to U.S. interests, the existence of psychological issues of interest to the U.S., and the

extent to which an Agency commitment can serve U.S. interests. RAG levels are adjusted upward or downward during an annual Executive Committee Review chaired by the Director.

The Overseas Functional Space Plan was developed to establish a planning mechanism for overseas relocation and renovation. Proposals are periodically considered by the Executive Committee and priorities assigned as warranted by the demonstrated need, availability of funds, and RAG level of the country. USIA participates in the Department of State's Foreign Affairs Administrative Support (FAAS) system which determines the levels of reimbursement required for overseas administrative support. Management information systems include the Audience Record System, the Film/VTR Usage Report, and the Profile of Position Requirements. Numerous reports on public opinion, VOA listenership, and media product evaluation prepared by the Office of Research are also available to assist in decision making.

### C. EXECUTIVE RELATIONS

Department of State. The Agency Director attends regular staff meetings of the Deputy Secretary of State. Beyond this there is a regular and continuous liaison at all levels of the Agency with counterpart bureaus and offices at State. Appendix C is a compilation of the primary contacts maintained by Agency personnel with the Department of State and other agencies.

The Agency is responsible for administering abroad the Exchange of Persons Program for the Department of State. This includes the following programs:

International Visitors - Selected foreign leaders in a variety of fields are invited to visit this country to meet with colleagues and to observe the American scene.

Fulbright - Selected foreign faculty and graduate students are sent to study in the USA, and selected American faculty and students are sent abroad for teaching and study purposes. The USIS Cultural Affairs Officer at each post is intimately involved in the management of the exchange faculty and students under the Fulbright Program.

American Specialists - American experts in many fields are sent overseas on a request basis to share their professional expertise.

Private Cooperation - American businesses and other private enterprises are encouraged to cooperate in overseas exchanges and related activities.

Athletics - American and foreign coaches, sports leaders and athletic teams are sent abroad to teach or represent U.S. sports.

Cultural Presentations - American orchestras, ballet-theater-musical troupes, and other performing artists are sent abroad to represent the performing arts of the U.S.

During the Fiscal Year 1976 a total of 84 American man-years and 151 local employee man-years were devoted to the program. State reimbursed USIA in FY-76 a total of \$5,370,000. The budget for USIA support to the program is estimated at \$5,418,000 for FY-77 and \$5,742,000 for FY-78. The man-year totals for FY-77 and FY-78 are estimated to remain at the FY-76 level.

Department of Defense. The Agency works with the Department of Defense, particularly the Office of the Assistant Secretary of Defense for Public Affairs. USIA advises on the impact overseas of public statements and actions in the defense field, and works directly with the various services in Washington and Commands abroad to increase support for U.S. policies.

Department of Commerce. Agency officers work closely with the Office of International Marketing and the U.S. Travel Service of the Department of Commerce in support of programs to expand U.S. exports and to increase tourist travel to the United States. USIA prepares support materials for media use abroad, and posts work closely with the U.S. commercial offices and trade centers

overseas. USIA support to Commerce is closely coordinated with the Bureau of Economics and Business Affairs at State.

Agency for International Development. USIA advises AID on the implications of foreign public opinion for present and contemplated AID programs. USIA's Presidential Statement of Mission requires AID to consult with USIA when programs affecting communications media in other countries are planned. The two Agencies work together in Washington and abroad to assure effective USIA support for U. S. assistance and other AID programs.

National Aeronautics and Space Administration. The Agency distributes NASA information materials overseas, and handles accreditation of foreign media representatives during major space missions. The Agency maintains a full-time representative at NASA.

#### D. CONGRESSIONAL RELATIONS

The Agency's legislative proposals are prepared by the Office of the General Counsel and the Budget Office. The Director submits the proposals to the Office of Management and Budget which, in turn, submits each such proposal to other departments or agencies of the Executive Branch that may have an interest in the proposal. As soon as OMB approval is obtained, the President or the Director of the Agency submits the proposal to Congress, forwarding it to the Vice President, on behalf of the Senate, and to the Speaker of the House, on behalf of the House of Representatives.

The President will present his budget message and the FY 1978 budget to the Congress by mid-January, 1977. The Agency's detailed budget justifications will be presented to the House and Senate Appropriations Committees in early February, 1977.

USIA operates under the basic authority of the United States Information and Educational Exchange Act of 1948 (the Smith-Mundt Act) and the Mutual Educational and Cultural Exchange Act of 1961 (the Fulbright-Hays Act).

The Smith-Mundt Act was amended in 1972 to require periodic authorization for all Agency appropriations. Authorization hearings

are conducted annually by the Senate Foreign Relations Committee and the House International Relations Committee.

Senate Foreign Relations Committee. Our annual authorization hearing generally takes one full day before the full Committee. Since the departure of Chairman Fulbright, the Committee has not attempted to reduce our budget requests. We have, however, encountered serious questioning, especially on the Voice of America (Senator Percy), and our personnel systems (Senator Pell).

Senator Sparkman, as Chairman of the Committee, has generally supported USIA. Senator Case, as ranking Republican, has been constructively critical. Other key members who have been especially helpful to USIA and with whom we have worked closely-- both on legislation and on representing Congressional views to our overseas audiences--are Senators Humphrey and Javits. We have also worked with Senator Clark.

Four members of the Committee will not be returning in the 95th Congress: Senators Mansfield, Symington and Scott retired, and Senator McGee was defeated for reelection. Senators McGee and Scott, in particular, were considered good friends of the Agency.

Principal staff members for this Committee are Pat Holt, Chief of Staff; Don Henderson, Deputy Chief of Staff; John Ritch, Staff Associate responsible for USIA (we expect he will be leaving); and Mary McLaughlin and Jan Novins, who handle Congressional travel.

House International Relations Committee. The Chairman of this Committee, Thomas E. Morgan, retired at the end of the 94th Congress and most likely will be replaced by Congressman Clement Zablocki. Congressman William Broomfield remains the ranking Republican member.

The Subcommittee on International Operations is our authorizing subcommittee and our principal point of contact with this Committee. It was chaired by Congressman Wayne Hays until his resignation; a new Chairman has not yet been selected. The ranking Republican member is Congressman John Buchanan. Other members presently include Congressmen Diggs, Wolff, Ryan, Burke and Congresswoman Meyner. For the past several years, hearings before this Subcommittee have involved two or more days of testimony by several Agency officers including many of the Assistant Directors. This subcommittee has often recommended reductions in our budget (e. g., in FY-77 the recommendation was for a \$2 million cut (40%) in our temporary duty travel budget, although this cut was not sustained when legislation was finally enacted).

Conceivably we could also come under the partial jurisdiction of several other subcommittees, including International Political and Military Affairs, Future Foreign Policy Research, and the Subcommittee on Oversight. The overlapping substantive jurisdiction of the subcommittees is such that we could be held accountable for a part of our program to any one of them. There is a very good chance the



subcommittees will be reconstituted in the new Congress, possibly in some modified version of the old geographic structure.

Key Committee members with whom we work include Congressmen Fascell, Derwinski, Whalen and Broomfield. Within the past year we have had Foreign Service Information Officers assigned, under a variety of programs, to the offices of Congressman Fascell, Congresswoman Meyner, and Congressman Lagomarsino.

Eight members of the Committee have retired or been defeated for reelection this year, including the Chairmen of the full Committee and of our Subcommittee.

The principal staff of the Committee has also undergone considerable change. HIRC staff director Marion Czarnecki has been replaced by Jack Brady, and the principal staff position on our Subcommittee is currently uncertain with the resignation of Chairman Hays. "Chips" Chester of the full Committee staff has, in the interim, undertaken a study of USIA operations in Latin America at the request of Congressman Zablocki. We also work closely with Minority Staff Director Everett Bierman and the minority staff assistant on our Subcommittee, Jon Holstine.

House Appropriations Committee--Subcommittee on State, Justice, Commerce, the Judiciary, and Related Agencies. Agency appropriations hearings are usually held in mid-spring before this Subcommittee. Its

Chairman, John Slack, and the ranking Republican, Elford Cederberg, have supported the work of USIA. Questioning is detailed and rigorous, but fair and helpful. The Agency has generally been granted the full amount of its budget request. Since none of the Subcommittee members has left the Congress, we anticipate no basic change in past procedures. The full Committee traditionally has accepted the recommendations of the Subcommittee.

The key staff people on this Subcommittee, with whom the Agency works closely, are Dempsey Mizelle and his assistant, John Osthaus.

Agency hearings before the House Appropriations Subcommittee on State, Justice and Commerce, the Judiciary and Related Agencies will probably take place between early March and mid-April (FY 1977 hearings were held on March 17, 1976). For a number of years the Director has been the chief Agency witness, supported only by his Deputy, the Agency Budget Officer and several budget staff officers. In earlier years, after an opening statement and general discussion by the Director, most Area, Media and other Assistant Directors, with supporting staffs, appeared to testify about their program elements. The Committee strongly prefers the present method since it involves fewer people and enables the hearing to be completed in a shorter period of time. The current system also avoids possible conflicts in testimony.

Senate Appropriations Committee, Subcommittee on State, Justice, Commerce, the Judiciary, and Related Agencies. In the last two years, it has been the policy of this Subcommittee to hold hearings only if the agency appeals the House action. Since USIA has made no appeals in this period we have not appeared before the Subcommittee since 1974. At that time the Subcommittee routinely held brief hearings whether or not there was an appeal.

Recent practice may be in for a change with the retirement of both the Subcommittee Chairman, Senator John Pastore, and the ranking Republican, Senator Roman Hruska. The most likely candidates to succeed these two are Senators Ernest F. Hollings and Charles McC. Mathias. Senator Mathias has appeared as a speaker for the Agency overseas, and has participated in films and VOA broadcasts. Senator Hollings has had very little contact with us. The full Committee generally has been supportive and has accepted the Subcommittee recommendations. Principal Subcommittee staffers, who are likely to remain in their present positions, are Terry Sauvain on the majority side and Burkett van Kirk of the minority staff.

Other Legislative Interest. A number of other Committees become involved with the Agency on special issues:

House and Senate Government Operations Committees. USIA comes under the jurisdiction of these Committees on the basis of their

authority to study the "operation of government activities...with a view to determining economy and efficiency." As a practical matter, however, the Agency's only contact in the past few years has been with the House Subcommittee on Government Information and Individual Rights. In the spring of 1975 the Subcommittee, chaired by Congresswoman Bella Abzug, held about a day and a half of hearings on alleged distortion of the news by VOA. The Subcommittee collected large quantities of materials--research reports, VOA transcripts, organizational materials--for the hearing record which has not yet been published.

House and Senate Committees on the Budget. These Committees, too, have some jurisdiction over USIA because of their role in developing the Congressional budget. Our contacts have been technical for the most part. We also have some ad hoc relations; e. g., providing one Committee staffer with foreign press summaries; sending the Staff Director of the Senate Budget Committee, Douglas Bennet, on a speaking trip to Europe and the Soviet Union.

House and Senate Judiciary Committees. On occasion, we have found it necessary to seek private legislation, usually for aliens employed in this country or for present or former local employees. In such cases we have worked in the Senate with the Subcommittee on Immigration and Naturalization, or with the Subcommittee on Refugees and Escapees. In the House we have found the members

and staff of the Subcommittee on Immigration, Citizenship and International Law to be most helpful.

Pending Legislative Issues. Pending legislative issues involve four substantive matters (two of major significance, that will definitely come to the fore in the 95th Congress and two of lesser importance).

(1) Voice of America. Concern has been growing in the Congress about charges of censorship and/or heavy policy input into VOA news broadcasts. In 1976, an amendment to our authorization bill passed both Houses of Congress enacting into law the "VOA Charter."<sup>1</sup>

The recent decision of the U.S. Ambassador to Israel, backed by the Director of USIA, that a VOA correspondent was a U.S. Government official and could not have contact with the PLO, has brought the issue of an independent VOA to a head. As a consequence, Senator Percy has said he will introduce legislation early in the new Congress creating an independent VOA.

(2) Organization of USIA. Two major reports, the official report of the Murphy Commission and the privately-sponsored Stanton Panel Report, have recommended a restructuring of USIA.<sup>2</sup> Last year the the Senate Foreign Relations Committee and the House International Relations Committee did not hold

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<sup>1</sup>See section on "USIA Mission" for discussion.

<sup>2</sup>See subsequent section on "Reorganization Proposals."

hearings on these proposals. However, both intend to do so in the 95th Congress. The Percy proposal on VOA will likely serve as the focus in the Senate. A report on USIS operations in Latin America, being prepared by the International Relations Committee staff, coupled with the interests of the next HIRC Committee Chairman (Zablocki was a member of the Murphy Commission, as was the ranking Republican on the full Committee, William Broomfield) will likely result in early hearings there.

(3) Report on the Economical Use of USG Broadcast Facilities. The 1977 authorizing legislation for USIA and the Board for International Broadcasting (RFE/RL) contained a requirement for a Report to the Congress by the President, no later than January 31, 1977, recommending more effective use of USG transmission facilities, both existing and planned. Basically, the concern originated with the Fascell Subcommittee which saw a lack of economy and efficiency in separate, government-funded radios requesting monies to build separate transmission facilities. The Assistant Director for Europe, John Shirley, was the USIA representative on the working group which drafted the report which will form the basis of the White House response to the Congress. At the very least, we can expect consideration of legislation authorizing joint purchase of supplies and joint use of some facilities. Decisions concerning the construction of new transmitters for VOA and RFE/RL will also involve the new Director.

(4) Domestic Release of USIA Media Products. Legislation was passed in 1976 authorizing the release of ten USIA films and one exhibit to be shown domestically in conjunction with the Bicentennial. This was necessary because Section 501 of our enabling legislation prohibits distribution of USIA products in the United States. With the end of the Bicentennial year, it is likely that the issue will assume very low priority. Nonetheless, there is a possibility of modification of Section 501.

E. CURRENT RESOURCES

Agency funding is provided through two general operating and two special purpose appropriations. A brief description of each account follows the table of FY 1976 and FY 1977 appropriations shown in thousands of dollars:

<u>Appropriations</u>	<u>1976 Actual</u>	<u>Transition Quarter</u>	<u>1977 Estimate</u>
Salaries and Expenses (annual appropriation)....	\$247,300	\$66,475	\$248,325
Salaries and Expenses (Special Foreign Currency, no year appropriation)....	<u>9,995</u>	<u>3,225</u>	<u>8,600</u>
Sub-total, Salaries and Expenses.....	257,295	69,700	256,925
Special International Exhibitions (no year appropriation)...	6,187	2,004	4,841
Acquisition and Construction of Radio Facilities (no year appropriation)...	<u>10,135</u>	<u>260</u>	<u>2,142</u>
Grand Total.....	273,617	71,964	263,908



Salaries and Expenses Appropriations. The two S&E accounts fund the main operating expenses and staffing of the Agency: the overseas missions staff, installations, and program activities; VOA program and facilities operations; media service programs; and overall program direction and administration of the Agency. The Special Foreign Currency (SFC) appropriation covers locally incurred program and staff costs in India, Pakistan, Arab Republic of Egypt, Burma, Guinea and Tunisia.

Inflation adds about six percent to Agency costs each year. In the FY 1977 budget these increases were offset by program reductions and a technical change in the manner of funding administrative support provided to the Agency by the Department of State. Generally, Agency programs have to be cut to the extent that Executive branch or Congressional budget allowances do not cover the effects of inflation.

Special International Exhibitions. This account funds U. S. exhibitions at trade fairs and other specialized events in the USSR, East Europe, and at priority locations in the developing countries; and an associated labor program managed for the Agency by the Department of Labor.

Acquisition and Construction of Radio Facilities. This account provides funds for construction of radio broadcasting facilities; for major maintenance and improvements in the VOA system; and

for radio equipment and propagation research. In FY 1976, \$6,840,000 was appropriated for the first phase of the project to augment the VOA relay station in the Philippines. The President had planned to defer use of these funds until FY 1978. The Congress dropped the project from FY 1976 authorizing legislation. The Agency will seek Congressional authorization for the project, total cost \$16,170,000, in FY 1978.

Positions. Agency staffing consists of domestic, overseas American and local employee positions as follows:

	FY 1976				FY 1977			
	<u>Dom</u>	<u>Am</u>	<u>Loc</u>	<u>Total</u>	<u>Dom</u>	<u>Am</u>	<u>Loc</u>	<u>Total</u>
Area programs .....	93	724	3,614	4,431	93	726	3,602	4,421
VOA .....	1,364	108	800	2,272	1,396	96	750	2,242
Other media programs	850	32	722	1,104	852	30	204	1,086
Overall direction & support .....	820	215	1	1,036	823	215	1	1,039
Total .....	3,127	1,079	4,657	8,843	3,164	1,067	4,557	8,788

Most positions are funded from the two Salaries and Expenses appropriations. Of the total in each year, 65 are funded from the Special International Exhibitions appropriation. About 14% of the local employee positions are funded from the Special Foreign Currency account.

Resource Trends. See Appendix A for a graphic overview of resource trends in USIA.

## F. PERSONNEL SYSTEMS

The Agency operates under two major personnel systems -- Civil Service and Foreign Service.

Posts abroad are staffed in accordance with the provisions of the Foreign Service Act of 1946, as amended. Authority to employ Foreign Service Reserve Officers (FSR), Foreign Service Staff Personnel (FSS), and Foreign Service Local Employees (FSL) under the Foreign Service Act was given to the Agency by the provisions of Reorganization Plan 8 and Executive Order 10477 of August 1, 1953. Under P. L. 90-494, approved August 20, 1968, the Agency is authorized to appoint Foreign Service Information Officers (FSIO), and to give Foreign Service Reserve Officers unlimited tenure (FSRU). Foreign Service Information Officers are appointed by the President with the advice and consent of the Senate in the same manner as Foreign Service Officers (FSO) of the Department of State.

Positions in Washington and at other locations in the United States presently filled by Civil Service employees (General Schedule and Wage Board) are covered by Civil Service laws and regulations. Foreign Service personnel assigned to positions in the United States (including new appointees and employees converted from Civil Service to

Foreign Service under the Foreign Affairs Specialist (FAS) program) are subject to the Foreign Service Act of 1946, as amended. The Foreign Affairs Specialist Program was an effort to achieve a unified personnel system using Foreign Service personnel authorities to staff specialist officer positions in the United States and abroad. The Program was announced in July 1971 and implemented in August 1973 after a favorable District Court decision on the legality of the Program. A review is presently underway as to whether the Program should be continued.

The Agency is also authorized to hire small numbers of short-term experts and consultants in informational and cultural fields, and aliens for narration and translation in foreign languages within the United States when qualified Americans are not available.

Changes since USIA's foreign service career legislation was passed in 1968 are summarized in the Table below.

EMPLOYEE CATEGORY		1968	1976	CHANGE	%
Officer	Foreign Service Generalist	938*	921	-17	-2
	Foreign Service Specialist	524	1207	+683**	+130
	Civil Service Officer (GS-7 thru 18)	1720	989	-731**	-43
Technical & Clerical	Foreign Service Staff	570	303	-267	-47
	Civil Service (GS and Wage Board)	1137	759	-387	-33
Local	Foreign Service Local	6237	4426	-1811	-29
TOTAL		11,126	8,605	-2,520	-23%

\*Includes 762 FSIO's and 176 FSRU (Generalist)

\*\*Shift in GS to FSR due to Foreign Affairs Specialist Program

## G. EMPLOYEE ORGANIZATIONS

AFGE 1812. Local 1812 of the American Federation of Government Employees (AFL-CIO) represents all Civil Service and Foreign Service Employees of the Agency (except those defined as management officials or confidential employees). Because conditions of employment and service differ between the Civil Service and the Foreign Service, representation for the two units is independently selected. Until early this year Civil Service employees were represented by AFGE and Foreign Service employees by AFSA (see below). However, after an AFGE challenge, the Foreign Service unit selected AFGE as its bargaining agency.

Employee-Management relations are prescribed by Executive Orders 11491 (for Civil Service) and 11636 (for Foreign Service). These orders require good-faith consultation and conferral on several matters, primarily related to personnel policy. The Agency and AFGE are required to consult regularly and in good faith prior to the adoption of proposed or revised personnel policies and procedures.

Officers of AFGE Local 1812 include:

Bruce N. Gregory, President	24736
Zdenek F. Sedivy, Vice President (VOA)	54430

Josephine Campbell, Vice President      24793  
(Media and Services)

Robert T. Coonrod, Vice President      26714  
(Foreign Service)

NFFE. The National Federation of Federal Employees has two locals currently representing Wage Board employees in USIA. Local 1447 represents WB employees in IMV; most of these employees, however, were recently converted to Foreign Service status. Local 1418 represents WB employees of VOA both in Washington and at the relay stations.

James S. Randall, President      376-7826  
NFFE Local 1447

Philip J. Danaher, President      54410  
NFFE Local 1418

AFSA. The American Foreign Service Association was solely a professional association until 1971 when Executive Order 11636 gave Foreign Service employees the right to organize and be represented in consultations with management. AFSA was subsequently elected to represent foreign service employees in the Department of State, AID and USIA. Early this year, AFSA lost its representational election in USIA to AFGE. AFSA continues to represent foreign service employees in the Department of State and AID.

AFSA still functions as a professional organization for members of the Foreign Service (including management officials and numerous

USIA employees who retain their membership). Its professional activities include monthly publication of the Foreign Service Journal.

Although AFSA will represent State and AID employees in joint consultations with the management of State, AID, and USIA, AFSA is not entitled to speak for USIA employees, and AFGE must be given the opportunity to participate in these consultations.

USIA members of the AFSA Board of Governors:

Frank Cummins, AFSA Treasurer 54784

Peter Wolcott, USIA Representative 26712

WAO. The Women's Action Organization is a voluntary association of women and men within the Agency, the Department of State, and the Agency for International Development. The association was formed six years ago to improve the career opportunities and status of women in the foreign affairs community.

WAO's efforts to curb discriminatory policies in the foreign affairs agencies have resulted in married women being allowed to continue their foreign service careers instead of being forced to resign after marriage; assuring that all assignments are open to all women; eliminating comments on spouses in officers' performance evaluations and assuring that spouses are treated as private individuals; and creating an upward mobility program for foreign service secretaries.



USIA members on the WAO Board include:

Ellen Toomey, Vice President for USIA                      27169

YOPP. The Young Officers Policy Panel is a management-designated organization comprised of junior officers representing the various offices and elements of the Agency, including several Foreign Service Information Officers elected at-large to represent their colleagues serving abroad. Members of the panel are elected annually by their peers.

The organization provides a channel through which young officers and top Agency management may communicate directly with each other; encourages discussion of professional issues; and promotes social contact among young officers.

YOPP officers for 1976-77 include:

M. Jon Beard, Chairman    24172

John Agnone, Vice-Chairman    25098

## H. REORGANIZATION PROPOSALS

Few programs of the US Government have been the subject of more studies than the international information and cultural program. Over a period of thirty years, the operation and organization of the program have been repeatedly scrutinized and assessed, a wide variety of structural and operational modes proposed, and significant policy questions identified. This paper summarizes some of the more significant studies.<sup>1</sup>

Basic Considerations. While the recommendations of most studies have emphasized organization, a basic and persistent problem has been lack of consensus on the mission of the official overseas information program. This fact has significant implications for functional organization and, to a large extent, accounts for the differing views about location of the function itself--now generally reduced to the question of whether the program should be operated within the Department of State or by a completely independent government agency, like the present U.S. Information Agency.

The mission of the Agency is interpreted by some as policy advocacy, by others as the explanation of U.S. society and culture.

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<sup>1</sup>The USIA Library lists 31 official studies of overseas information and cultural programs, including 11 issued since 1953 when USIA was established as an independent Agency.

A middle view--represented by Director James Keogh--includes both. Whatever the function, it tends to determine organizational structure and location. If the primary mission is seen as advocacy of U. S. foreign policy, then it is argued that the Agency should be integrated into the Department of State. If, on the other hand, the mission of the Agency is seen as promoting understanding, independence from the State Department is favored.

Recognition that the Agency's function is to support U. S. policies by explaining them as well as American society and culture suggests an organization somewhere between these extremes: an independent agency with policy ties to the Department of State. Hence, continuation of the role which has evolved in some 23 years of operation suggests maintaining the independence of USIA.<sup>1</sup>

One of the pivotal issues stemming from this uncertainty about mission has been the question whether the Voice of America should be free both to report and to comment on the news as it sees it, or whether it should follow policy guidance from the State Department to support foreign policy.

A GAO report of 1974 stated that there is "substantial disagreement" between Congress and the executive branch over the mission

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<sup>1</sup> See MOA I-210, included in Appendix B.

or purpose of USIA.<sup>1</sup> The Stanton report of 1975 acknowledged the validity of both roles and indicated that the Agency had handled them well. However, the report, looking at the problem of the differing roles, recommended a separation of the two aspects, giving the policy information role to the Department of State and the task of promoting mutual understanding to a separate agency.

Another issue influencing organizational approaches is the artificial dichotomy established by attempts to distinguish between informational and cultural activities. This is basically a debate over media functions. In the past, some arguments have been heard against combining the two functions in a single organization, despite the fact that USIA officers serve as Cultural Attaches and administer the Department's cultural exchange programs in the field and that "informational media" such as periodicals and broadcasts can have significant cultural content. There is now, however, a virtual consensus that the two functions are complementary, and the organizational debate is reduced to the question of whether the information and cultural functions of USIA should be merged with the cultural exchanges function of the Department of State, or whether USIA or

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<sup>1</sup>Telling America's Story to the World: Problems and Issues. (United States Information Agency), Report to Congress by the Comptroller General of the United States, March 23, 1975.

some other independent successor agency should absorb the exchange program.

Earlier Studies. Despite the plethora of studies, several of which recommended the integration in some form of USIA's functions with the Department of State's educational and cultural exchange programs, no such action has been taken to date. Summaries of the most important studies follow:

(1) Organization for National Security - International Affairs.

(Undated draft, Memorandum for the President, 1958.)

Prepared in the fall of 1958 by the President's Advisory Committee on Government Organization, under the chairmanship of Nelson Rockefeller and, later, Arthur Flemming, this proposal (known as the "Flemming plan") called for return of USIA (including the VOA), as a "distinct entity," to a reorganized Department of State. The agency, to be renamed the International Cultural and Information Administration, would absorb the educational and cultural exchange programs of the Department, and would be headed by an "Administrator" with the rank of Deputy Under Secretary of State. USIA foreign service personnel policies were to remain in force until a comprehensive reorganization of the Foreign Service could be effected. No action was taken on this plan although a draft Reorganization Plan was drawn up, together with a

Presidential message to Congress, in January 1959.

(2) The Formulation and Administration of U.S. Foreign Policy, Committee Print #9, Senate Committee on Foreign Relations, January 13, 1960.

This study, prepared for the Senate Committee on Foreign Relations by the Brookings Institution, would have created a Department of Information and Cultural Affairs as a separate administrative entity within a new "super" Department of Foreign Affairs patterned after the Defense Department. The new ICA Department, to be headed by a cabinet level Secretary, was to absorb the activities of the existing USIA as well as the exchange programs of the Department of State. The foreign service personnel of the Department of Information and Cultural Affairs would become part of the regular FSO corps under this plan.

The Stanton Plan. Recent discussions of USIA organization have centered on the report of the Stanton Panel, undertaken in 1974 at the urging of the U. S. Advisory Commission on Educational Exchange, and the U. S. Advisory Commission on Information.<sup>1</sup> The Panel reaffirmed

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<sup>1</sup>International Information, Education, and Cultural Relations: Recommendations for the Future, Washington: Center for Strategic and International Studies, Georgetown University, 1975. The study group, known as the Stanton Panel because it was chaired by Dr. Frank Stanton, included the members of the two advisory commissions as well as several former senior officials of the Department of State and USIA.

the vital importance of both the informational and cultural programs of the U. S. Government, stating that they "have demonstrated their success and are therefore an exceptional investment of governmental energy and the taxpayer's dollar." The group, urging that the programs be given greater support, found they were working well despite what it considered to be an imperfect organizational structure. Its report recommended:<sup>1</sup>

Separation of the "policy information" role from the long-term informational and cultural role.

Integration of USIA and CU (State Department's Bureau of Educational and Cultural Affairs) into a new autonomous Information and Cultural Affairs Agency (ICA) attached to the Department of State.

Incorporation of the "policy information" activities into a State Department Office of Policy Information.

Creation of an independent VOA with policy guidance from the Department of State.

Integration of the FSIO corps into the State Department's FSO corps.

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<sup>1</sup>Two of the Panel members, Leonard Marks, former USIA Director, and former Ambassador Edmund Gullion, Dean of the Fletcher School of Law and Diplomacy, abstained or dissented from the final report. In testimony before the House Subcommittee on International Operations, Mr. Marks said: "I felt that the study was not being conducted in an impartial and thorough manner that I felt it should have been and, rather than engage in any controversy, I withdrew."

The Stanton Panel report became the basis for the recommendations on public diplomacy of the so-called Murphy Commission,<sup>1</sup> chaired by Ambassador Robert D. Murphy. This bi-partisan commission was established by PL 92-352 to study the conduct of foreign affairs. The commission accepted the Stanton Panel recommendation<sup>2</sup> for information and cultural activities with two exceptions:

Information and Cultural Affairs Agency (ICA) to report to Secretary of State or (at the option of the President) operate independently.

FSIO corps to remain independent of FSO corps.

In its discussion of "Public Diplomacy" the Murphy Commission identified two functions: (1) The Spokesman Role; and (2) The Cultural and General Information Role. Adopting the Stanton Panel formula, it assigned the first to a proposed State Department Office of Policy Information and the second to a proposed Information and Cultural

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<sup>1</sup> Commission on the Organization of the Government for the Conduct of Foreign Policy (Washington: U. S. Government Printing Office, June 1975).

<sup>2</sup> The Commission's decision was not unanimous. In separate statements appended to the report, Vice President Rockefeller argued that the Stanton recommendations should be further evaluated; Congressman W. S. Broomfield registered "strong opposition" to the Stanton proposals, and Senator Mike Mansfield expressed personal disappointment with the Commission's report, and commented that, "Thin gruel is being served in a very thick bowl."



Affairs Agency (ICA). No action has been taken on the Murphy Commission Report.<sup>1</sup>

Reactions to the Stanton Panel Recommendations. The proposals of the Stanton Panel stimulated considerable controversy and dissent in USIA, the Department of State, and elsewhere,<sup>2</sup> and resulted in a series of counter proposals:

(1) USIA Response. USIA Director James Keogh agreed with the Stanton Panel's reaffirmation of the importance of information and cultural affairs, but dissented from its organization recommendation to "scatter USIA activities among three separate agencies." He recommended, instead, a consolidation of all information and cultural activities within one independent agency with close policy ties to the White House and Department of State. This recommendation would result in a transfer of CU into a restructured USIA.

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<sup>1</sup>While the Stanton Panel and Murphy Commission were holding hearings and deliberating, the Congressional Research Service also began a study of USIA and CU at the request of the Senate Foreign Relations Committee. The research report discusses various options but makes no recommendations for organizational change. The report was submitted to the SFRC in August 1975 but was never published as an official committee document.

<sup>2</sup>For example, Cong. John Slack, Chairman of the House Appropriations Sub-committee, and columnist Carl Rowan, former USIA Director, both expressed strong disagreement with the Stanton plan.

(2) State Department Response. The Department, in a memorandum to the National Security Council, also dissented from the Stanton Panel recommendation, stating that "the fundamental need is to establish policy coherence in our international communications efforts" and concluding that the Panel's proposed divisions of current responsibilities would not contribute to that coherence. It thus agreed with USIA on the inadvisability of splitting "policy information" from other information programs and of making VOA a separate, independent agency. The Department argued that "VOA must at all times be fully responsive to our foreign policy objectives and must therefore maintain its present close links to USIA, and through USIA to this Department, for guidance." It recommended the merger of CU and USIA within an ACDA-type organization attached to the Department of State. The new organization, to be called the Information and Cultural Agency, would be headed by an Under Secretary of State charged with broad responsibilities in the field of intercultural communications. The Department of State also urged that no steps be taken "at the present time" to integrate FSIO's and FSO's, but stated that the issue should be reexamined at a later date.

(3) AFSA Response. The American Foreign Service Association, then representing both State and USIA foreign service personnel in negotiations with management, also recommended against adoption of

the Stanton Panel model. It called for integration of USIA and CU, although it hedged on the question of whether the integrated unit should be independent or part of the Department of State. It is clear that most State Department members of AFSA favored the latter, while most USIA members tended to favor an independent agency.

(4) AFGE Response. The American Federation of Government Employees, which now represents Foreign and Civil Service personnel, also recommended against the Stanton Panel reorganization and endorsed the existing structure. It asserted that the Stanton recommendation would essentially return USIA to the unsatisfactory pre-1953 status quo, and observed that existing bureaucratic problems could hardly be solved by integrating USIA into "a larger bureaucratic structure with different traditions, a multitude of inhibitions, only marginal experience in public diplomacy, and a career service... untrained in the media skills and techniques necessary to communicate effectively with overseas audiences."

GAO Study. Although neither the Stanton Panel nor the Murphy Commission's recommendations have been acted upon, the issues they raised are not dead. The GAO on August 9, 1976, announced that it was conducting a study "of the pros and cons of the Stanton Panel recommendations." No report has yet been issued. Whatever the merits of the Stanton proposals, they have the virtue of highlighting

the central and enduring problems that must be resolved in any plan to reorganize our overseas information and cultural programs.

ORGANIZATION: Office of the Director (I)

FUNDS (FY 77): \$825,000

STAFF (FY 77): 34

KEY PERSONNEL:

Director (Vacant)	24906
Deputy Director (and Acting Director), Eugene P. Kopp	26636

MISSION: The Director is responsible to the President for the operation of the U. S. Information Agency. He participates in foreign policy-making activities of the U. S. Government and maintains liaison with the President and with other officials who report to the Chief Executive. An Executive Committee helps the Director make decisions regarding resource allocations and operational policies. An Executive Secretariat informs top management promptly on what USIS posts around the world are reporting; monitors State and Defense Department, CIA and commercial news service messages; reviews all outgoing communications and acts as a clearing house for incoming mail addressed to the Agency which is of primary concern to the Director, including White House and Congressional correspondence.

BACKGROUND (I)

The Executive Committee, chaired by the Director, discusses the allocation of resources and operational problems which cannot be resolved by individual elements of the Agency. The Executive Committee Staff analyzes issues documents submitted to it and makes recommendations to the Executive Committee. To assure that proposals or reports meet the criteria for Committee consideration, it consults with concerned elements. The Staff prepares special studies on subjects designated by the Director, and drafts decision memoranda, reports on action taken as a result of the Director's decisions, prepares Committee meeting minutes, and maintains the Agency's master file of these minutes. The Executive Secretariat grew directly from top management's need to keep abreast of developments, control outgoing messages, and cope promptly and effectively with mail arriving from the White House, the Congress, and other sources. It is not surprising, therefore, that the White House, the State Department, Defense, and the CIA have operations analogous to the Agency's and that they are all linked by clear channel communications, including scrambler telephones. The Executive Secretariat is composed of three units:

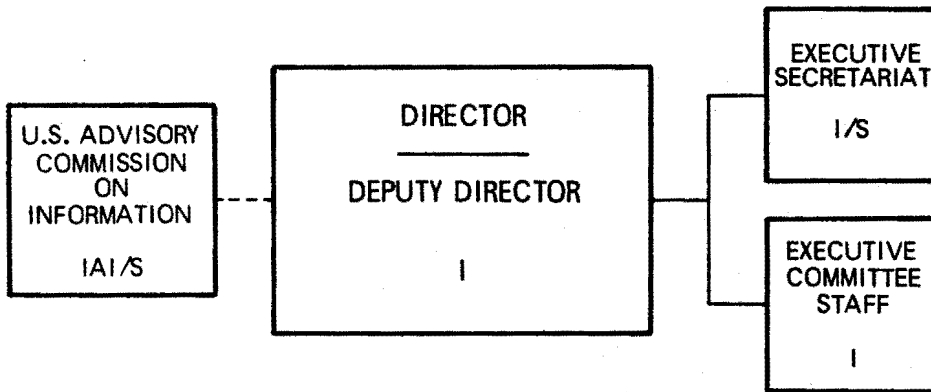
The Operations Center. This nerve center of the Agency is staffed around-the-clock every day of the year and is normally the first point of contact for anyone wanting to reach the Agency, especially outside office hours. It monitors some 300,000 words a day of incoming

telegraphic and press traffic and informs the Director and his principal officers on matters of particular interest to them by means of a twice-daily SUMMARY. Outside regular working hours, the Agency's principal officers are informed by phone or safehand cover when messages of great interest or urgency arrive in the Center.

The Secretariat Staff. This unit receives all mail addressed to the Director or his Deputy and all material from the White House and Congress. Correspondence is analyzed, and the Director and his deputies are alerted to material of prime concern to management at the same time action is assigned and information copies are distributed. Timely responses are requested and deadlines are imposed. All correspondence for the signature of or on behalf of the Director is reviewed for responsiveness, proper clearances, style and accuracy. Key information from correspondence is entered into a computerized index system for permanent file and ready retrieval.

The Correspondence Review Unit. This element processes for transmission all outgoing official messages to USIS posts abroad. Each message is reviewed to make certain it adheres to Agency regulations regarding clearances, classification, precedence, format, style and clarity.

OFFICE OF THE DIRECTOR





ORGANIZATION: Office of Policy and Plans (IOP)

FUNDS (FY 77): \$2,727,000

STAFF (FY 77): 78

KEY PERSONNEL:

Walter M. Bastian, Jr., Deputy Director	26650
Serban Vallimarescu, Associate Director	24978
Daniel P. Oleksiw, Chief Inspector	26689
Henry A. Dunlap, Associate Chief Inspector	26685

MISSION: The Office of Policy and Plans, following guidelines laid down by the Director, formulates operational policies, provides policy guidance and direction to Agency posts and media on current and foreseeable events, advises on the implications of foreign opinion for U.S. policies, and inspects Agency operations to assure compliance with Agency policies and programs.

## BACKGROUND (IOP)

The Office of Policy and Plans (IOP) has primary responsibility for program and policy guidance to Agency area offices, program elements and field posts, and for assuring compliance with such guidance.

To do this, the Deputy and Associate Directors (IOP) have authority to order or recommend development of Agency programs, products or services based on approved policies, themes and priorities, and to resolve policy issues that arise within or among area offices and support elements.

Planning and Program Advisory Staff (IOP/P) establishes program objectives for Washington and field elements; defines Agency priorities; monitors compliance with established priorities by Agency elements; advises support elements on program-content problems and opportunities.

Policy Guidance Staff (IOP/G) provides timely policy guidance to Agency media and posts on current and foreseeable events. IOP/G maintains daily liaison with those branches of government involved in foreign affairs and monitors media analysis and commentary to insure that it conforms to U. S. foreign policy.

Media Reaction Staff (IOP/M) is USIA's operational entity for advising on the implications of foreign opinion for present and con-

templated U.S. policies. The staff daily collects, analyzes and reports worldwide media reaction to important international developments for U.S. Government policy makers.

Foreign Press Centers (IOP/F) provide facilitative assistance for foreign correspondents to assure access to reliable and authoritative sources of information about U.S. foreign policy and thereby promote objective, accurate coverage of the U.S. and its policies.

Office of the Chief Inspector (IOP/I) inspects USIA overseas operations. Teams of inspectors periodically conduct on-site inspections and audits of overseas posts to evaluate the quality of post personnel and resource management, adherence to country plan goals, and cooperation with other Embassy elements.

Inspections are required under the provisions of the Foreign Service Act of 1946, as amended, Section 681; Reorganization Plan No. 8 of 1953; Public Law 90-494, August 20, 1968. Audits are required under the Budget and Accounting Procedures Act of 1950 (Public Law 784, Section 113).

IOP/I reports to the Director and Deputy Directors and is attached to IOP for administrative purposes.

USIS Representative to USUN (IOP/NY) advises U.S. Mission to United Nations on implications of foreign public opinion for U.S. actions in the U.N. and provides policy guidance and background on events

involving the U.N. for Agency media.

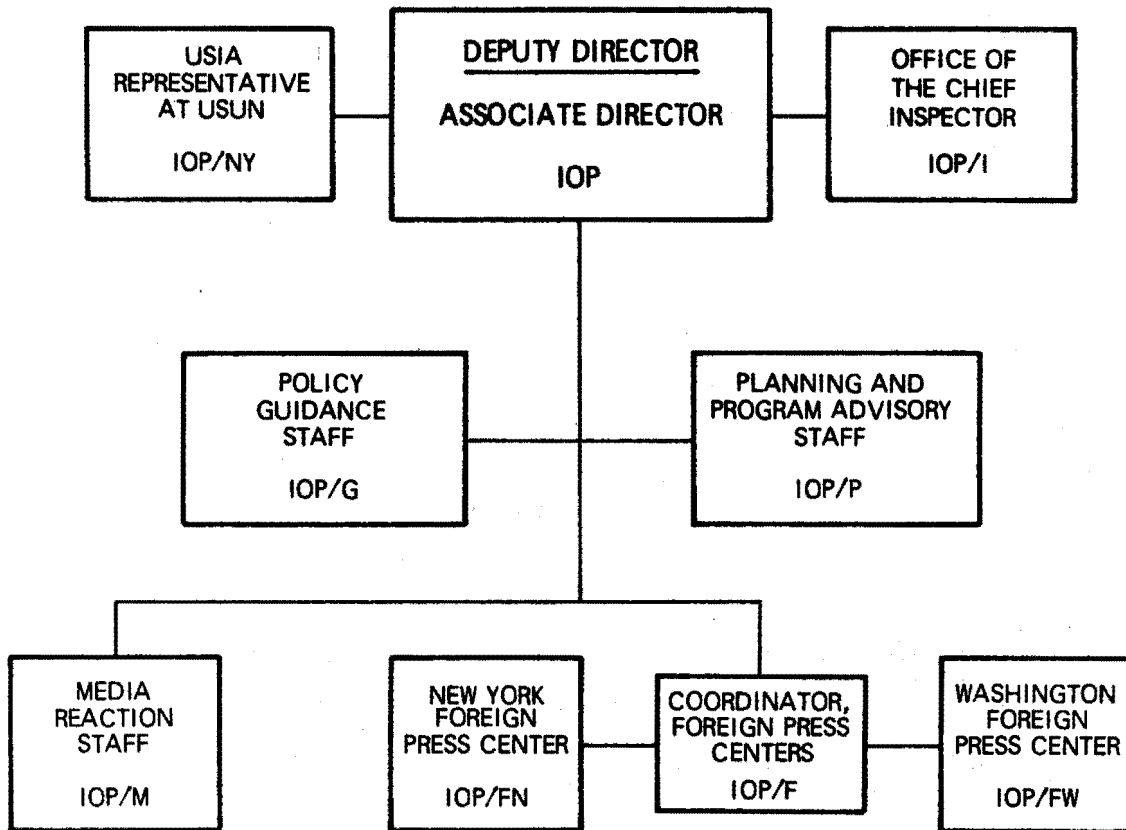
ISSUES (IOP)

Foreign media reaction to the election reveals some apprehension as to what foreign policy positions the new Administration will take. To date, speculation has focused largely on questions of continuity and change from the foreign policies of the previous Administration. Issues of continuing concern are:

1. Oil Price Increases. The U.S. has taken the lead in trying to head off a large price increase by the OPEC nations. The energy problem is expected to remain a critical issue well beyond the Qatar OPEC Conference.
2. Economic Stability. The health of the U.S. economy is a major concern to all nations as U.S. economic policies are seen as having a direct impact on the economies of other countries.
3. U.S. Strength. Statements on the defense budget, commitments to our allies, and dealings with our adversaries are being eagerly awaited by all foreign nations.
4. Human Rights. This is a major issue in our dealings with many countries, especially with Latin America. The position of the new Administration will be closely followed abroad and may influence public opinion toward the U.S.
5. Nuclear Proliferation. There is already apprehension of reported

statements by Carter on proliferation. Both "buying" and "selling" nations have a special interest in U.S. policy on this issue. German and Brazilian media have already reacted strongly to campaign statements.

OFFICE OF POLICY & PLANS



ORGANIZATION: Office of Research (IOR)

FUNDS (FY 77): \$3,680,000

STAFF (FY 77): 102

KEY PERSONNEL:

G. Richard Monsen, Assistant Director 25246

Harold E. Engle, Deputy Assistant Director 26663

MISSION: IOR assesses the reach and impact of Agency products and programs overseas; provides information on the audiences and media environments for Agency programming, including reporting on the information and cultural programs of other governments; and provides information on the climate of foreign opinion on major international issues relating to the conduct of U.S. foreign policy.

## BACKGROUND (IOR)

Organization. IOR is structured along functional lines into three main divisions: Media Research, Attitude and Audience Research, and Foreign Information. These are directly responsible for the production of the Agency's research studies. A small Review Staff of foreign service officers ensures that the projects of all three divisions are relevant to Agency program and policy concerns, and a small Technical Support Unit assists the Divisions with data processing work. In addition, IOR maintains the Agency Library, used extensively by Agency elements and overseas posts for reference work in the preparation of Agency output.

Methodology. Most studies involve surveys carried out overseas by private market research and opinion polling firms. IOR generally supplies the questionnaire to be used and specifications for the sample and for coding and tabulating the results. The contractor conducts the interviews and forwards the data to IOR, where they are analyzed and interpreted. In cases requiring documentary research (for example, concerning Communist countries where survey research is not possible) IOR may do an in-house documentary study or contract with a recognized authority on the subject.

### Types of Research.

a. Media Product and Program Research. The bulk of research funds go into products of this type. Studies provide estimates of the



size and demographic characteristics of radio listening audiences and their listening habits and preferences. IOR surveys intended recipients of Agency magazines to assess the size of our reading audiences, reactions to the contents, and their general reading preferences. It studies audience reactions to Agency film products and factors affecting the size of audiences reached through TV placements, as well as audience interests bearing on future productions. IOR also assesses the impact and reach of Agency programs carried out through USIS and binational centers and libraries overseas.

b. Studies of Audiences and Media Environments. Studies in this category (mostly through surveys in "open" societies and documentary research on subjects relating to "closed" societies) are intended to help the Agency understand: (1) how its priority audiences see the United States and in what areas they are poorly or wrongly informed; (2) through which media channels its audiences can best be reached and the degree to which information about the U. S. reaches them through these channels; (3) what other governments (friendly or otherwise) are doing in the way of external information and cultural programs, and (4) the characteristics, interests, and information needs of USIA's priority audiences--both in open societies where it conducts programs and in closed societies where its access other than through radio broadcasts is quite limited.

c. Studies of Foreign Public Opinion on International Issues.

Studies in this category examine the views of foreign publics or elites on political, security, and economic issues of concern to the U. S. Often these surveys are conducted as "riders" on larger omnibus surveys of private contractors.

ISSUES (IOR)

1. Should USIA Play a Greater Role in Foreign Policy Information?

In public opinion research the Agency has a potentially powerful tool for determining what the peoples of foreign countries--as opposed to their officials and editors--actually think of the policies of their own and other governments, including those of the U.S. This could be a key resource in carrying out the advisory function specified in the Agency's statement of mission. However, at present this tool is only infrequently utilized for such a purpose.

2. Can USIA Effectiveness Be Measured? This question, which cannot be answered in an absolute sense, has often been asked by critics of the information program. It can be answered partially: indications of the reach and impact of programs and products are measurable up to a point, but the Agency's messages are not delivered in vacuums--we can never know what effect supporting or competing messages might have had on their audiences.

OFFICE OF RESEARCH

ASSISTANT DIRECTOR

DEPUTY

IOR

RESEARCH  
REVIEW  
STAFF

IOR/R

EXECUTIVE  
OFFICE

IOR/X

ATTITUDE AND  
AUDIENCE RESEARCH  
DIVISION

IOR/A

MEDIA  
RESEARCH  
DIVISION

IOR/M

FOREIGN  
INFORMATION  
RESEARCH DIVISION

IOR/F

AGENCY  
LIBRARY

IOR/L



ORGANIZATION: Office of Equal Employment Opportunity (IEO)

FUNDS (FY 77): \$193,000

STAFF (FY 77): 8

KEY PERSONNEL:

Juliet C. Antunes, Assistant Director 25908

MISSION: The objectives of IEO (Office of Equal Employment Opportunity) are to assist USIA in complying with the requirements of Public Law 92-261, the Equal Employment Opportunity Act of 1972, to insure that all personnel actions in the Agency are free from discrimination based on race, color, sex, national origin, religion, and age, and to see that Agency personnel policies are actively and affirmatively oriented toward equality of opportunity.

BACKGROUND (IEO)

The IEO staff, created in 1973, performs two major functions. It annually prepares and then monitors the implementation of the Agency's Affirmative Action Plan and administers the Agency's Discrimination Complaint System.

The Agency's Affirmative Action Plan outlines desirable EEO goals for the Agency and then proposes specific lines of action to reach these goals. In the present plan special emphasis is devoted to minority recruitment, assignment of women and minorities to senior management positions, creation of trainee programs for the Agency's staff of radio and film technicians, and the creation of more "upward mobility" opportunities throughout the Agency. The IEO staff is composed of trained experts in the field of affirmative action, including two specialists who administer the Agency's Federal Womens Program and the Agency's Federal Spanish Speaking Program.

The Discrimination Complaint System allows any employee or applicant for employment to register a complaint about personnel actions of the Agency if he or she believes these actions indicated discrimination based on sex, race, religion, national origin, color or age. Primary emphasis in the system is placed on conciliation methods. A complainant consults first with one of the trained EEO counsellors who have volunteered for this part-time duty in various elements of the Agency and its overseas installations. If the complaint cannot be

resolved by these counsellors, further efforts are made by members of the EEO staff. Only when all attempts at informal resolution have failed, does the complaint get formal treatment: an in-depth investigation, a hearing, and a final decision by the Agency's Director.

In carrying out its recruitment and employment objectives, IEO works closely on a day-to-day basis with the Office of Personnel and Training. In carrying out the legal aspects of the complaint process, it works closely with the General Counsel's Office.

#### ISSUES (IEO)

1. Minority Recruitment. The leading sources of future management talent for the Agency, the Foreign Service Entrance Examination and the Management Trainee Program, do not provide the Agency with an adequate number of minority officers. (Minorities comprise about 22% of the Agency's work force as contrasted with 18% of the national population. However, only about 7% of the corps of Foreign Service Information Officer from which top managers of the Agency are drawn are minorities.) To offset the deficiency in traditional recruiting methods, alternative entrance programs for minorities have been established. At the present rate of progress, it will be five years or more before Agency rolls include an adequate number of minority officers, and it will probably be several years after that before minorities are adequately represented in middle and upper levels of the Agency's work force.

2. Upward Mobility. There is an unquenchable interest by clerical and support employees of the Agency in opportunities to move out of their present positions into professional, technical, and administrative areas. Each time a vacancy that allows this type of movement is advertised, a large number of applications are submitted. The most recent announcement elicited 80 applications. Many more Agency positions that allow upward mobility must be identified and filled to satisfy even a small part of the present interest.

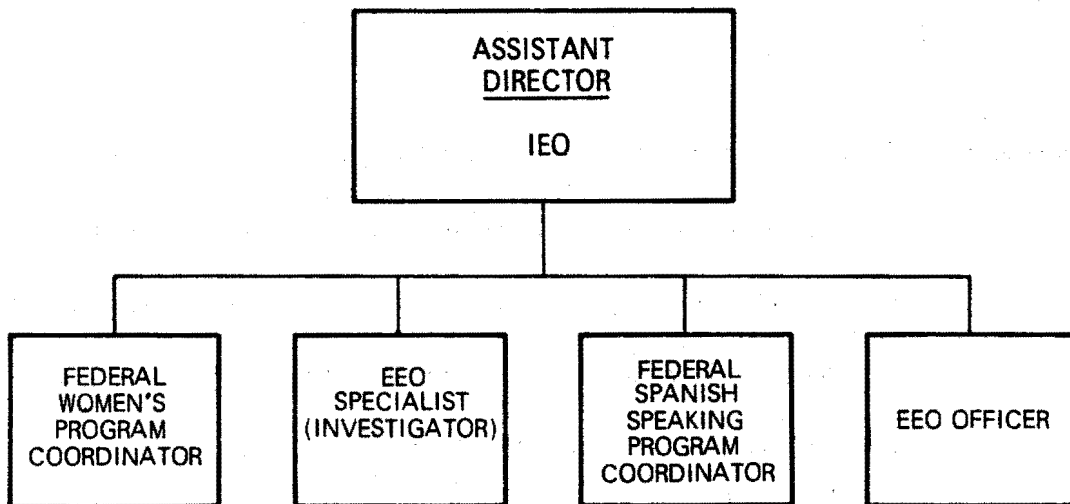
3. Complaint Process. IEO feels that it receives many complaints from women and minorities that could be solved by managers who are more sensitive to employee problems and concerns. To this end, it believes new managerial training programs should be devised, especially for the Broadcasting Service (VOA), the Agency's largest element, and the one from which most complaints are received.

4. Judicial Review. Recent decisions by the courts on EEO-related matters send out two seemingly contradictory signals. On the one hand, the Department of Labor was recently ordered to employ and promote a designated number of women and minorities at each grade level, and to do so in a very short period of time. On the other hand, the courts have looked with disfavor on quota methods for hiring and promoting women and minorities. While there are no pending courts cases of this kind involving the Agency, our profile of women and minority employees as well as our alternative recruitment programs for minorities do not

differ significantly from those of other Agencies and institutions which the courts have intervened to change.



OFFICE OF ASSISTANT DIRECTOR, USA (EQUAL EMPLOYMENT OPPORTUNITY)



ORGANIZATION: Office of the General Counsel (IGC)

FUNDS (FY 77): \$428,000

STAFF (FY 77): 18

KEY PERSONNEL:

George W. Haley	General Counsel	26686
Marilyn Dexheimer	Congressional Liaison Officer	25133

MISSION: IGC represents the legal and Congressional responsibilities of the Agency. The Legal staff handles government procurement, contracts, and personnel matters, and any suits pertaining thereto. The Congressional Relations staff handles the flow of information to the Congress, including preparation for hearings, and coordinates program arrangements for Members and staff in the course of their overseas travel.

BACKGROUND (IGC)

Legal. The legal staff of the Office of the General Counsel consists of seven attorneys in addition to the General Counsel and two Copyright Specialists. The staff is involved primarily with litigation before various administrative tribunals and courts in the United States and abroad. In addition, IGC advises the various elements of USIA on the legal implications of proposed actions and assists in establishing correct procedures for implementing Agency decisions.

Two major functions occupy most of the time and attention of the legal staff: Government procurement and contracts and personnel matters. IGC reviews all contracts prepared in IOA and represents the Agency in protests and appeals.

IGC also is concerned with rights, licenses and performer release needed by the Agency to disseminate its media products. For acquisitions and contractor-produced films and exhibits, IGC reviews the rights documents. For in-house production and VOA broadcasts, IGC secures the necessary permissions for Agency use. The second major area of IGC activity relates to personnel. IGC provides advice to labor-management officials, often assisting in the actual negotiations with the unions.

Congressional. USIA has no domestic constituency. It directs none of its activities toward the people of the United States and is prohibited

by Act of Congress from domestic distribution of any of its materials. The objective of the Congressional Liaison Office is therefore twofold; it must, in addition to the usual role of coordinating Agency efforts to explain requested legislation and Agency practices to responsible committees, take the lead in explaining the role and purpose of the Agency to Congress as well. The principal focus of the Liaison Office is on our authorizing and appropriating committees: Senate Foreign Relations, House International Relations, and the State-Justice-Commerce Appropriations Subcommittees in the House and Senate. We work with other Agency elements to maintain regular contact, to provide research reports, periodicals and other examples of program materials, and to involve the Members directly in USIA programming.

#### ISSUES (IGC)

##### 1. Major Contract Claims

- a. Page Communications, Inc. There is currently a \$4-million claim of Page Communications, Inc. for construction of radio towers in Kavala, Greece. The hearing before the Armed Services Board of Contract Appeals on this claim has been postponed in light of a tentative settlement which was reached November 29.
- b. Fischbach and Moore. During May and July, 1975, the

Armed Services Board of Contract Appeals heard testimony on the quantum issues involved in this claim resulting from construction of radio facilities in the Philippines. No decision has been rendered to date on this \$2-million claim.

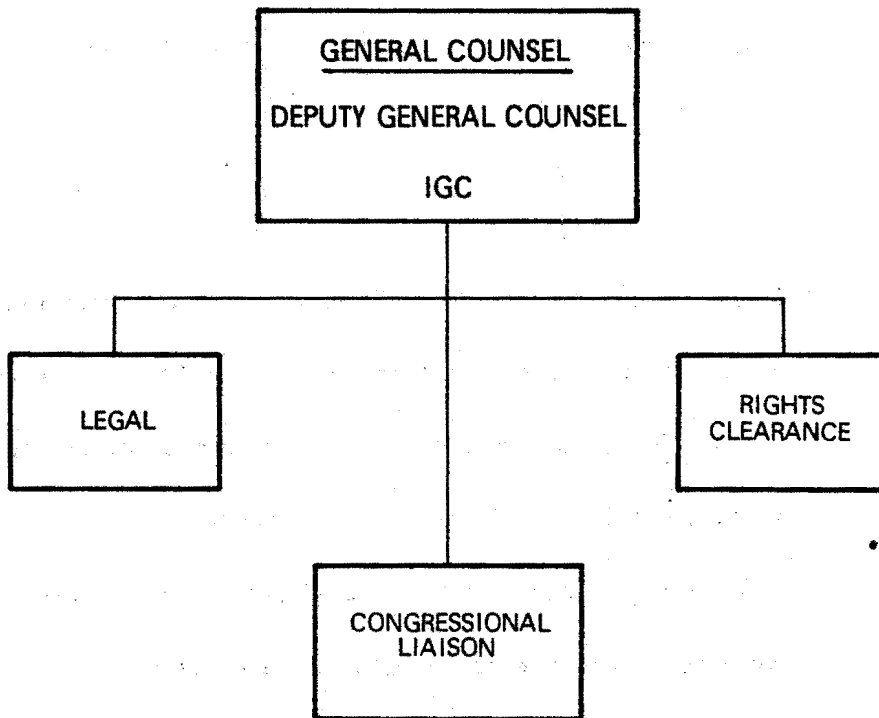
c. Wilson-Nicholson. The contractor for installation of certain radio equipment at two California relay stations has appealed to the Armed Services Board of Contract Appeals from the Agency's final decision on the amount due on charges for which the Board has already determined the contractor is entitled to a price adjustment. Contractor claims are almost \$600,000.

2. Grievances. In 1975 Congress amended the Foreign Service Act of 1946 to provide a statutory grievance procedure for all Foreign Service personnel. Since the Grievance Board was activated in June, IGC has represented USIA in five hearings with six more grievances currently pending before the Board. IGC also represents the Agency in hearings before Civil Service Commission Complaints Examiners in discrimination cases and before Administrative Law Judges on unfair labor practice charges. Among the personnel related cases IGC is currently defending in the U.S. District Courts are a national origin discrimination suit, two sex discrimination claims, a racial discrimination case, a charge of conspiracy with the FBI to

deprive an applicant of constitutional rights and a class action suit to declare the Foreign Service mandatory retirement provision unconstitutional.

3. Congressional Issues. Pending congressional issues are described in the section on "Congressional Relations."

**OFFICE OF THE GENERAL COUNSEL & CONGRESSIONAL LIAISON**



ORGANIZATION: Office of Public Information (I/R)

FUNDS (FY 77): \$450,000

STAFF (FY 77): 15\*

KEY PERSONNEL:

Alan Carter	Assistant Director	24963
Paul J. Rappaport	Deputy Assistant Director	25158

MISSION: The Assistant Director, I/R, acts as the official spokesman for the Agency within the United States. Operating within the guidelines set by Congress prohibiting the dissemination of USIA products within the United States, I/R services domestic requests for information about the Agency and initiates programs (speeches, seminars, etc.) to explain the Agency's mission abroad. It produces the Agency's Annual "Report to Congress", prepares the Agency's monthly organ "USIA WORLD" and coordinates Freedom of Information actions.

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\*There are three positions assigned to IBS performing related functions.



BACKGROUND (I/R)

While the reactive part of I/R's work--answering queries about Agency operations that have generated press and/or public interest--occupies a good deal of I/R's energies and shows up most often in the press and radio/TV, the Office of Public Information also initiates many activities aimed at gaining greater understanding of the Agency's mission among key groups of Americans. Even among these groups--public officials, scholars, world affairs groups, communications specialists, international businessmen--there is a dearth of knowledge about what USIA is, what it does, its limitations and capabilities.

The Agency's basic, comprehensive description of its activities, its personnel and budget is contained in the "Annual Report to Congress" which is distributed to members of Congress and staff assistants and to other interested parties. I/R works closely with every other Agency element in preparing this 100-page report. The new, 44th Annual Report, should be ready for initial distribution in January.

I/R personnel also "cover" other Agency elements to gather material for press releases on Agency activities (e. g. --Presidential debate coverage by USIS posts overseas, USIA/USIS election night activities). In other areas of intra-Agency cooperation, I/R utilizes top area and media personnel for participation in its speaking program. I/R handles all arrangements for such speeches and supplies speech material and

audio-visual shows, as desired. Lastly I/R calls upon other Agency elements to participate in its Cross Cultural Communications Seminars, a twice-yearly, two-three days series of meetings in Washington in which Agency philosophy and operations are discussed with scholars and others interested in public diplomacy.

I/R is organized in five units--Media Relations for writing chores and liaison with media; Public Programs for briefings, speeches, seminars, and some limited aspects of Congressional liaison; the VOA section, which handles queries about the Agency's radio arm and conducts tours of the USIA Exhibit at the VOA site; the USIA WORLD unit; and the Access to Information section which coordinates the Agency's responsibilities under the Freedom of Information and Privacy Acts.

#### ISSUES (I/R)

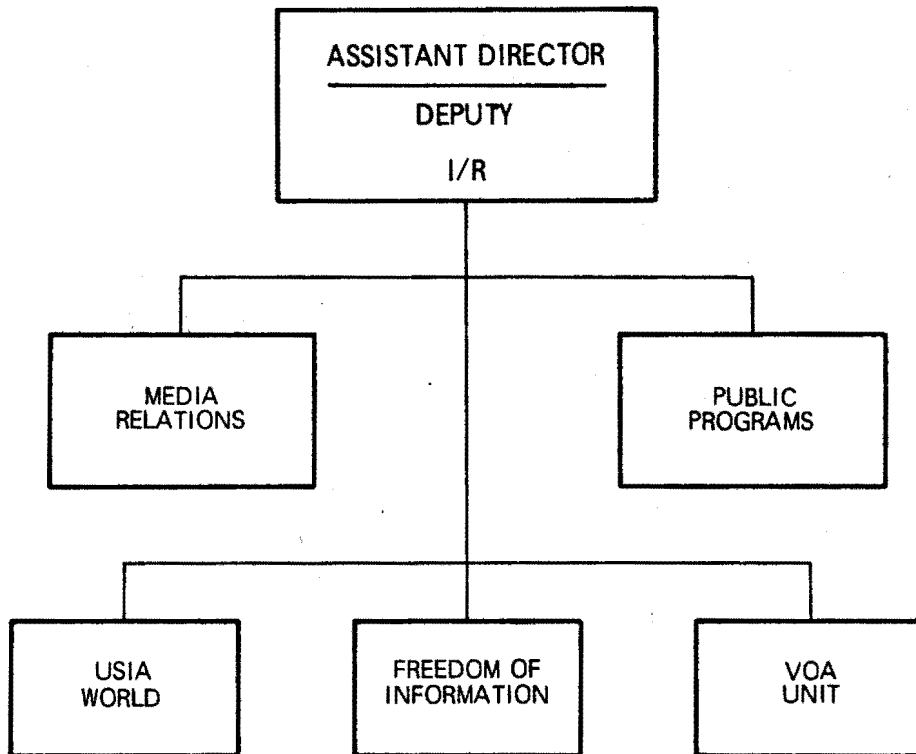
The major issues which will undoubtedly arise during the next four months include the following:

1. Portrayal of the New Team. How USIA is portraying abroad the philosophy and activities of the new President and his top associates.
2. USIA-VOA Relationships. The Director's philosophy on VOA's approach to news and on VOA's role in USIA's overall operations.
3. USIA Organization. The organizational structure of USIA and general operating philosophy of the Agency--whether it remains

substantially unchanged or whether it is substantially changed, specifically, the Director's attitude toward the recommendations of the Stanton Commission.

4. Director's Public Relations. The degree to which the Director will personally wish to participate in the public discussion of the above issues.

OFFICE OF PUBLIC INFORMATION



ORGANIZATION: Office of Security (IOS)

FUNDS (FY 77): \$1,472,000

STAFF (FY 77): 56

KEY PERSONNEL:

Robert D. Barber      Assistant Director      24918

MISSION: The Office of Security directs and carries out all Agency security operations involving personnel, physical and documentary security matters. As the investigative arm of the Agency, it evaluates and determines whether applicants for employment and prospective Agency contractors meet the security standards of the Agency, and conducts investigations and makes recommendations in all security matters.

BACKGROUND (IOS)

IOS basic authorities are Executive Orders 10450 (Security Requirements for Government Employment), 11652 (Classification and Declassification of National Security Information and Materials), and Public Law 402, which established the Information Program in 1948. P. L. 402 as amended states that no citizen may be employed or assigned to duties under this Act until such individual has been investigated by the Civil Service Commission or the FBI and a report thereon made to the Agency. The Assistant Director (Security) is available to advise the new Director more fully on this matter and to arrange for security clearances to be processed as rapidly as possible.

Under a security support agreement with the Department of State, entered into in 1954, USIA delegates authority to the Department of State to provide security services for Agency personnel and installations overseas. However, the responsibility remains with IOS.

There are three divisions in IOS: Physical Security, Personnel Security, and Investigations. In all, we have 25 officers, one of whom is a State Department man serving with us under an exchange whereby one of ours is presently posted in Bucharest as a Regional Security Officer.

The mission of the Physical Security Division (IOS/P) is protection in three areas: classified information, personnel, and property. In

recent years the primary effort of IOS/P has been in the area of counter-terror-ism. Utilizing funds specially appropriated by Congress for this program, we have substantially upgraded the security of our overseas facilities.

The Personnel Security Division (IOS/E) evaluates investigative reports on all applicants prepared by the Civil Service Commission, the FBI, IOS and other investigative agencies. If the evaluation is favorable, security clearance is granted to U.S. citizens enabling them to have access to material classified through Top Secret on a strict need-to-know basis. IOS/E is also concerned with the evaluation of reports received on employees to determine whether security clearances previously granted in their case may remain in effect. A majority of the cases evaluated in this regard are those growing out of the Employee Update Program. Special clearances are also granted to employees as required by their assignments or details to particularly sensitive or responsible positions.

IOS has an active investigative arm. All applicants for Foreign Service positions and for most Civil Service jobs are given a pre-appointment interview for the purpose of facilitating the field investigation and identifying problem areas which could lead to disqualification. In addition, our investigators conduct updating investigations on applicants who have previously been investigated to the satisfaction

of the Civil Service Commission. Updating investigations are also periodically conducted on incumbent employees in certain categories, and all persons returning from service or travel in Eastern Europe countries are afforded debriefings. A variety of other investigations involving security, suitability and administrative improprieties are handled by the Investigations Division (IOS/I), coordinating when appropriate with the Office of Personnel and the General Counsel.

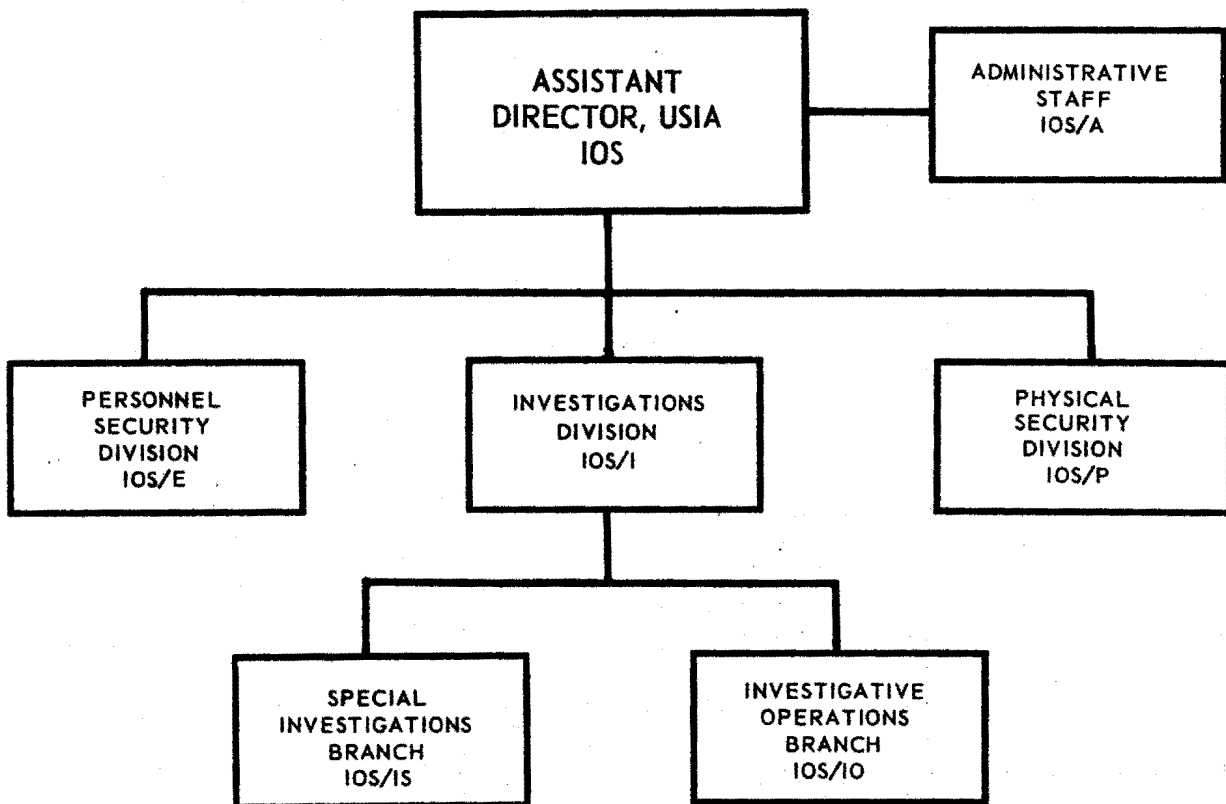
IOS has averaged about four overseas trips per year for the purpose of inspecting USIS and other Agency facilities under the counter-terrorism program, monitoring the Security Support Agreement and dealing with particularly sensitive or urgent security matters.

#### ISSUES (IOS)

1. Clearance Requirements for New Appointees. Other than alerting the new Director to the clearance requirements for new appointees, IOS sees no security issues or priorities that will need to be addressed by the Director during the early weeks of the new administration.



OFFICE OF SECURITY



ORGANIZATION: Office of the Assistant Director, Personnel and Training (IPT)

FUNDS (FY 77): \$14,757,000

STAFF (FY 77): 127

KEY PERSONNEL:

William E. Carroll	Assistant Director	24256
Robert L. M. Nevitt	Deputy Assistant Director	24255

MISSION: To develop and administer personnel policy for the USIA; to recruit, assign, train and develop the careers of foreign and domestic service employees in accord with the requirements of our work, the best principles of modern personnel practice, and pertinent law and regulations. To bargain collectively with recognized employee unions, and consider employee grievances.

BACKGROUND (IPT)

IPT is headed by an Assistant Director who serves as the primary advisor to the Director on personnel recruiting, staffing, and assignments to major positions; on employee-management relations matters; and on personnel relations with the Department of State.

In addition to the Assistant Director's Office which includes a Special Programs Office for minority recruitment and administration of Promotion Boards, IPT includes four divisions: Employee-Management Relations (which deals with employee representatives on negotiable issues and grievances); Training and Development; Personnel Services (which handles transactions, allowances, and services); and Personnel Operations (which is sub-divided into Domestic and Foreign Service components).

Considering the Agency's mission, the overseas assignments process tends to attract the most attention. While IPT makes the final decision on all but senior assignments, the process involves active consultation with competing officers, post management, Area Directors and others. Within IPT, Area Personnel Officers are charged with representing Area needs. Career Counselors are responsible for representing officers' qualifications and interests toward identifying the best officer to fill those needs. A similar process governs senior assignments, but Area Directors' choices receive equal consideration

with that of IPT, and the final decision is made by the Director.

While domestic assignment moves at a slower pace due to CSC regulation, it is taken no less seriously and similar principles apply. Problems arise assigning foreign service generalists returning for Washington assignments into elements of the Agency which value specialization and greater continuity.

Employee-Management Relations is the fastest growing activity of IPT due to increased union activity, a legislated grievance process, and a generally greater assertion and protection of individual rights. The American Federation of Government Employees (AFGE) currently represents the majority of our employees, while the National Federation of Federal Employees (NFFE) represents others. In addition, the Young Officers Policy Panel (YOPP) and Women's Action Organization (WAO) support their own special goals.

Of central concern to employees is advancement. In the foreign service, rank is in the person rather than the position. The annual selection board process, a major responsibility of IPT, attracts the attention of individuals, unions and management.

Personnel touches everyone, by definition, in vital ways. IPT's goal is to treat personnel issues with as much objectivity as possible, balancing the parochial concerns of interested parties and elements against the long-range personnel needs of the Agency. Professionalism, we feel, will retain everyone's respect, whatever our response to

particular problems.

### ISSUES (IPT)

1. Senior Officer Assignments. This is a regular annual exercise, although individual cases must often be resolved as they arise. Each job is its own intense issue, depending on requirements and keenness of competition for it.

2. The Civil Service Commission Inspection. A CSC team that recently spent ten days here briefed us on their first investigation in 12 years of the management of the Agency's 1,800 GS and Wage Board jobs. Tentative findings were negative in tone, focusing only on what were perceived as problems and appear to misrepresent overall circumstances here.

We are dealing with the CSC on the valid problem areas, but release of the report is apt to generate exaggerated comment in the press. Over the last two years, substantial remedial steps have been taken in IPT staffing, reorganization, and training; but even more progress remains to be made. Some actions which remain to be accomplished will inevitably be accompanied by dislocation and lament.

3. The Foreign Affairs Specialist. A decision was made some years ago to try to bring domestic and foreign employees under foreign service authority. GS employees were invited to convert to Foreign Service Limited Reserve, and all new non-clerical employees are hired

in that category. The conviction was that this would provide greater flexibility for management, and put Agency personnel under a single system. Misunderstandings and anomalies have arisen, and adjustments to the "FAS System" are being discussed within IPT, and with AFGE.

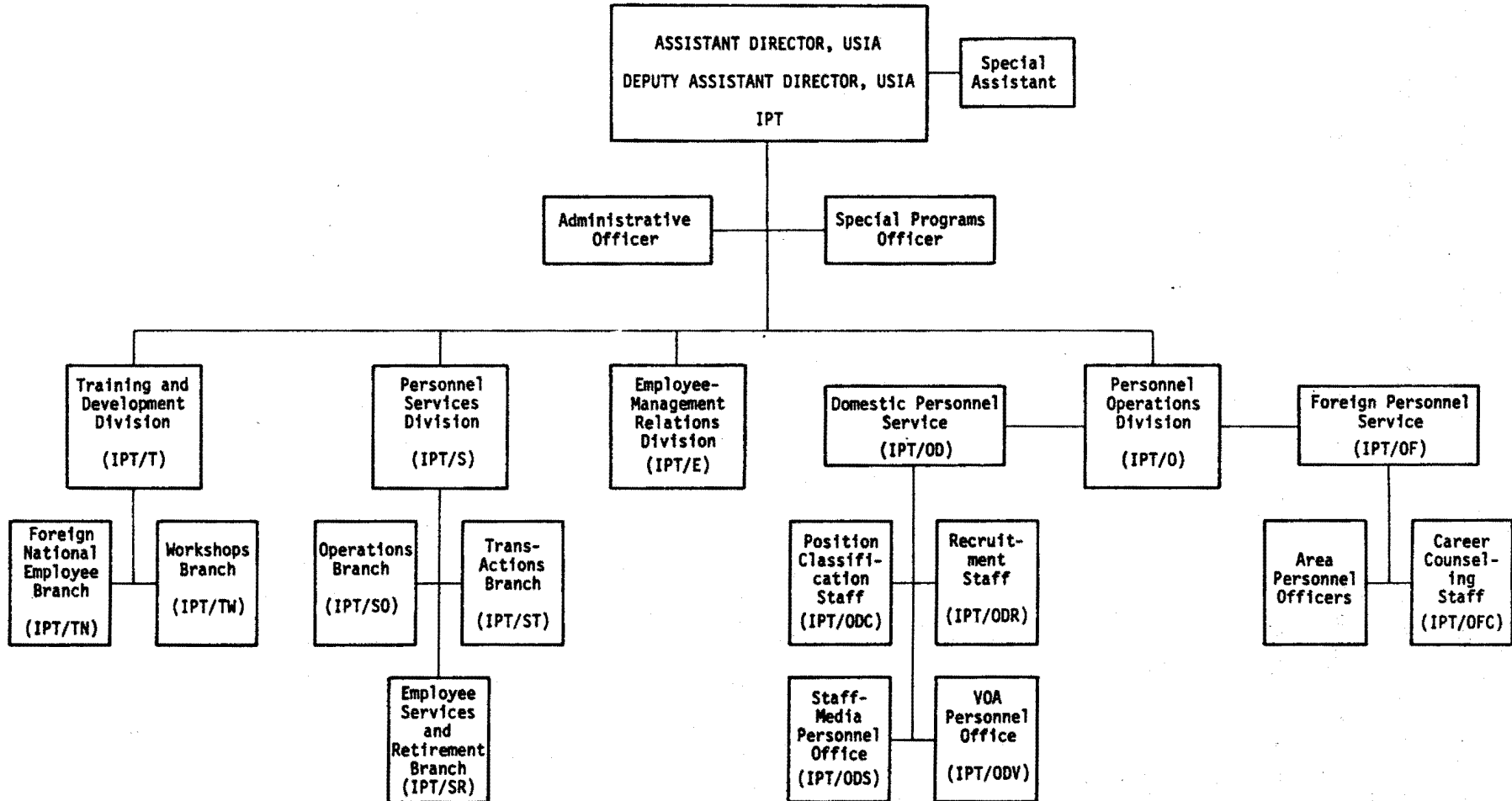
4. State Department/USIA Relations. While both operate under nearly identical policies, use a jointly supported exam process for entering professionals, and share common objectives overseas, condescension by the larger partner is felt by many in the USIA. This becomes manifest for us in joint consultations on issues of mutual concern such as allowances; applying even-handedly rules of diplomatic passports for staff employees; acknowledging peculiar Agency problems in overseas staffing; and treatment of the interchange of personnel and jobs between the two organizations.

5. Union Relations. AFGE/USIA issues: a) Selection Board Precepts; b) Tour of Duty; c) Selection-Out regulations; d) Officer Evaluation Reports; e) "package" bargaining. Joint State/AID/USIA issues: a) suitability criteria; b) disciplinary regulations; c) possible amendments to the Executive Order dealing with employee representation in the Foreign Service; d) employee allowances and benefits.

6. Foreign Nationals. For decades, personnel administration of our valued local employees around the world was delegated to each embassy.

The results have been uneven in the extreme. With rising salary costs, and greater sensitivity to the rights and problems of local employees, IPT is in the process of setting up an expanded office to handle our own unique foreign national problems.

OFFICE OF PERSONNEL AND TRAINING





ORGANIZATION: Office of Administration and Management (IOA)

FUNDS (FY 77): \$19,614,000

STAFF (FY 77): 382

KEY PERSONNEL:

Edward J. Nickel	Assistant Director	24990
Fred D. Hawkins	Deputy Assistant Director	24991
Stanley M. Silverman	Deputy Assistant Director (Agency Budget Officer)	25100

MISSION: IOA provides central management guidance and administrative services to all Agency elements and maintains arrangements with the Department of State for reimbursable administrative support services to the Agency's overseas operations. Major IOA functions include: budgeting, fiscal operations, contract and procurement, central management, resource and operations analysis, automatic data processing, property management, communications and records, travel arrangements, reproduction services, space planning, and other field support services.

BACKGROUND (IOA)

IOA is headed by an Assistant Director who serves as the principal advisor to the Director and other Agency officials on a broad range of management issues. He provides recommendations to the Director for formulating decisions on overall resource allocation, and develops, interprets and applies administrative and management policies and procedures in support of Agency programs. Through its five Divisions, IOA provides management guidance and a wide range of administrative services to all Agency elements in the U. S. and overseas.

The Program and Budget Division (IOA/B) directs the planning and presentation of the Agency budget to the Office of Management and Budget and to the Congress. It also handles the budgetary aspects of the appropriations authorization process. The Chief of the Division is the Agency Budget Officer and concurrently is a Deputy Assistant Director of IOA. He serves as a principal support witness during appropriations and authorization hearings. In day-to-day operations, the Division plans and develops Agency-wide budgeting procedures, coordinates the financial planning for Agency programs, controls the allocation and apportionment of funds for all elements, handles the fiscal aspects for administrative support provided for Agency overseas operations by the Department of State, and performs budget management functions for the five geographic area offices.

The Contract and Procurement Division (IOA/C) is responsible for the conduct of the Agency's diverse procurement operations. It ensures that they are properly conducted and consistent with all applicable laws and regulations. The Division Chief serves as Agency Contracting Officer under delegation from the Director. The Division oversees procurement activities of USIS posts and other installations abroad. Domestically, it is the primary source through which the Agency acquires the products, supplies and services needed to operate its programs. This includes major procurement of technical services required for the Agency's broadcasting and exhibit programs.

Fiscal operations and management of the Agency's Computer Center are handled by the Finance and Data Management Division (IOA/F). It develops and installs worldwide financial management and fiscal reporting systems; maintains central accounting for domestic elements, including payrolling and voucher processing; coordinates overseas fiscal operations with the Department of State which provides us with these services abroad; and operates all domestic Automatic Data Processing systems. In carrying out these functions, the Division maintains liaison with the Treasury Department, the General Accounting Office and other involved Federal departments and agencies.

The Administrative Services Division (IOA/S) provides a variety of supporting services required by overseas and domestic elements.

The Division is responsible for communications and records; travel and transportation arrangements; property management and space planning, including special assistance for Agency installations overseas, domestic reproduction services; and administrative material support to field posts. The Division also manages emergency planning and safety programs. It maintains liaison with the General Services Administration, the Foreign Buildings Office of the Department of State, the Office of Emergency Planning, and the Government Printing Office.

The Management Division (IOA/M) provides Agency-wide assistance and guidance in several functional areas, including operations and special resource analyses; overseas management assistance; organizational planning; development of administrative procedures and management systems; and publication of Agency regulations. The Division makes independent studies of Agency techniques and other aspects of program activities to meet management needs. It also provides direct assistance to overseas posts through regional management officers and audience record system specialists traveling out of Washington or stationed abroad.

#### ISSUES (IOA)

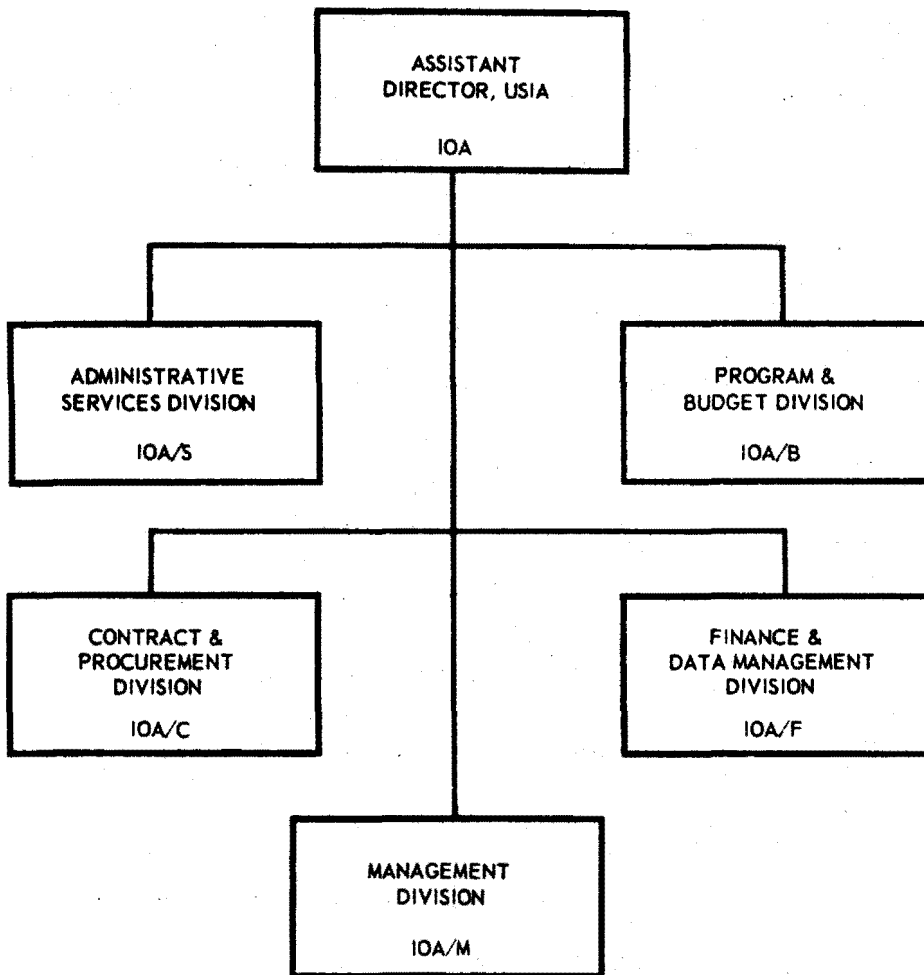
1. Accelerating Costs for Rents Overseas. Escalating costs abroad are of continuing and increasing concern for Agency management in

the leasing of property for residential and functional space. We support State's Office of Federal Buildings effort to fund the purchase of more property overseas, as Government-owned housing appears to provide the greatest offset to this type of inflation.

2. Space for Headquarters Offices. USIA is housed in nine widely separated buildings in Washington. This separation has caused a considerable problem for the Agency in terms of both necessary duplication of equipment and facilities and loss of personnel time in transit for meetings required to maintain communication. Though the problem has been addressed repeatedly over the past 18 years, neither Agency nor GSA officials have found a suitable building to house all the employees of USIA.

3. Information Technology. USIA has not maintained pace with other government agencies in using new technology and developing management systems to achieve greater capabilities and improved efficiency. The State Departments' computerized communications and records system (FADRC) is an example of the kinds of systems we will be looking into during the coming months. Additionally, expanded use of ADP in our overseas operations offers a good possibility for better management of information with existing small staffs.

OFFICE OF ADMINISTRATION AND MANAGEMENT



ORGANIZATION: Office of the Assistant Director, Africa (IAA)

FUNDS (FY 77): \$14,490,000

STAFF (FY 77): 490

KEY PERSONNEL:

Horace G. Dawson, Jr. Assistant Director 24942

Edward W. Holmes Deputy Assistant Director 25207

OBJECTIVES:

(1) Persuade Africans that the U.S. maintains a genuine interest in Africa and that its assistance to African development is one reflection of that interest; (2) Stress U.S. support of peaceful solutions to sub-Saharan problems and especially those undertaken on the initiative of African governments themselves, and at the same time, stress U.S. opposition to great-power rivalry in Africa; (3) Emphasize the multi-ethnic character of American society, stressing in particular the increasingly important role of black Americans and other ethnic minorities in political and economic life as evidence of progress toward full equality of opportunity in America.

BACKGROUND (IAA)

The Office of the Assistant Director for Africa (IAA) serves 26 principal posts and ten branch posts in sub-Saharan Africa. The size of a single country-wide operation varies from a 65-person, two-million dollar program in Nigeria to a number of small posts overseen by one USIS officer on a budget of two to three hundred thousand dollars. IAA also services and follows developments in ten countries where there is no USIS officer. IAA's 14-person staff consists of an Area Director and Deputy Area Director, a Program Coordinator, a Policy Officer, a Regional Cultural Affairs Officer, a Media Coordinator, four Country Desk Officers and four Secretaries.

The main responsibilities of the IAA Washington staff are: directing the development of individual African country plans and programs consonant with both Area objectives and broad overall Agency guidances; providing policy guidance to field posts; making decisions on the relative importance of posts and relative size of post programs and determining the allocation of resources between posts; advising media services on thematic, product, content and country priorities within the Area; maintaining liaison with media services and other USIA elements to ensure that careful consideration is accorded field requests and that appropriate actions are taken; evaluating Washington media programs designed for the Area and individual post programs in the



Area; evaluating the performance of post personnel; maintaining liaison with the geographic and cultural areas of the State Department; and, not least important, representing in Agency councils the interests and professional viewpoints of USIA officers serving in African posts.

One of IAA's unique operations, designed to cope with special problems in Africa, is the African Regional Service Center in Paris which recruits qualified French-speaking American specialists residing in Europe for speaking tours of French-speaking countries of Africa, operates a flourishing program to translate and distribute in Africa a wide range of French versions of American book classics and other program books, and issues a weekly feature bulletin in French for use by virtually all the Francophone countries below the Sahara.

The Area Director and his Deputy each travel about 30 percent of the time. On their visits to posts, they observe the conduct of post programs and the effectiveness of post personnel and provide policy and program guidance on the spot.

#### ISSUES (IAA)

1. Southern Africa. Finding solutions to the problems of southern Africa is of the utmost urgency for the United States if racial warfare, instability, and possible communist domination of the southern part of the continent are to be avoided. The problem is at least three-fold, with majority rule in Rhodesia and the independence of Namibia being of current concern, and the racial policies of South Africa a longer-term problem. USIA can play a major role in articulating U.S. policy in

Africa and in seeking to convince Africans that U.S. policies are in the interest of Africa as well as the United States.

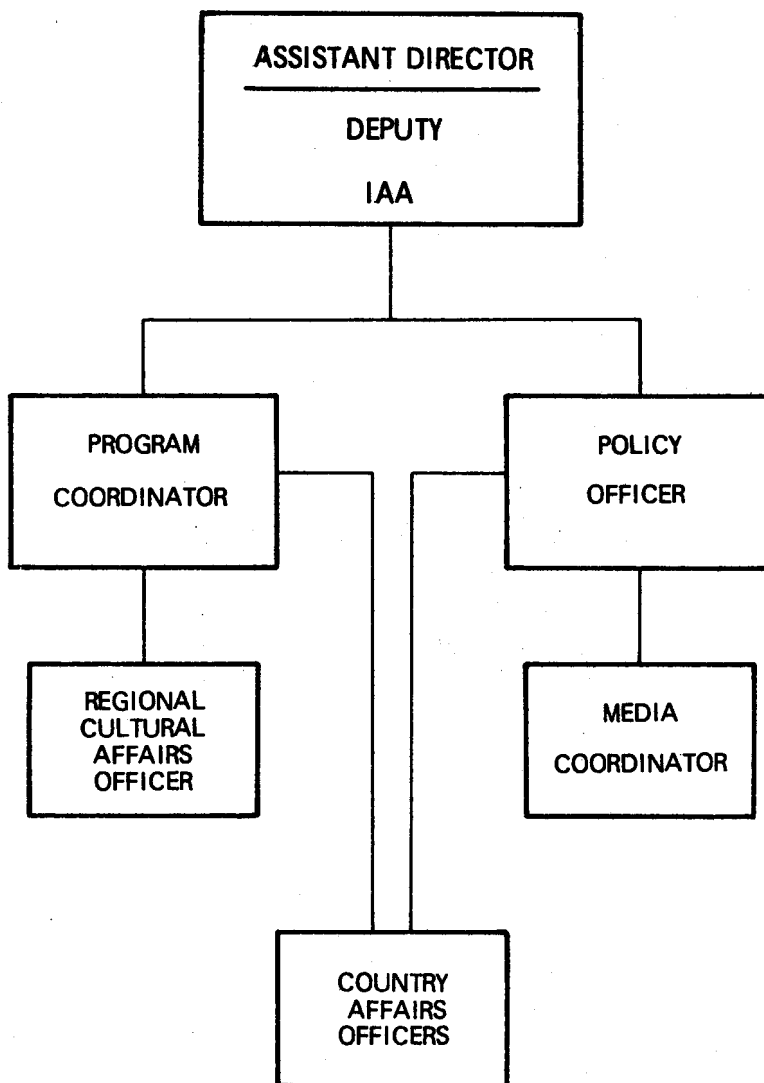
2. U.S. Image in Africa. In IAA's view, the principal long-range public affairs issue facing the United States in Africa is how to regain a larger measure of trust in and understanding of foreign policies of the United States and of American society, culture and institutions. In the early days of African independence movements (in the late fifties and early sixties), the United States was regarded as friendly toward Africans and supportive of African aspirations. Seeming neglect of the continent in more recent years, our involvement on the "wrong" side in the Angolan war, failure to repeal the Byrd Amendment, and our friendly ties with South Africa have tended to alter these perceptions considerably.

3. Economic Development. IAA considers the economic development of Africa vital to the maintenance of long-range U.S. interests in the Area. USIA will continue to use its information expertise to publicize U.S. Government and private U.S. programs of assistance, investment, and trade in Africa and thus help gain acceptance for these programs to the mutual benefit of all concerned.

4. Resource Requirements. The explosive nature of the situation in Southern Africa coupled with the increased attention now devoted to Africa by top U.S. policy makers may require the allocation of additional resources to IAA. IAA's current funding and staffing levels are inadequate to support this new policy emphasis on Africa. The Department of State

has embassies in nine African countries where USIS provides limited support funds but no American personnel. It is likely that the Department will request increased funds and personnel to support these Missions as well as others that could be opened in the not too distant future with the movement toward independence of Rhodesia and Namibia.

OFFICE OF ASSISTANT DIRECTOR, USIA (AFRICA)



ORGANIZATION: Office of the Assistant Director, East Asia and the  
Pacific (IEA)

FUNDS (FY 77): \$20,111,000

STAFF (FY 77): 888

KEY PERSONNEL:

William K. Payeff	Assistant Director	25139
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Clifton B. Forster	Deputy Assistant Director	25137
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OBJECTIVES:

Re-emphasize that the United States (1) remains a Pacific power which will maintain its presence in the area, honor its treaty commitments with its allies, and seek to improve relations with its adversaries; (2) believes that economic cooperation based on the demonstrated economic interdependence of nations is vital; and (3) has demonstrated its own institutional strength and retains those qualities necessary to play a leadership role in the search for world peace and economic progress.

BACKGROUND (IEA)

The IEA office supervises USIA operations in 14 countries in East Asia which include 33 mission and branch posts, 30 USIS information centers and reading rooms, 4 binational centers, 3 distribution centers and a Regional Program Center. The overseas posts vary in size and program activity according to the nature of U.S. interest in each country. The range extends from Japan, our largest post, with 22 Americans and 153 local national employees, to Fiji where USIA employs 1 local national to assist a State Department Officer who doubles as Public Affairs Officer. There is as yet no USIA officer assigned to the U.S. Liaison Office in Peking, but the Agency provides support material to USLO from Washington and Hong Kong.

In support of Area objectives, overseas posts aim programs at Asian leaders in government and the private sector who make decisions or influence public opinion on issues of importance to the U.S. This effort draws on policy guidance from the Department of State and the Agency's Office of Policy and Plans and is coordinated in Washington by the Area Office.

IEA works closely with all Agency media elements to ensure that speakers and materials support Area and post objectives and are timely and relevant. The Area maintains liaison with the Bureau of Educational and Cultural Affairs in the Department of State to provide advice on American specialists sent into the area.

Area desk officers work on a daily basis with the Press Service and the Voice of America to ensure that posts have timely access to texts of policy statements, backgrounders and features. Liaison activities with the VOA are particularly important since broadcasting is the most important means we have of reaching audiences in the Communist countries of Asia where we either have no relations or our activities are severely circumscribed.

In the management of Area resources, IEA supervises the field posts and coordinates with the Office of Administration in the allocation and use of Agency funds among the countries of the region.

#### ISSUES (IEA)

1. U.S. Credibility. Though the immediate fears raised by the collapse of Cambodia and Viet-Nam have largely subsided, Asian leaders continue to question America's will and ability to play a constructive role in the region. This is our major public affairs problem in Asia and is likely to manifest itself in one way or another in our relations with most of the countries of the region for some time to come.

2. PRC Program. There is as yet no USIA officer assigned to the U.S. Liaison Office in Peking. However, in view of the increasingly significant role played by USIA in support of the few activities that USLO can engage in, most of which are information or culturally oriented, IEA believes that the assignment of an experienced FSIO in Peking would be in the U.S. interest. We have made this suggestion to the

Office of the Inspector General in the Department of State.

3. Laos Program. The Lao Government recently announced regulations requiring foreign publications to be deposited with the Foreign Ministry six hours before distribution. The Embassy has been informed that this does not mean that the USIS news bulletin must await approval before distribution. However, it is possible these regulations may be used in the future to exercise prior censorship over the bulletin. If so, we may be forced to cease publication and possibly close the post.

4. Korea Program. Relations with Korea have been strained by media reports of bribes paid to U.S. legislators, allegedly with the sanction of the Park Government. Further investigations by the Justice Department will undoubtedly heighten the tensions. This could have serious implications for USIS in South Korea if the Korean Government sought to show its displeasure by attempting to limit U.S. publications and programs.

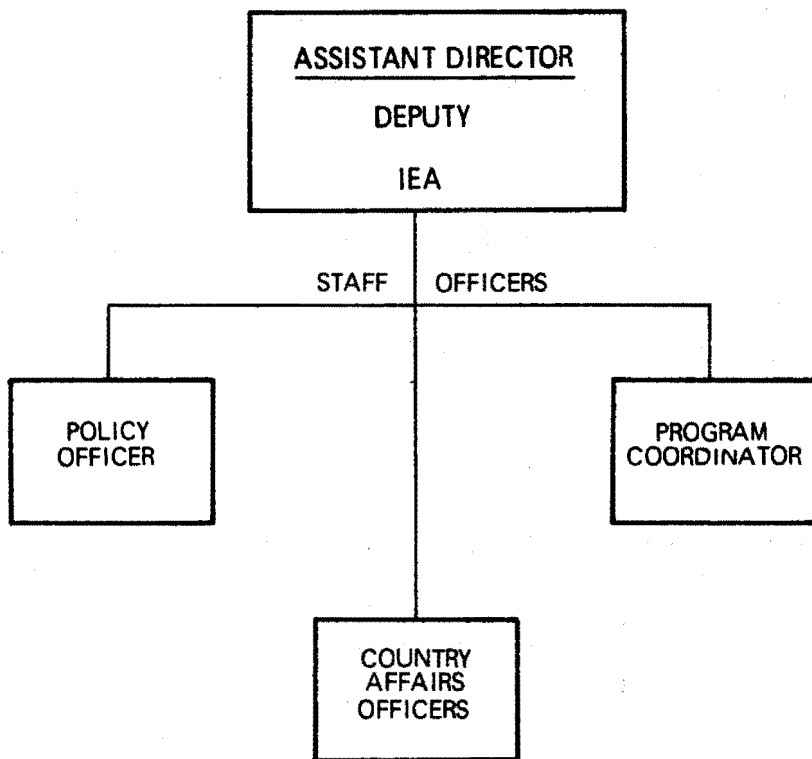
5. Taiwan Program. U.S. relations with the ROC have been strained as a result of the relationship we have developed with the PRC. When and if the U.S. and the PRC establish formal ties, the entire status of Taiwan and our representation there will be matters requiring delicate decisions in Washington.

6. Thailand Program. On November 6, 1976, a military coup ousted the struggling democratic government of Seni Pramot. The situation is now reasonably stable and the prospects for the future --



including increased insurgency -- are uncertain. If the present regime is unable to rule effectively, the country could enter a new phase of instability which could cause problems for the U.S.

OFFICE OF ASSISTANT DIRECTOR, USIA (EAST ASIA AND PACIFIC)



ORGANIZATION: Office of Assistant Director, Europe (IEU)

FUNDS (FY 77): \$38,989,000

STAFF (FY 77): 1,130

KEY PERSONNEL:

John W. Shirley	Assistant Director	24943
Philip W. Arnold	Deputy Assistant Director (North Central, Eastern and Southern Europe)	26643
Joann Lewinsohn	Deputy Assistant Director (Western Europe and Canada)	24903

OBJECTIVES:

(1) Show that the United States remains strong and determined to defend the essential values we hold in common with Europe while continuing international efforts to preserve peace by seeking expanded areas of agreement and cooperation; (2) Give evidence of the soundness and responsibility of U.S. economic policies; to show our readiness and capacity to cooperate in dealing with global economic problems; and to support efforts to promote U.S. export trade; (3) Increase public and official perception of the U.S. as a vital, democratic, innovative society and a source of experience and ideas European nations may fruitfully share.

BACKGROUND (IEU)

IEU has a staff of 18 officers responsible for supervising USIS operations in 29 countries in Western and Eastern Europe (21 in the West, 8 in the East), ranging from a large program in Germany (31 Americans, 176 local staff and 11 branch posts) to a medium-size program in Portugal (5 Americans and 18 local employees) to a small program in Malta (one American, four local employees). The Area has responsibility as well for two regional installations chiefly concerned with exhibits and speakers (the Regional Projects Office in Vienna and the Regional Resources Unit in London), and the USIS role in international agencies including USNATO and USEC Brussels, OECD Paris, and USIO Geneva.

Over the past several years in Europe, rising salaries of local staffs and higher rents for facilities have resulted in high fixed costs in an inflationary setting. To cope with this problem, the Area last year carried out a thorough review of our European operations in order to make reductions and shift priorities as a means of using our resources more effectively. The result was a reduction of four positions in IEU, four American and 85 local positions overseas, and a total reduction in our budgetary requirements for FY 77 of over \$1,105,400.

In the course of conducting its mission, the Area maintains regular and close contact with all other Agency elements, counterparts in the Department of State, and other government agencies as relevant.

ISSUES (IEU)

1. Cultural Agreements with East Europe. Although the Department of State has overall responsibility for negotiating cultural/scientific exchange agreements with East European countries, USIA plays an important contributing and advisory role. A renewed three-year accord with the Soviet Union was recently negotiated and a review of our agreement with Romania is scheduled for late January. Negotiations are now underway for similar agreements with Hungary, Bulgaria and Czechoslovakia. These should be completed during the first quarter of 1977. When these agreements are ratified, the Agency will have new opportunities for cultural and information programs in these countries.

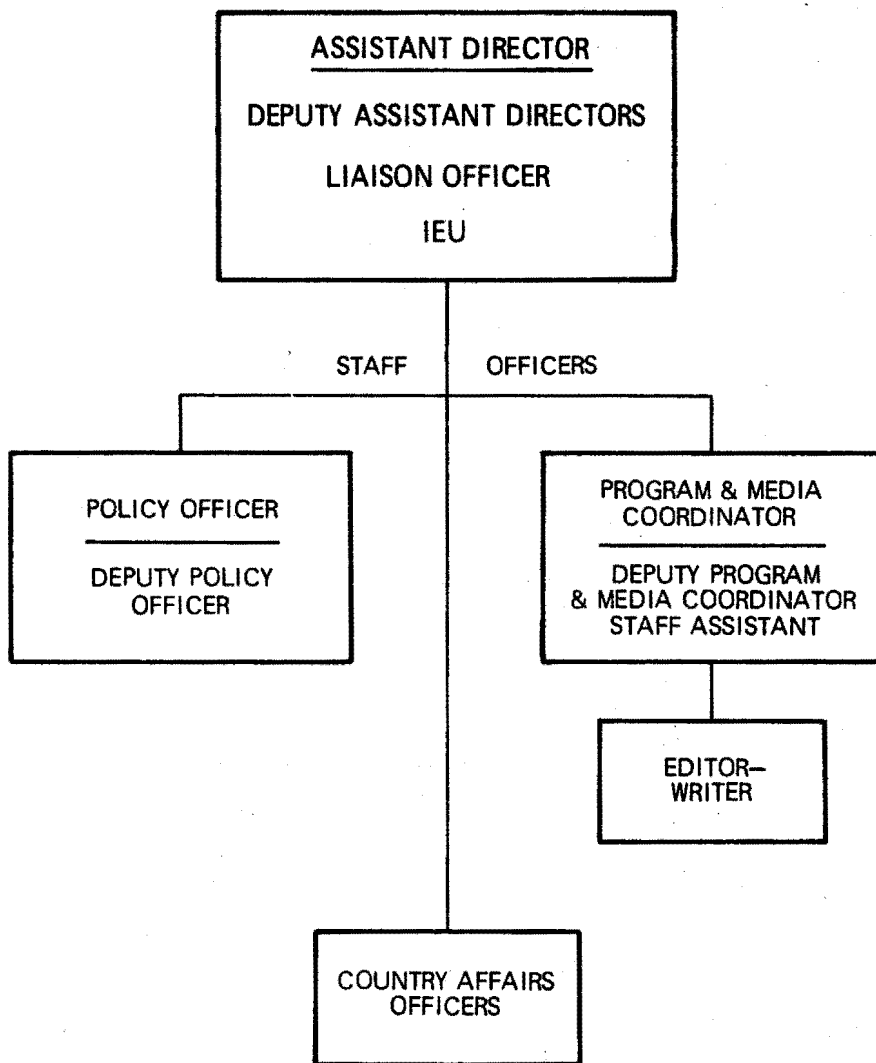
2. Bilateral Information Talks. The Director heads the U.S. contingent to annual bilateral talks with Great Britain and Germany, the purpose of which is to review problems affecting international information and cultural activities and discuss cooperative undertakings with counterparts from two of our most important allies. The 1977 talks will be held in the United States during the spring but the exact dates and venue have not yet been determined.

3. Library Improvements. Last year, IEU commissioned a special study designed to improve and centralize USIA library operations in Europe. Efforts are now underway to upgrade our reference collections, investigate the value of core collections in the field of American Studies, and draw on technological advances in automatic data processing. Should this project require additional funding, appropriate memoranda will be

prepared for the Director at a later time.

4. VIPs to Open Exhibits. USIA invites dignitaries (e.g. Congressmen, important government officials, prominent Americans) to open our major exhibits in the USSR and East Europe. In 1977, major exhibits are tentatively scheduled for three Soviet cities and for Belgrade, Bucharest, and Warsaw. When arrangements are firm, the Director's recommendations and approval for VIPs to open exhibits will be sought.

OFFICE OF ASSISTANT DIRECTOR, USIA (EUROPE)



ORGANIZATION: Office of Assistant Director, Latin America (ILA)

FUNDS (FY 77): \$21,167,000

STAFF (FY 77): 830

KEY PERSONNEL:

Robert L. Chatten	Assistant Director	24949
Victor B. Olason	Deputy Assistant Director	25228

OBJECTIVES:

- (1) Increase understanding of the U.S. economy, U.S. economic policies affecting Latin America and the role of transnational corporations in technology transfer; help promote U.S. exports to the area and tourism to the United States;
- (2) Increase understanding of and support for U.S. positions on such specific issues as the Panama Canal treaty negotiations, the status of Puerto Rico, Cuba, U.S. immigration policies, population, energy and food resources, human rights, illicit drug trafficking and terrorism;
- (3) Increase understanding of the political and socio-economic changes occurring in American society and respect for U.S. achievements in the arts, education, science and technology.



BACKGROUND (ILA)

ILA supervises Agency operations in 22 countries in Latin America which include 31 mission and branch posts, 16 USIS information centers and reading rooms, 19 Class A binational centers and nine distribution outlets, staffed by 160 American and 653 local employees. The posts vary widely in size. Brazil, the largest, has one mission post and six branches, with 38 authorized American positions and 139 local employees (FY 1977). At the other end of the scale are six mission posts each staffed by two Americans and between seven and 13 local employees.

ILA posts support area objectives by developing and directing programs at Latin American leaders in government, politics, media, business and academia. These programs -- utilizing a variety of media such as lectures and seminars, film showings, exhibits, cultural performance, publications and placement of press and broadcasting materials -- convey policy messages derived from guidance provided by the Area Office, IOP and the State Department.

The Area Office -- which has a staff of 17 persons -- serves as liaison between the field and Agency media elements to assure that media products and programs conform to policy objectives and meet post standards and deadlines. Liaison is also maintained with the State Department's Bureau of Educational and Cultural Affairs in the development and scheduling of American Specialists and cultural presentations

for Latin America. ILA, in coordination with IOP, evaluates, revises as necessary and approves post country plans. The office works with IOA to allocate resources in support of program requirements established through the country plan process. ILA determines priorities and fund allocations for field programs, and it outlines support requirements to the media and other Agency elements. ILA also advises the Director, IOP and other elements on public opinion factors affecting the Agency's mission to Latin America.

#### ISSUES (ILA)

1. U.S. -Latin American Relations. Latin Americans expect President Carter to usher in a new and more productive era in hemispheric relations. These expectations stem from Carter's campaign promise to give Latin America higher priority attention. While some authoritarian regimes show concern over what approach the new Administration may take to them, Latin Americans in general look to the new President early in his administration to take initiatives that will promote the area's development -- especially by improving terms of trade -- within a framework of mutual respect and equality. The new administration's course in its first half year thus may be crucial not only for its substantive aspects, but also for setting the tone of the relationship and in preserving the good will with which Carter begins.

2. Panama Canal Negotiations. The most immediate test of President Carter's intentions in Latin America will be his approach to the Panama Canal negotiations. The Panamanians will press hard for

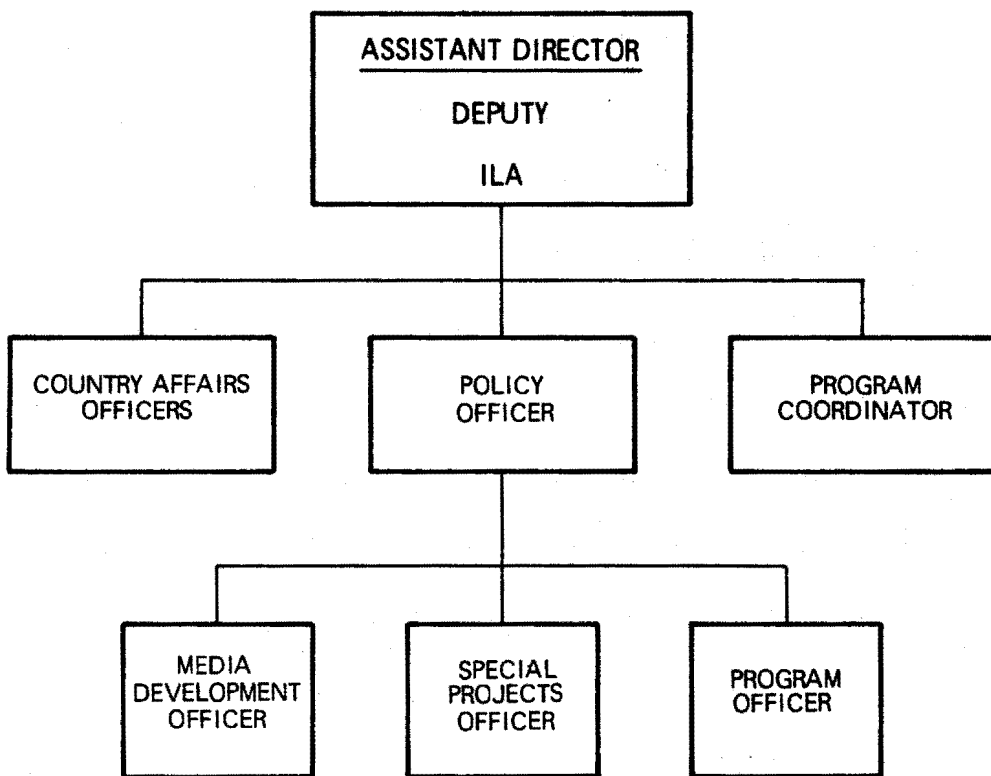
successful completion of the negotiations in 1977. Unsatisfactory progress may spark a bitter international campaign against the U.S. and could provoke demonstrations and even violence targeted at the Canal Zone. The issue also is a major factor affecting our overall relations with the area.

3. Human Rights. Human rights violations by a number of Latin American governments have become a major issue recently and spurred pressure, which will likely increase, on the U.S. to take strong action against offending governments. The key issue facing the U.S. is what it can and should do to induce governments, most of them military dictatorships, to improve their performance on human rights.

4. U.S. -Cuban Relations. Washington-Havana relations, in a deep freeze after Cuba's intervention in Angola, got even colder after the Cubans charged U.S. complicity in the bombing of a Cuban airliner off Barbados October 3 and Castro announced he would abrogate the U.S. -Cuban anti-hijacking agreement effective April 1. If this happens, it will signal a further downward spiral in relations.

5. The Caribbean. It shows signs of becoming a sea of troubles, with the emergence of new mini-states, waning British sway in former dependencies, serious economic and racial problems and political unrest. USIA is being asked to open posts in some of the new mini-states. We intend to review our operations in the region and assess how our programs could further American interests there and at what level of resources.

OFFICE OF ASSISTANT DIRECTOR, USIA (LATIN AMERICA)



ORGANIZATION: Office of Assistant Director, North Africa, Near  
East and South Asia (INA)

FUNDS (FY 77): \$23,651,000

STAFF (FY 77): 1,085

KEY PERSONNEL:

David Nalle	Assistant Director	24948
Richard H. Curtiss	Deputy Assistant Director (North Africa and Near East)	25128
Peter F. Brescia	Deputy Assistant Director (South Asia)	25127

OBJECTIVES:

(1) Foster understanding of America's role in finding a settlement of the Arab-Israel conflict, and promoting peace and stability for all countries of the region; (2) Promote recognition that U.S. economic policies support mutual interests; (3) Increase understanding of the political, economic and cultural environment underlying U.S. foreign relations, thereby strengthening confidence in the capacity of the U.S. to meet its world-wide responsibilities.

BACKGROUND (INA)

INA supervises USIS operations in 21 countries, from Morocco to Bangladesh, with 30 posts served by an authorized complement of 132 American officers and 935 local employees. The size of posts ranges from a staff of 400 in India to three persons in Bahrain. The Area is supervised with a Washington office staff of eleven career officers and seven secretaries.

Since the Arab-Israel war of October 1973, America's roles as both mediator and participant in settling the conflict have enhanced its prestige, particularly with previously hostile Arab countries. But without continued progress toward a settlement, America's status is jeopardized. At every turn there are complex political and economic issues that require careful explanation of American positions -- presenting both problems and opportunities for USIS posts. Taking advantage of openings in the Arab world, recently USIA has opened new information centers, and expanded others, in Arab countries.

Except for sporadic official Indian criticism of U.S. policies, South Asian attitudes toward the U.S. and USIS programs remain positive. Issues requiring special attention in South Asia are: food and developmental assistance, U.S. military intentions in the Indian Ocean and Persian Gulf, U.S. arms policy and implications for South Asia of evolving big power relations. In Iran, the "swing" country between the two sides of our area, USIS emphasizes the U.S. Embassy's trade

promotion programs.

As an area office with supervisory responsibilities, INA relies heavily on all other Agency elements for program guidance and support. For example, to provide its posts with people and services in support of programs planned in the field, we call upon all media offices -- speakers, exhibits, books and magazines from ICS; films and video tapes from IMV; news analysis and commentary from VOA; feature and background articles, official texts and U.S. editorial roundups from IPS. We also receive specialized support from print media for vernacular magazines, audio and video materials in several vernacular languages, and beginning in early 1977 a Wireless File transmission of press materials to selected countries in Arabic. Other elements of USIA supply such services as policy guidance, personnel services, legal advice, and other administrative support.

#### ISSUES (INA)

1. Arab Countries' Uneasiness About the New Administration's Policy. Statements made during the presidential election campaign about the Middle East have raised apprehensions in Arab countries about what new directions, if any, American policy toward the Middle East may take under the Carter Administration. Such easily-aroused apprehensions reflect the ever-present doubts which exist in the Arab world as to whether American policy vis-a-vis the Arabs and Israelis is, indeed, even-handed. The Arab countries eagerly await exposition of the new

Administration's policy, and USIA must make a major early effort to report and explain that policy as it develops.

2. Keeping the Record Straight on Lebanon and the Middle East.

If the current cease-fire in Lebanon fails, the U.S. can expect criticism from the Arab countries no matter what might actually lead to renewed fighting. Conversely, if a sustained movement toward peace in Lebanon continues, Arab media will probably soon demand that the U.S. begin to pressure Israel toward a final settlement of the Arab-Israeli conflict. In either case, USIA must continue to discharge the important responsibility of keeping the record straight about American policies and actions.

3. Prospective Oil Price Increase by OPEC. If the OPEC countries decide in December--as expected--to raise oil prices by 10-15%, that decision could cause friction to develop between the United States and the oil-producing nations in the Middle East, especially Saudi Arabia and Iran. USIA can reasonably expect to exert only relatively marginal influence on OPEC's decisions. But the Agency's efforts to point out the adverse economic impact which higher oil prices are likely to produce around the world could stimulate positive reactions in many third-world countries likely to suffer from increased prices.

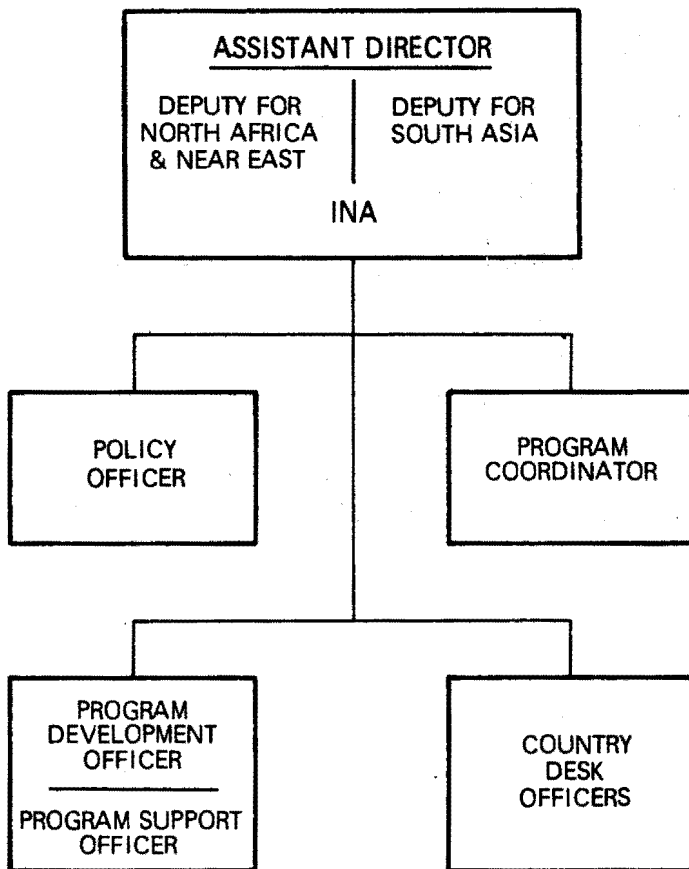
4. Growing American Presence in Iran and Saudi Arabia. There are currently over 25,000 Americans in both official and private capacities living in Iran. Their presence in a traditional society like



Iran's inevitably creates tension which can adversely affect Iranian attitudes toward the United States and U.S. -Iranian relations. A similar situation exists in Saudi Arabia. The problem in both countries is--so far--not acute, but the potential for serious trouble exists.

5. Curtailement of Human Rights in India. Various human rights, including freedom of speech, have been curtailed in India since the Declaration of Emergency in that country in June 1975. There have been no restrictions placed on USIS activities, although the VOA correspondent in New Delhi has been withdrawn because the USG was unwilling to accept general GOI censorship. Reports in American media, including VOA broadcasts, on the subject trigger negative reactions in India from time to time, and the possibility that USIS activities may be affected continues to exist.

OFFICE OF ASSISTANT DIRECTOR, USIA  
(NORTH AFRICA, NEAR EAST, & SOUTH ASIA)



ORGANIZATION: Broadcasting Service (IBS)  
FUNDS (FY 77): \$70,484,000  
STAFF (FY 77): 2270

KEY PERSONNEL:

Kenneth R. Giddens, Assistant Director	755-4180
Hans N. Tuch, Deputy Assistant Director	755-1954
Jack Shellenberger, Deputy Assistant Director USIA (Programs)	755-4250
W. Russell Cox, Deputy Assistant Director USIA (Administration)	755-4410
Kenneth Langenbeck, Deputy Assistant Director USIA (Engineering and Technical)	755-4778

MIS SION: The long-range interests of the United States are served by communicating directly with the peoples of the world by radio. VOA will serve as a consistently reliable and authoritative source of news; it will present the policies of the United States, as well as responsible discussion and opinion on these policies, clearly and effectively; and it will present a balanced and comprehensive projection of significant American thought and institutions.

BACKGROUND (IBS)

The Voice of America is the overseas broadcast arm of the U. S. Information Agency. It is currently on the air in 36 languages for a total of 789 hours per week. It ranks fourth among international broadcasters in program hours and fifth in number of languages.

Major languages of the VOA include Worldwide English (23 1/2 hours per day), Russian (14 hours per day), Mandarin Chinese (8 1/2 hours per day), Arabic (7 hours per day), and Spanish to Latin America, (5 1/2 hours per day).

VOA programs are sent overseas through 41 high-power shortwave domestic transmitters located in North Carolina, Ohio and California to VOA-operated transmitters located in the Federal Republic of Germany, England, Greece, Liberia, Morocco, Okinawa (closing by treaty May 1977), the Philippines, Sri Lanka, and Thailand from where they are relayed to target areas.

In rough proportion, VOA's program content consists of about 30% news, 30% news related and topical feature materials, and about 40% non-topical features such as interviews, Americana and varied music.

As USIA's largest element, VOA employs approximately 2, 200 people of which 800 are foreign nationals. It maintains news and/or program centers in four U. S. cities outside of Washington and in 14 overseas locations. Programming emanates from Washington, D. C.

and consists of both direct broadcasts and packaged programs for USIS placement with radio stations abroad.

While worldwide VOA audience totals must largely be conjectural, estimates based on verifiable statistics and computer breakouts exceed 40 million weekly. Audience profiles reflect a regular listenership which is relatively young, educated through secondary school, and politically curious. VOA broadcasts are closely monitored as to content by governments throughout the world. Currently, VOA broadcasts are jammed only in Mandarin Chinese.

The Voice of America, by Executive Order, "... shall provide and maintain the capability necessary for simultaneous, direct radio broadcasting in major languages to all areas of the world..."

#### ISSUES (IBS)

1. Signal Strength. A recent study by USIA's Office of Research concludes that VOA is handicapped in reaching important audiences in some areas because of its relatively weak broadcast signal strength on some program transmissions. In order to ensure competitive continuity of transmissions in languages deemed essential to the task of providing priority world audiences with accurate and timely information, no less than 62 high-power shortwave overseas transmitters are required, in addition to U.S.-based facilities. To carry the current program load satisfactorily, VOA has a deficit of 23 high-powered overseas shortwave transmitters. VOA transmitter aug-

mentations are feasible, based on preliminary soundings with appropriate host governments.

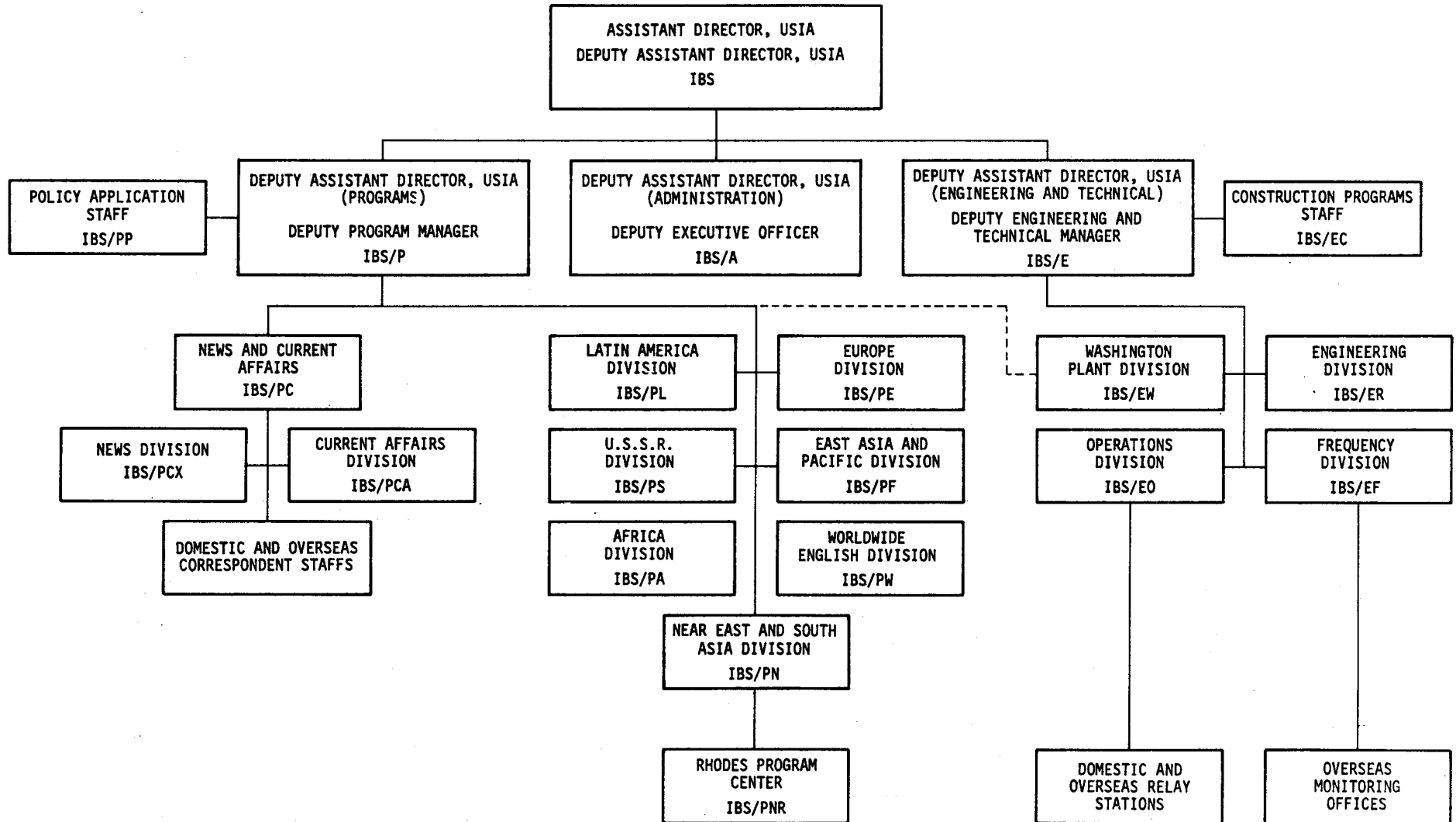
Budgetary restrictions have denied funding for needed shortwave transmitters for more than 10 years.

2. Organization. High-level studies (Stanton Panel, Murphy Commission, and others by various USG agencies) during the past two years have made wide-ranging and varying recommendations regarding the missions, affiliation and organization of USIA and VOA, including the advantages and disadvantages of separation of VOA from USIA. Discussions regarding the future of VOA have been publicized by members of Congress and in the press. They have had an unsettling effect on VOA operations and staff especially since none of the above recommendations have been acted upon by the Executive Branch.

3. Level of USG-funded Broadcasting. The Congress has requested by January 31, 1977 a report by the Executive Branch on international broadcasting funded by the USG (NSSM-245). Toward this end an NSC study with recommendations is in preparation for Presidential approval. It is important that this study, which concerns itself on a practical basis only with USG-funded broadcasting to the USSR and Eastern Europe, be consistent with the worldwide requirements of VOA as outlined in the 1976 study of USIA languages and facilities (prepared by the Office of Research and adopted by the Agency).

4. VOA Transmission Feeds by Satellites. An Agency Study Group has been convened to submit a report by April 1, 1977 with recommendations regarding broadcast transmission planning policy, involving transmission feeds by geostationary earth satellites.

BROADCASTING SERVICE





ORGANIZATION: Information Center Service (ICS)

FUNDS (FY 77): \$13,606,000

STAFF (FY 77): 294

KEY PERSONNEL:

Harold F. Schneidman, Assistant Director	26700
Clifford E. Southard, Deputy Assistant Director	26701
John K. Jacobs, Deputy Assistant Director (Exhibits)	25285

MISSION: The Information Center Service is responsible for supporting cultural and informational activities of USIA field posts by making available outstanding American speakers, varied media products and educational materials for integrated multi-media programs, by providing professional services, guidance and material support for the operation of libraries and information centers, and by facilitating book publishing and distribution, English teaching and American studies activities.

BACKGROUND (ICS)

The Information Center Service provides varied support for cultural activities of USIA field posts including:

--Authoritative speakers, printed and audio-visual materials and special services for multi-media cultural programs sponsored by USIS posts and cultural centers. (In 1976 under the Agency's "Volunteer Speaker Program," some 600 Americans overseas on their own volunteered to take part in USIS-sponsored cultural programs on significant aspects of U.S. life and culture, and on international issues.)

--Major U.S. exhibitions (including support for labor missions), largely in the Soviet Union and Eastern Europe, administered under the Special International Exhibition program. Smaller art and documentary exhibits and displays for worldwide showings.

--Translation rights and assistance for republication abroad of American books in other languages; adaptation of titles for simplified English series for use overseas where English is a second language. (Since 1950 approximately 175 million books in 57 languages and 22,000 editions have been published abroad with Agency assistance.)

--Professional assistance, services and guidance for USIA's 156 libraries, information centers and reading rooms throughout the world, and for 103 Binational Centers abroad assisted by the Agency and directed by binational boards of resident Americans and host country citizens.

--Loan collections, bibliographies, book reviews, periodical collections, and special research and reference aids.

--With the cooperation of the American publishing industry, 45 major book exhibits annually, exemplifying current cultural, educational and publishing trends in the United States and creating interest abroad in American books.

--Recent or current books donated to the Agency by U. S. publishers. (Last year some 200,000 copies of 244 titles were donated.)

--Through an active American studies program, support for systematic educational programs overseas on the United States.

--Multi-media program support for the exchanges, cultural presentations and American Specialist programs of the Department of State, Bureau of Educational and Cultural Affairs (State/CU).

--Professional guidance, teaching materials and varied services for 103 Binational Centers, 29 Information Centers and numerous posts which conduct active English language instructional programs. (These programs last year served some 350,000 people. Thirty seminars were sponsored last year for about 6,000 teachers of English as a second language, who in turn taught some 700,000 students.)

ISSUES (ICS)

1. Informational Media Guaranty Program (IMG). The Informational Media Guaranty Program (IMG) assisted producers of American books, magazines, films, musical recordings, and other media to sell their materials in countries which had limited foreign exchange by guaranteeing convertibility of foreign currencies derived from sales into U.S. dollars. The program, begun in 1952, continued until October 31, 1968 when the Congress refused to fund appropriations for administering it.

During its nearly 19 years of operation, the program was immensely popular with publishers who sold to the Eastern bloc countries and some developing countries. IMG returned to U.S. publishers nearly 84 million dollars for otherwise unrecoverable funds. Although the Agency sees great value in the book as a cultural tool and would like to see expanded worldwide commercial sales of American media, the IMG became a costly subsidy. Thirty-eight cents of every dollar the publisher accrued was at taxpayer expense, since foreign currencies lost value compared to the dollar. Basic program operations were funded through borrowing, and there is still \$22 million on the Agency's books as a debt to the U.S. Treasury. In addition, interest owed on the debt totals about \$8 million.

American publishers have recently begun to generate interest in renewal of the IMG program as a means of increasing overseas sales.

Both Congress and the new administration will likely be importuned to reinstitute IMG or a similar subsidy program.

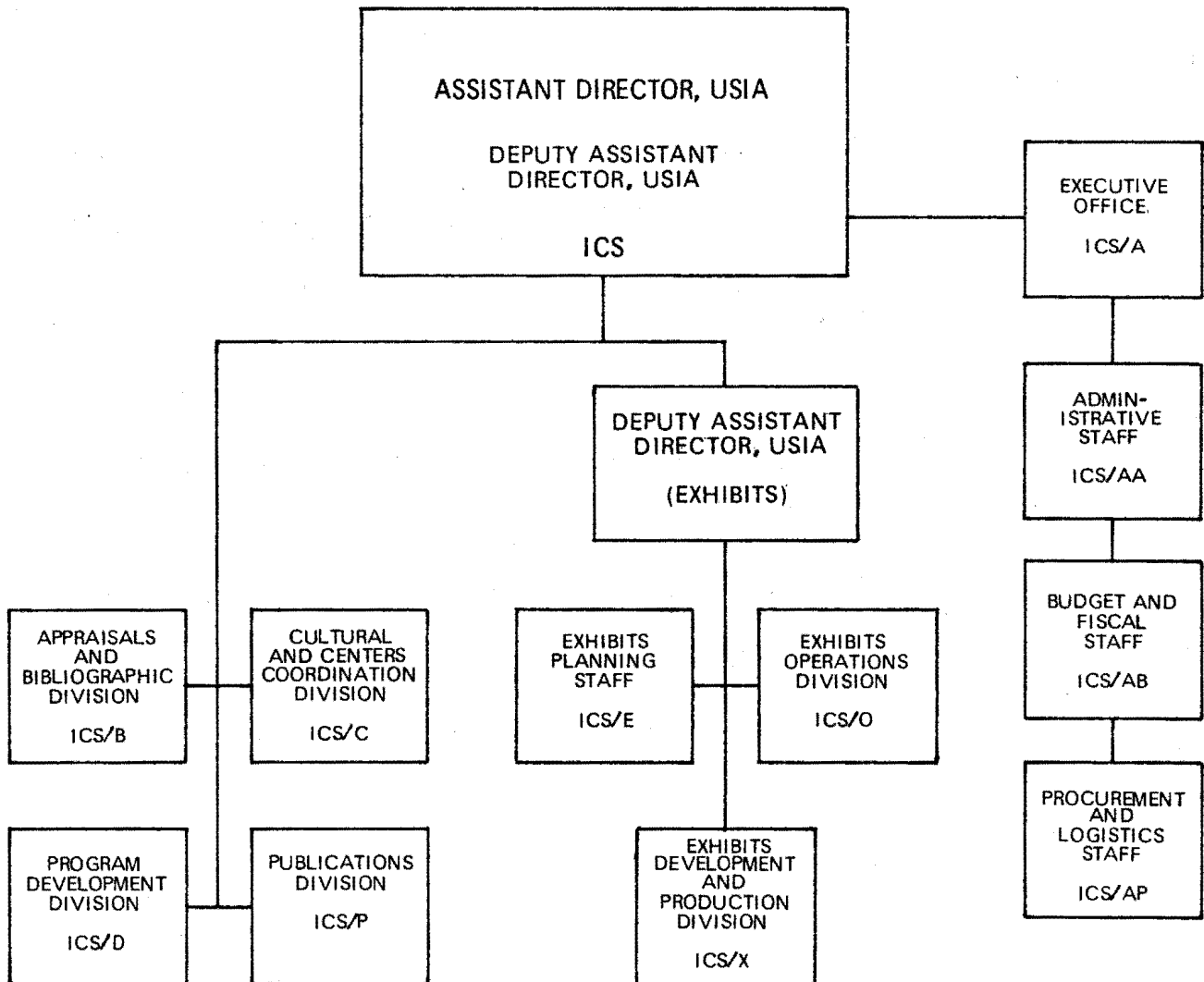
The subsidized nature of the program, the problems inherent in selecting media materials which would qualify for any aid, and the difficulty of securing agreements with foreign states on use of the accumulated currencies make IMG less feasible and desirable as a support for U.S. national interests than it was originally.

2. Special International Exhibitions (SIE). Begun in 1954 the Special International Exhibitions program was funded by a special "no-year" appropriation. From 1966 to 1976, by informal agreement with the Office of Management and Budget (and as we informed the Congress) most of the funds were devoted to major exhibitions in the Soviet Union and Eastern Europe.

In 1976, the Agency sought to support SIE exhibitions wherever in the world significant program and political priorities dictated. The Office of Management and Budget opposed this position, recommending in its October submission to President Ford a cut of SIE funds from USIA's proposed \$5,511,000 to \$3,905,000. Later, upon the Agency's objection to this cut, the level was restored to \$4,263,000 with a \$250,000 limit placed upon funds to be expended outside of Eastern Europe. While the Soviet Union and Eastern Europe remain our highest priority for exhibitions, political considerations in certain other areas, particularly in the third world, often make an exhibition extremely

important. In some countries participation in periodic national or international fairs is so important to leadership that U.S. failure to respond favorably to host government pressures is considered a serious detriment to relations. While the Soviet Union and Eastern Europe will continue to command the bulk of our SIE efforts, some resources should be made available to produce significant exhibitions at third world sites. Large exhibits could also be funded from regular operating funds.

INFORMATION CENTER SERVICE



ORGANIZATION: Motion Picture and Television Service (IMV)

FUNDS (FY 77): \$9,274,000

STAFF (FY 77): 262

KEY PERSONNEL:

Robert S. Scott, Assistant Director	376-7806
McKinney H. Russell, Deputy Assistant Director	376-7808
Angelina Garcia, Deputy Assistant Director (Administration)	376-7753

MISSION: To produce and acquire films and videotapes in support of the Agency's overseas programs and objectives. To work directly with foreign news and documentary television teams in co-producing or facilitating the production or transmission of coverage of U.S. affairs.



### BACKGROUND (IMV)

Film and videotape products are used overseas in a variety of ways: They are shown to invited audiences in our cultural centers, libraries, or in officers' homes; distributed by our posts to foreign television networks and theater chains; and loaned to organizations or institutions abroad for direct showing to audiences. Videotape production takes place in our modern studios in the Patrick Henry Building, 601 "D" Street, N. W. Film production is performed under contract with private filmmakers. Film and videotape acquisition is undertaken directly with other public agencies, private filmmakers, distributors, the major television networks, and other private and institutional sources. Our major categories of activity are:

Public Affairs: short-range, news-oriented subjects. Distributed in the form of newsclips, videotapes, and TV specials.

Special Programs: other staff-produced programs, including regional film and videotape TV series.

General Programs: contract film production, primarily for world-wide distribution.

Acquired Programs: identification and acquisition of rights to material produced by others in government and the private sector.

During FY 1976, IMV made available to USIA posts: 45 film and TV special productions; 196 videotape productions; 345 film and videotape acquisitions; 36 targeted news reports for selected countries; and 25 co-operative productions with foreign TV stations. Among the most significant offerings were:

Continuing Series:

VISION -- A 30-minute monthly program on American life distributed to 93 countries and shown on TV stations in 77 of them.

SCIENCE REPORT -- A 30-minute monthly program on American science and technology, sent to 102 countries and telecast in 81.

PRESS CONFERENCE USA -- Fifteen programs a year, produced jointly with VOA, in which administration spokesmen and other key Americans are interviewed by a panel of newsmen.

REFLECTIONS -- A series of hour-long self-portraits by distinguished American scholars, artists, and public figures.

Major IMV Undertakings During the Election Include:

ELECTION 1976 -- Eight 30-45 minute programs which followed the election from the primaries through the elections.

THE FOUR DEBATES -- All were sent, in their entirety, to all overseas posts on videotape within three days.

ELECTION NIGHT SATELLITES -- Two 30-minute news productions to Spanish-speaking Latin Americans and Brazil on election night.

Major Bi-Centennial Products Were:

CENTURY 3 -- A series of 13 half-hour films, nearing completion, which forecasts the impact of research and development led by Americans in critical areas of human endeavor during the next 100 years.

SALUTE BY SATELLITE -- A series of special Independence Day 15-minute television programs relayed by satellite to 40 television stations in 37 countries on July 3 and July 4, 1976.

ISSUES (IMV)

1. Field Requested Products. In the past few years, we have engaged in a conscious and consistent effort to produce materials directly related to field concerns and program opportunities. Our records show