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REPORT ON THE
PUBLIC INFORMATION ACTIVITY
OF THE
AGENCY FOR INTERNATIONAL DEVELOPMENT

Submitted under contract no:
AID/OTR-C-1693
PIO/T 2195003



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Mr. Richard Calhoun
Office of Management Planning
Agency for International Development
Room 1066
New State Department
21st and Virginia Avenues
Washington DC

RE: PIO/T 2195003 Public Information Study

Dear Mr. Calhoun:

This draft report concludes our investigation of the public information activity of the Agency for International Development. The study confirmed that AID's system for responding to public requests is inadequate. Our major findings and conclusions are:

- Agency guidance is vague and ambiguous and a major cause of the existing situation.
- Procedures to manage the receipt and distribution, control, and response preparation sub-activities are largely informal. Responsibility for the public information activity is not clearly fixed, although the largest portion of the burden falls by default upon OPA and DIC.
- The situation is more complex than it appears on the surface. Some of these complexities will persist regardless of the alternative solution selected.

The report provides detailed designs for three alternative solutions:

- A: Centralized Receipt and Distribution, Control, and Response Preparation in the Office of Public Affairs
- B: Centralized Control in OPA, with Response Preparation Performed by Offices and Bureaus with Primary Access to Records Required to Provide the Response
- C: Decentralized Receipt, Control, and Response Preparation by All Offices and Bureaus in AID

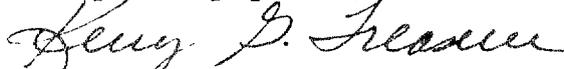


Mr. Richard Calhoun
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We make a number of recommendations that apply equally to all three alternatives. We also recommend that Alternative A be given the most serious consideration by AID management. Although this alternative has the highest direct, incremental costs, it provides the greatest assurance that public requests will receive prompt, courteous, consistent attention. We believe that it is most consistent with AID's stated policy of keeping "open" communications with the public.

We look forward to discussing this report with you and with interested staff from the Office of Public Affairs, the Bureau for Development Support, and other offices concerned with the study. We have enjoyed the opportunity to participate in this assignment and express appreciation to the many AID staff who cooperated in this effort.

Very truly yours,



Birch & Davis Associates, Inc.

Kerry G. Treasure
Vice President



EXECUTIVE SUMMARY

Every year, the Agency for International Development (AID) receives well over 50,000 requests for information from the public. These requests run the gamut, from simple requests for general information, to highly complex and unique requests related to the scientific, political, and technical activities of the Agency. Requests are sent by school children and college professors, by irate taxpayers and foreign assistance supporters, by Congress and the White House, and by individuals seeking employment, selling a product, writing a book, making news, and representing a foreign country.

Most AID staff interviewed generally agreed that the public information activity is important and that it should be attended to with care. There is considerable disagreement and confusion, however, about where this responsibility should be lodged and how it should be performed. Birch & Davis Associates, Inc. was engaged to investigate this situation and describe the alternatives available to improve it. The study was not intended to change the ways in which requests filed under the Freedom of Information Act, the Privacy Act, or EO 11652 (related to declassification of Federal documents) are currently handled, nor was it to change the existing, highly specialized correspondence control systems operated by the Office of the Executive Secretary or the Office of Legislative Affairs. It does, however, include a review of these three systems to identify possible solutions to the larger problem of responding to general requests from the public.

An eight week study--spanning the period of February 26 to April 20, 1979--was staffed by a three member Birch & Davis Associates, Inc. project team which completed the following tasks:

- Define the Problem: Preliminary interviews with staff from the Office of Public Affairs (OPA) and the Office of Development Information and Utilization (DS/DIU) helped bring the magnitude and nature of the problem clearly into focus.
- Identify Key Personnel: Because the public information function is currently decentralized to most bureaus and offices, key individuals who participate in the function were identified throughout the Agency. Emphasis was placed, of course, on staff in OPA and DIU. The staff of the Office of the Executive Secretary (ES) were also identified, so that their current system could be reviewed for possible solutions to the larger problem of general requests.

- Conduct Interviews: Sixty carefully selected Agency staff with direct involvement in the public information activity were interviewed to obtain their perceptions of the problems and suggestions for improving the situation.
- Collect Data: Requests received by OPA during a three week period were analyzed, as were monthly and annual management reports prepared by OPA, DIU, and ES. Other records of requests received and filled were also reviewed.
- Perform Analysis: Data were reviewed to determine the volume and procedures used to process requests, the type of requests, the workloads experienced in various offices which handle public requests.
- Develop Alternative Solutions: Three alternative solutions were proposed during the fifth week of the study. One was rejected in favor of a hybrid version of the other two. The resultant three alternatives were analyzed in great detail, stating the required organizational and functional responsibilities, the Handbook changes, the resource requirements, the implementation considerations, and the advantages and disadvantages of each.

The findings, conclusions, and recommendations are presented in detail in this report. They are summarized below.

1. THE STUDY CONFIRMED THAT AID'S SYSTEM FOR RESPONDING TO CERTAIN PUBLIC REQUESTS IS INADEQUATE AND THAT THERE IS CONSIDERABLE ROOM FOR IMPROVEMENT

Currently, AID has established effective systems for responding to a large portion of the requests received from the public and from Congress. Specifically, the following formal and centralized procedures are in place.

- The Public Inquiries Staff of OPA (OPA/PI) handles requests filed under the Freedom of Information Act (FOIA), the Privacy Act, and Executive Order 11652 (concerning declassification).
- The Office of the Executive Secretary manages requests addressed to the Administrator, Deputy Administrator or their staff.
- The Office of Legislative Affairs (LEG) controls requests from members of Congress.

Several other offices, notably the Office of Contract Management (SER/CM), the Office of Personnel Management (PM) and the Bureau

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for Program and Policy Coordination (PPC), handle a large volume of requests; because the requests tend to be homogeneous and easily answered, and because the responsibilities of these three offices are well understood by most Agency staff, these requests are usually answered promptly and appropriately.

Thus, requests from the public that are easily classified-- either with respect to the type of response or the AID office with primary responsibility to the requestor--are usually processed swiftly. Unfortunately, the balance of requests received from the public--some ten to fifteen thousand requests per year--are not so easily classified and, hence, are not always processed effectively. These findings are substantiated by the following determinations:

- Existing Agency guidance is ambiguous and vague concerning the locus of responsibility for handling many public requests.
- Consequently, no office has embraced the responsibility with enthusiasm, adequate staff has not been marshalled to the task, and uniform procedures have not been established.
- The Office of Public Affairs and the DIU Development Information Centers bear the brunt of the responsibility, since the SER/MO Mail Room and other offices refer requests to these two staffs. This leads to considerable tension and confusion between OPA and DIU and, also, between these two "default" organizations and the other offices throughout the Agency.
- Although the situation can be improved, there are no readily apparent, simple solutions. A review of the public information activity in the State Department, the Department of Agriculture, the Department of Commerce, and the International Communications Agency revealed four different, equally valid, approaches to responding to public requests. This finding echoes those of a recent GAO report on public affairs government-wide which indicates that there are as many approaches to the activity as there are agencies performing it.
- Moreover, simple solutions are confounded by some immutable characteristics of AID and the requests it receives:
 - The autonomy of the bureaus makes it difficult to establish central control over publications and documents that might be useful in making responses.

- The complexity of AID's mission--which transcends geographic, scientific, and technical boundaries--precludes the easy assignment of responsibility for classes of requests along geographic, scientific, technical, or any other obvious lines.
- The sheer volume of AID documents and records compounds the problem of locating and accessing the information necessary to respond to the request.
- The requests vary considerably with respect to the amount of information requested, the level of detail required, the topic, the urgency and importance, and the clarity of the question.
- Finally, planning for change will involve some risk. The data upon which staffing and other resource assumptions are based, are derived from very inadequate and spotty record keeping systems. Although reasonable assumptions and estimates can be framed, there are no complete or completely reliable data regarding: the routing of these requests by office; or the disposition of the requests.

2. THE THREE ALTERNATIVE SOLUTIONS VARY WITH RESPECT TO THE THREE SUB-ACTIVITIES OF THE PUBLIC INFORMATION ACTIVITY: RECEIPT AND DISTRIBUTION, CONTROL, AND RESPONSE PREPARATION, BUT THEY ALSO SHARE SOME COMMON FEATURES

Three distinct alternatives* offer AID the opportunity to improve its rapport with the public:

- Alternative A: Highly Centralized Receipt and Distribution, Control, and Response Preparation in

* Several other alternatives were also explored and rejected from further consideration:

- Central control in ES and response preparation in the other offices and bureaus in AID (details on page IV-39).
- Central control and response preparation in ES (details on page IV-39).
- Central receipt and distribution, control and response preparation in DIU (details on page IV-40).
- Highly automated and centralized public communications management similar to that operating in the State Department (details on page IV-41).

the Public Inquiries Staff of the Office of Public Affairs.

- Alternative B: Less Centralized Receipt and Distribution of Requests, Centralized Control by the Office of the Director in OPA, and Decentralized Response Preparation by Bureaus and Offices with Primary Access to the Records Required to Provide the Response.
- Alternative C: Decentralized Receipt and Distribution, Control, and Response Preparation by All Offices and Bureaus in AID.

The specific differences in these three alternatives are described in more detail later in this Executive Summary. First, however, important principles and practices common to all three alternatives should be understood. Specifically, we recommend that the following features be incorporated into AID's new system for managing the public information system regardless of the alternative selected:

- Additional specifically trained staff at the GS 9 and 7 levels would have to be hired if any of the alternatives are to succeed.
- In all alternatives, all personnel in AID retain some responsibility for assuring that the public information activity operates smoothly and effectively. Periodic campaigns should be sponsored to remind Agency staff of this important responsibility.
- Certain categories of requests are handled well by the current systems and, thus, are not to be included under any of the proposed alternatives. Specifically, requests traditionally handled by PM, SER/CM, STATE, ES, LEG, or the OPA/PI staff, as well as those from LDCs, PVOs, AID/W or mission staff should not be included in the scope of the new procedures.
- OPA and DIU should be added to the list of offices that are routinely advised of requisitions to publish new AID documents (i.e. GPO form 3019).
- A centralized telephone inquiries service should be established in OPA to receive and route calls from the public.
- The AID telephone directory should be improved to highlight the existence of the telephone inquiries

staff; a functional directory should also be included to help the public find the most commonly desired offices (e.g., personnel and contracts).

- Receipt and distribution of mail should be limited to invalidly or unspecifically addressed mail; all letters with a valid, specific address are forwarded directly to the addressee, without intervention by OPA or the SER/MO Mail Room.
- A strong degree of control is essential, regardless of the office from which it is exercised.
- An inventory of available AID publications (i.e. the Document Inventory List) should be developed and maintained to assist the cognizant office(s) in locating the appropriate source of information requested by the public.

Against the backdrop of these general recommendations, the details of the three alternatives can be examined. The three solutions differ primarily with respect to these three respects of the public information activity:

- Receipt and distribution of requests: This activity can be centralized in one of several logical offices or it can be decentralized. It can also screen all mail and calls or only selected ones. The three alternatives propose handling this activity as follows:
 - In Alternative A, receipt and distribution of telephone calls and written requests would be centralized in the Public Inquiries staff, OPA.
 - In Alternatives B and C, receipt and distribution of telephone calls would remain centralized in OPA (although in the Office of the Director, rather than in the Public Inquiries Staff). Mail, however, would be received and distributed by the SER/MO Mail Room, according to current procedures.
- Control of requests: This activity can be centralized at one of several locations or can be decentralized. In addition, it can be stringent and comprehensive or selective and subjective. All three alternatives propose rather stringent and comprehensive controls but the responsibility differs:
 - In Alternatives A and B, the Office of Public Affairs (Public Inquiries Staff and Office of

the Director, respectively) would manage requests to assure timely and adequate responses.

- In Alternative C, each independent Office and Bureau would manage requests which come to its attention--including those which are referred outside the Office or Bureau for a response.
- Preparation of the response: This activity can be performed by one of several logical central authorities or decentralized throughout the Agency, and it can be done in a very general (perhaps even superficial) or very meticulous manner. Moreover, we assume that there is a positive relationship between the degree of centralization and the degree of care with which requests are attended.
 - In Alternative A, the response preparation would be the most highly centralized. The Public Inquiries Staff in OPA would build a substantial capability to provide direct responses, and referrals outside of OPA would be kept to a minimum.
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A - In Alternative B, OPA would make a modest improvement in its capability to provide direct responses but would rely heavily on the DIU Development Information Centers and other Offices and Bureaus to help prepare responses.
 - Finally, in Alternative C the response preparation activity would be highly decentralized with each office preparing responses related to its own records.

Thus, each alternative describes a mechanism for accomplishing the public information activity. These procedures, and the premises on which each alternative is based, are described below.

(1) Alternative A: Centralized Receipt And Distribution, Control, And Response Preparation In The Office Of Public Affairs

The Office of Public Affairs is charged in Handbook 18 with being the "focal point" for liaison with the public. Although the guidance is vague enough to create a great deal of confusion throughout the Agency, it has still led to two situations:

- OPA has, traditionally, assumed a larger responsibility for the public information activity than any other office.

- OPA is widely perceived by other Agency staff as the most logical locus for this activity.

Alternative A, then, is built upon the current *de facto* situation. The Public Inquiries Staff of OPA (which now handles requests related to FOIA, the Privacy Act, and EO 11652) would be supplemented by four Public Information Specialists. They would be responsible for the following activities:

- Receipt and distribution: OPA would review all mail which does not have a valid address (a function now performed by the SER/MO Mail Room) intercept requests from the public, and route other mail to the appropriate office for action. It would also operate a central telephone inquiries service to direct callers to appropriate telephone numbers or to create a written request (i.e., to take a "message").
- Control: When a request is referred out of OPA for response*, it would be controlled (i.e., logged and tracked) until it is satisfied.
- Response preparation: OPA would greatly enhance its ability to provide direct responses to public requests. It would assemble an inventory of the documents which contain frequently requested information, maintain a Document Inventory List to help locate other publications stored elsewhere in the Agency, utilize the physical and automated resources of the DIU Development Information Centers and develop new publications to provide easy responses to frequently asked questions.

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The objective of this alternative is to minimize the burden on the other offices and bureaus. The resources required to implement and operate this alternative, however, are the greatest:

- Implementation would take about four months if staff are recruited from within**; this includes selecting the alternative, drafting handbook

* Certain classes of common requests are excluded from this control procedure: routine personnel, contracts, and passport requests; FOIA, Privacy Act, and EO 11652 requests; and requests normally handled by ES and LEG.

** Alternatively, if staff are recruited from outside the Agency, an additional four to six months may be required.

changes, recruiting and training personnel, procuring equipment and forms, and establishing systems and procedures. Approximately 93 staff weeks of effort by current AID management personnel and new hires would be required. Details about the implementation plan and requirements are shown on pages IV-28 to IV-33 in Chapter IV and in Exhibits IV-15, 16.

- Four additional Public Information Specialists (two at the GS 7 level and two at the GS 9 level) are required in the OPA Public Inquiries Staff. In addition, word processing equipment is needed to prepare responses and to access the automated retrieval data bases in DIU. Thus, the direct ongoing costs of Alternative A are \$62,720 per year.
- Moreover, this alternative requires the greatest amount of space--a rare and therefore precious commodity in AID. Contiguous space for four staff and a sizeable document inventory will be required in the New State Department building--either near the DIC or within the confines of the OPA/PI staff.

(2) Alternative B: Centralized Control In OPA With Response Preparation Performed By Offices And Bureaus With Primary Access To Requested Information

Alternative B differs from A in three critical respects. First, in Alternative B, the SER/MO Mail Room would continue to review and route invalidly or unspecifically addressed mail. Second, because OPA in this alternative performs less of a response preparation function and more of a control function, the Public Information Specialists are assigned to the Office of the Director where they can interact more visibly with correspondence control personnel in other offices. Third, with OPA's lessened responsibility for preparing responses, DIU takes on greater response responsibility and, likewise, the public information burden on other offices also increases. Specifically, in Alternative B the three public information activities would be performed as follows:

- Receipt and distribution: The SER/MO Mail Room would open and route invalidly addressed mail. A central telephone inquiries service would be established in OPA. All offices and bureaus would be expected to route requests to OPA for action only if the request cannot be satisfied within that office or bureau. Offices and bureaus

would not refer request to any office other than OPA.

- Control: OPA would have managerial authority over each request that comes to its attention and would track the progress on the response until action is complete.
- Response preparation: OPA and DIU would share responsibility for preparing responses with the other offices and bureaus:
 - OPA would make a modest increase in its inventory of available publications and would maintain a Document Inventory List to help in making speedy and appropriate referrals for action.
 - Other offices and bureau would be expected to prepare responses when the requested information relates primarily to records held by or activities performed by that office or bureau.
 - DIU will assume a default role, responding to requests for which no other source of information is available. It would also provide responses related to the specific publications listed in the several automated data bases maintained in DS/DIU.

The objective of this alternative is to plant responsibility for response preparation squarely on the office which maintains the subject records. The resources required to support this alternative are less than in Alternative A. Specifically:

- Implementation would take about four months if staff are recruited from within.* This includes implementation tasks similar to those described for Alternative A. About 82 person weeks of effort by current AID management staff and new hires would be required. Additional details appear in Exhibits IV-15,16.
- Three Public Information Specialists would be needed:

* Alternatively, if staff are recruited from outside the Agency, an additional four to six months may be required.

- One GS 9 in DIC to research and prepare responses.
- Two GS 7s in OPA to operate the telephone inquiries service and route and control mail.

Very minimal word processing capabilities would be required. In all, the annual direct costs of this alternative are \$45,257.

- Relatively less space is needed here than in Alternative A and, moreover, it need not be contiguous--the two OPA staff would not be located adjacent to the one DIC staff.

(3) Alternative C: Decentralized Receipt, Control, And Response Preparation In All Offices And Bureaus In AID

Alternative C recognizes and succumbs to the fact that the current system for handling most requests from the public are received by virtually every office and bureau in the Agency and that the resources for preparing the responses are similarly dispersed. The alternative leaves responsibility for control and response preparation within each office and bureau and provides a number of mechanisms to improve the performance of the existing system:

- DIU would maintain a Document Inventory List that would help the office and bureau staff locate the appropriate source of information more easily.
- Control mechanisms would cross office and bureau boundaries, unlike the current situation.
- Each office's responsibilities would be clearly spelled out so that no office can shirk the task of being responsive to the public.
- DIU would be provided additional staff to help in preparing responses for which no other office or bureau has primary or logical responsibility.

The primary activities to be performed under this Alternative are to be accomplished as described below:

- Receipt and distribution: The SER/MO Mail Room would continue to open and refer mail received without a valid address. All staff who received a request that they cannot personally respond to would forward the request to the office or bureau level Correspondence Coordinator who would then make

the appropriate intra- or inter-office referrals. OPA would operate a central telephone inquiries service, similar to that in Alternatives A and B but without the accompanying control.

- Control: Mail and telephone calls would be controlled by the first office or bureau to receive them, regardless of who would perform the service delivery.*
- Response Preparation: Responses would be prepared by the office or bureau with primary authority over the desired information. Under this alternative, OPA's response responsibility would be similar to that of all other offices and bureaus: OPA would provide only records or publications that reside primarily in that office, e.g., general pamphlets on the history of AID, the Foreign Assistance Act, and the OPA.

The objective of this alternative is to institute control at the point of receipt and to spread the burden for response preparation to the offices and bureaus with the most direct access to the subject records. The direct costs of this alternative are lower than in Alternatives A or B:

- Implementation would take about three and a half months if staff are recruited from within.** This includes start-up tasks similar to those described for alternative A. About 83 person weeks of effort by current AID management staff and new hires would be required. Additional details appear in Exhibits IV-15,16.
- Two Public Information Specialists (for a total on-going cost of \$31,000) would be needed:
 - One GS 9 in DIC to research and prepare responses
 - One GS 7 in OPA to operate the telephone inquiries staff and act as the Correspondence Coordinator for OPA.

* Calls referred from the OPA central telephone inquiries service would be treated like mail referred from the SER/MO Mail Room. That is, they would be controlled by the first office or bureau to receive them after the initial routing.

** Alternatively, if staff are recruited from outside the Agency, an additional four to six months may be required.

- Space requirements for this alternative would be minimal.

In summary, the three alternatives vary considerably with respect to 1) the organizational placement of responsibility for the public information activity and 2) the costs of implementation and operation. Exhibit E-1 summarizes the key features of each alternative. As can be seen from the Exhibit:

- Alternative A provides the highest degree of centralization and best integrates the three sub-activities of the public information process (i.e., receipt and distribution, control, and response preparation). It also has the highest direct costs and will require the largest implementation effort.
- Alternative B provides centralized control over requests but does not centralize the receipt and distribution process or the response preparation process. It has direct costs less than Alternative A and greater than Alternative C. Although the elapsed time to implement B is about equal to that required for A (four months), the level of effort for B is slightly less (82 compared to 93).
- Under Alternative C, all aspects of the public information activity are decentralized. The first labor costs are lower than in the other two alternatives because the work load is shared among current AID staff. The elapsed time required to implement this alternative is slightly less (three and a half months compared to four), since a large number of AID staff will have to be trained.

3. EACH OF THE ALTERNATIVES HAS DISTINCT ADVANTAGES AND DISADVANTAGES

As is evident from the preceding sections, the alternatives vary considerably in the locus of responsibility for receipt and distribution of public requests, for control over requests, and for preparation of responses. They also vary in start-up and ongoing costs. Each configuration of responsibility is associated with some important advantages and some disadvantages that require serious weighing by AID management. Exhibit E-2 summarizes the primary benefits and limitations of each alternative and these are described more fully below:

- (1) Alternative A Provides The Greatest Assurance That Public Requests Will Receive Prompt, Courteous Attention But It Has The Highest Direct Costs

Alternative A provides the greatest degree of centralization

EXHIBIT E-1

SUMMARY OF MAJOR FEATURES:
ALTERNATIVES A, B, AND C

FEATURE	ALTERNATIVE		
	A	B	C
Receipt and Distribution	Mail: Centralized in OPA, Public Inquiries Staff	Mail: Decentralized as now; handled by SER/MO Mail Room	Mail: Decentralized as now; handled by SER/MO Mail Room
	Telephone: Centralized in OPA, Public Inquiries Staff	Telephone: Centralized in OPA, Office of the Director	Telephone: Centralized in OPA, Office of the Director
Control	Centralized in OPA, Public Inquiries Staff	Centralized in OPA, Office of the Director	Decentralized at the Bureau and Independent Office Level
Response Preparation	Centralized in OPA, Public Inquiries Staff, with minimal referrals	Decentralized at the Bureau and Independent Office level with primary access to records	Decentralized at the Bureau and Independent Office level with primary access to records
Implementation Requirements	Elapsed Time: 4 months Person Weeks: 93	Elapsed Time: 4 months Person Weeks: 82	Elapsed Time: 3½ months Person Weeks: 83
Direct Costs	Staff: 2 GS 9 @ \$17,000 2 GS 7 @ \$14,000 Other: \$720 TOTAL: \$62,720/year	Staff: 1 GS 9 @ \$17,000 2 GS 7 @ \$14,000 Other: \$275 TOTAL: \$45,257/year	Staff: 1 GS 9 @ \$17,000 1 GS 7 @ \$14,000 Other: None TOTAL: \$31,000/year

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SUMMARY OF ADVANTAGES AND DISADVANTAGES OF ALTERNATIVES A, B, AND C

ALTERNATIVE	ADVANTAGES	DISADVANTAGES
<p>A: Centralized Receipt and Distribution, Control, and Response Preparation in the Office of Public Affairs</p>	<ul style="list-style-type: none"> • OPA is already widely perceived as the logical focal point for this responsibility. • OPA has the opportunity to provide leadership in information policy. • OPA receives feedback from public regarding attitudes and concerns. • The disparity between treatment of FOIA and non-FOIA requests would be reduced. • The adequacy and efficiency of responses would be greatly improved. • Fewer requests would "fall through the cracks" by providing the most comprehensive control and the most direct response. • Routing of mail with invalid addresses would be improved. • Ambiguity between roles of DIU and OPA would be eliminated. • There would be a reduced burden on other office and bureau staffs. 	<ul style="list-style-type: none"> • OPA's current holdings are small; consequently, start up and acquisition time is required. • The OPA/PI Reading Room would duplicate the holdings of other office and bureau. • OPA Public Information Specialists would have to experience a slow learning curve compared to DIU librarians--for library holdings and computer retrieval. • This is the most bureaucratic option, creating the most complex and voluminous control procedures. • Considerable space is required. • Direct costs are the greatest. • OPA Public Information Specialists may have difficulty defending against excessive involvement in answering the high priority FOIA requests.
<p>B: Centralized Control in OPA with Response Preparation Performed by Offices and Bureaus with Primary Access to Records Required to Provide the Response</p>	<ul style="list-style-type: none"> • Existing resources in DIU would be used and duplication would be minimized. • Additional staff would be provided to optimize DIU efficiency. • OPA would be relieved of responsibility for preparing requests when other offices and bureaus have information. • OPA would be established as the public liaison and DIU as the Central Information center which is consonant with their existing functional responsibilities. • OPA would maintain some feel for public attitudes and sensitivities. 	<ul style="list-style-type: none"> • The separation of control from response preparation may cause trouble between the controller and the responder. • Because this is a compromise alternative, other offices and bureaus may be likely to abdicate their responsibilities for preparing requests when responsibility cannot be timely fixed. • It may be difficult to integrate the new responsibilities with existing office and bureau responsibilities. • There may be a conflict in priorities between DIU's traditional clients and the public. • Other offices may increase the load on DIU as they perceive an increase in staff.
<p>C: Decentralized Receipt, Control, and Response Preparation by All Offices and Bureaus in AID</p>	<ul style="list-style-type: none"> • Implementation can be accomplished with the least disruption to the status quo. • Smallest direct incremental costs are required. • The public will be able to track unanswered requests to original addressee. • If the logging system is fully implemented, better data about the number and types of requests Agency-wide will be available. • There would be no duplication of effort in creating central information sources. • There would be minimal training costs for AID Staff • The probability of losing requests is minimized because requests are controlled from the minute they are received. • Feedback from one Correspondence Coordinator to another would provide on-the-job training about the location of AID resources. • Minimal space and technical resources are required. 	<ul style="list-style-type: none"> • There is no central oversight control authority so system malfunctions may go unnoticed or uncorrected. • Control across office and boundary lines may cause jurisdictional problems. • OPA may lose touch with public attitudes and interests. • The opportunity for excessive defaulting to DIC or for excessive "luck-passing" exists. • Requests may get unequal attention because the control and response activities are dispersed. • There are a large number of communication links and, so, more opportunity for mis-communications. • The increased workload for bureau and office staff who have, traditionally, referred to OPA or DIC may be unacceptable to office and bureau staff. • Requests may sometimes be controlled by an office or bureau which has no logical jurisdiction over the subject information.

and control and, consequently, has the greatest chance of success in providing adequate, timely responses. At the same time, it has the highest direct costs for implementation and for ongoing operations. This alternative also has these advantages:

- OPA's current mandate strongly suggests that OPA has main, if not primary, responsibility for public requests. Under this alternative, OPA would have the resources necessary to carry out this mandate in a manner that satisfies the overall Agency objectives related to public responsiveness.
- OPA is widely viewed throughout AID as the office with ultimate and primary responsibility for handling this important activity. There will be little disagreement among Agency staff and organizational entities if OPA is asked to increase its role; whereas, in the other options, considerable disagreement about the precise division of responsibility may occur. Equally important, the response burden on the other offices and bureaus can be kept to an absolute minimum. This means that these staff can have more time for their primary responsibilities. It also means that when a referral is required, other office and bureaus would be more likely to be responsive.
- Regardless of the role OPA plays in providing responses to individual public requests, it would continue to perform many public liaison functions. To perform these other activities adequately, OPA must be sensitive to and knowledgeable of the current attitudes and concerns of the public. It is difficult to keep tabs on these ever-changing sentiments unless the letters and telephone calls from the public are monitored closely. Although the other alternatives contain some mechanisms for providing feedback to OPA, they would not provide it as completely and as sensitively as in Alternative A.
- Considerable concern has been expressed about the disparity with which FOIA and non-FOIA requests are processed. Regulation 12 states clearly that a *bona fide* FOIA request must be clearly marked as such. Nonetheless, the spirit of the Act suggests that all requests from the public be handled expeditiously and equitably. Under this alternative, non-FOIA requests would not be sub-

jected to the very stringent procedural requirements of the FOIA regulations. They would, however, be handled in the same office, by the same staff, and with the same resources used in responding to FOIA requests. Non-FOIA requests would also be handled by a staff whose *primary* purpose is service to the public, whereas, in other alternatives, the office in which the cognizant staff reside is concerned with other, often conflicting priorities; in these latter cases, the needs of the public may be more easily subjugated than in Alternative A.

- Although the direct costs of implementing and operating this alternative are greater than the costs of the other alternatives, this alternative is the most efficient overall. In this option, the great majority of the costs associated with responding to the public are centralized in OPA and, therefore, easily measurable. In the other alternatives, the response burden is dispersed throughout the Agency and is "hidden" in the overall costs of the other offices and bureaus. If these hidden costs could be measured, we believe that they would exceed the costs of operating a central correspondence control service in OPA, for a number of reasons:
 - The dispersed staff required to provide the responses in Alternatives B and C are not highly trained in locating information or in preparing diplomatic, courteous requests to the public. Staff in Alternative A are more specifically trained and equipped to provide this service quickly and effectively.
 - The information is located at numerous points throughout the Agency, so many requests have to pass through at least two parties for a response; in Alternative A, a great deal of the information is available in OPA, and, thus routing and referrals are kept to a minimum.
- In the other alternatives, staff may be tempted to overlook or "lose" requests, rather than prepare a reply. In Alternative A, even the most delinquent staff may be motivated to pass the requests on to OPA, since OPA would, in many, many cases, prepare the response itself rather than pass the burden back to the other offices and bureaus.

- Currently, many letters (containing requests and other information) are received with invalid addresses; the SER/MO Mail Room lacks the resources to refer these letters with precision and, as a result, many requests fail to come to the attention of the proper office. Under Alternative A, these requests have a greater chance of being identified and processed promptly and accurately.
- Finally, this alternative will resolve the current ambiguity between the roles of DIU and OPA. The relative responsibilities of the two offices would be demarcated by clientele: OPA would be responsive to the public (including US universities, corporations, and foreign requesters not from an LDC); DIU will be responsive to LDCs, PVOs, AID/W and Missions.

These advantages must be weighed against the drawbacks of Alternative A which include:

- The existing OPA/PI Reading Room required by the FOIA contains modest holdings so a considerable effort must be made to develop the required inventory.
- Considerable training of new staff would be required; whereas, in the other alternatives, new staff would be co-located with existing staff and can therefore be trained by staff who already perform similar and related activities.

The largest space is required by this alternative, and in AID, space is exceedingly difficult to obtain. Without adequate contiguous space, this alternative could fail, even if all other resources and procedures are adequate.

- Because the request would be handled in the same office as FOIA requests, staff may experience some conflict in priorities between FOIA requests (with their legally binding due dates) and non-FOIA requests. Unless spheres of responsibility are clearly defined, the non-FOIA staff may be pressured to attend to FOIA requests, to the detriment of other public inquiries.

(2) Alternative B Relies On Existing Collections Of Information But May Cause Confusion Over Roles And Responsibilities

The primary advantages of Alternative B are:

- It relies on existing patterns of record keeping and, thus, does not duplicate inventories and other records held and controlled by other offices and bureaus.
- Responses are made by the office or bureau most knowledgeable about the subject.

Ironically, these two strengths contribute to the major disadvantages of the alternative:

- The control responsibility is separated from the response preparation responsibility. This increases the difficulty of managing the response effort and, consequently, reduces the likelihood of success for the system.
- The burden for responding falls on the geographic and technical offices, a responsibility they are often unwilling to assume.
- It is sometimes difficult to determine precisely which office or bureau has "primary" control over the subject records and this may lead to disagreement about roles among the offices.

These issues comprise the crux of the debate about Alternative B. This alternative is a compromise between Alternatives A and C. It requires less start-up and direct costs than Alternative A; it can operate in a smaller space than Alternative A can operate and requires more space than Alternative C. It provides about the same degree of control as Alternative C but less than Alternative A, and, the burden on other offices and bureaus on this option is greater than in A but less than in C.

(3) Alternative C Creates The Smallest Bureaucracy But Puts The Most Burden On The Geographic And Technical Office Staffs

The most compelling advantages of Alternative C are that it involves the least disruption to the status quo, contributes least to the bureaucratic structure and requires the smallest direct costs. Control and response preparation are almost entirely decentralized; procedures would not be changed fundamentally from the current practices but

merely tightened up and supported. There would be no duplication of files and records. If the system operates as it is intended, most requests would pass through an office or bureau level control point and thus, most requests (possibly more than in the two other alternatives) would be controlled and processed correctly.

The major disadvantage of this alternative, of course, is the very large number of control points in the system. A system which hinges on the personal responsibility of more than a dozen individuals (i.e., the Correspondence Coordinators) is somewhat risky. It is especially fallible if there is no central authority or oversight responsibility within the Agency. Without the continuous and enthusiastic support of top management in each office or bureau, this alternative could easily degenerate into a replica of the system now in operation.

Another point worthy of consideration is the possibility of requests defaulting heavily to OPA or DIU. While the system clearly outlines the conditions under which this should occur, the habitual thinking of agency personnel may nullify newly established procedures which rely on an "honor system."

4. ALTHOUGH ALTERNATIVE A HAS THE HIGHEST DIRECT COSTS, IT IS RECOMMENDED AS THE OPTION WITH THE HIGHEST PROBABILITY OF SUCCESS

Along with the Department of State, the Agency for International Development is in a unique position among Federal agencies; it enjoys no natural American public constituency. Unlike HEW, HUD, USDA or DOL, whose services and programs make daily contact with the American citizenry, AID attends to a foreign clientele, providing services that are, at best, remote and, at worst, a complete mystery to U.S. taxpayers. Thus, the Agency has both a greater need and a more challenging responsibility for building a U.S. constituency. One of the most fruitful approaches to this challenge is to cultivate an audience consisting of the American public who, for whatever personal or random reasons, express an interest in the Agency and its programs. This can be done best by providing prompt, courteous, and responsive replies to letters of inquiry--whatever the nature of the request.

Implementation of any of the three alternatives will improve AID's ability to be responsive to the public. We recommend that Alternative A be given the most serious attention by AID management, believing that it will put the Agency in the best light with the public. The higher investment of resources required by Alternative A is justified, we feel, by the correspondingly high probability of success, measured in terms of:

- Timely, consistent, and appropriate responses.
- Ability of the organization to withstand the pressures of time and shifts in Agency organization staffing.
- Easy and wide acceptance throughout the Agency.
- Reduced conflict and tension that has, in the past, resulted from an unclear division of responsibility.

The State Department has made a large, and apparently profitable, investment in public liaison; AID should do no less. If, however, Alternative A is rejected because of limited resources, then we recommend that Alternative B be accepted as a reasonable compromise.

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This individual also receives many telephone calls from the public. Several years ago his telephone number was published in a syndicated column and identified as the number to call for information about AID. Thus, a *de facto* telephone inquiries service was created by chance; resources to support the service have never been made available.

OPA receives an average of 245 incoming mail requests per month, 15 percent of which are FOIA or Privacy Act requests and are referred to OPA/PI. The Research Librarian screens the non-FOIA and non-Privacy Act requests and is able to satisfy 60 percent of the requests using 1) the 18 documents in his inventory, 2) the Catalogue of Research Literature for Development or 3) abstracted information from general reference books at his disposal. In addition, an average 176 telephone requests are received by OPA per month; about 60 percent of them are also handled by the Research Librarian himself. Thus, a full forty percent of the requests received by OPA are not responded to or controlled by OPA and, as a result, OPA is not in the position to assure that the public information activity is being performed well.

(2) The Development Information Centers Are The Largest Single Repository Of Information And Therefore Are Called Upon To Respond To Many Requests

The Office of Development Information and Utilization (DS/DIU) administers the Development Information Centers (DIC) to provide "professional library and reference services to technical information flowing from DS and Geographic Bureau supported research activities." While Handbook 17 states that the Development Information Center "serves as the focal point for development information inquiries from the field, LDCs and the general public," the primary function of DS/DIU is to provide a "comprehensive program of development information service to Missions and Bureaus."

- In supporting DS technical offices, geographic bureaus, other AID offices and collaborating institutions, DS/DIU:
 - Provides access to stored technical and experimental information.
 - Interprets requests for information.
 - Routes substantive requests to DS technical experts for evaluative response.

- Makes comprehensive literature searches.
- In supporting Mission and LDC institutions, the division also provides assistance in the development of technical libraries and documentation systems.

The two Development Information Centers--located in Room 1656 in the State Department building and Room 105 in the Rosslyn Plaza Center--are staffed by six librarians who satisfy an average of 530 requests per month. The procedure for responding to these requests is diagrammed in the flow chart in Exhibit III-3. Less than 25 percent of the requests handled by DIC are addressed directly to the library. The other 75 percent have been referred to DIC by the SER/MO Mail Room, (i.e., mail with an invalid address) or by another office.

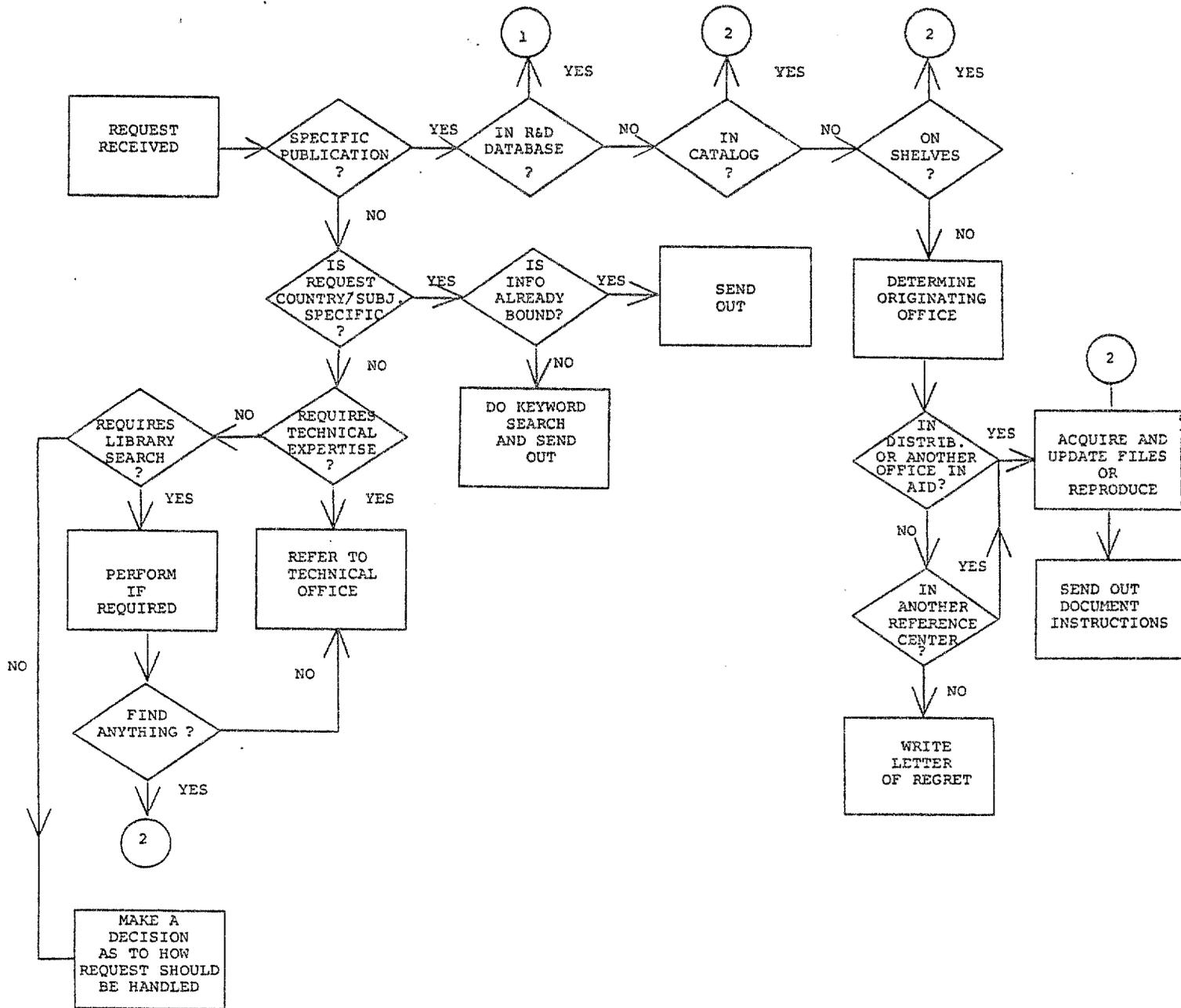
About 25 percent of the requests received by DIC are from the public (i.e., not from LDC, Mission, AID/W, PVO or collaborating institution staff). DIC attempts to satisfy as many requests as possible, including public requests which have been referred by OPA, even though DIC's official mandate does not require that it serve the public. DIC also bears a large *de facto* responsibility for serving members of the public who "walk in" with a request for information or assistance.* DIC's response rate is about 85 percent. When unable to make a direct response, DIC communicates directly with the requester if the document cannot be located within AID or if the document can be obtained from another government agency or private organization. Only rarely will DIC refer a request elsewhere within AID for a response.

DIC has no internal controls for monitoring or keeping track of requests and feels that none are needed because most of the response work is completed by library staff. They do not track the occasional referrals sent to another office or bureau for action. DIC has the technical capacity to respond to many requests, having the following resources at its disposal:

- AID Research and Development Abstracts (ARDA) (Quarterly publication)
- Development Information Systems, (on-line):
 - Research and Development Data Base
 - Project Data Base

*These walk-ins are included in the 530 monthly workload cited above.

EXHIBIT III-3
DIC OPERATIONS



- Bibliographic Data Base

- Card catalogs for about 60,000 volumes
- Shelf materials (e.g., reference materials, periodicals)
- Government Printing Office Repository Library
- External data bases, such as National Technical Information Service (NTIS) (on-line)
- AID liaison librarian in the USDA National Agricultural Library
- Project literature
- Interlibrary loan program
- AID Funded Regional Information Centers (e.g., Population Information Center at George Washington University and the Appropriate Technology Information Center, University of Georgia).

(3) The Office Of The Executive Secretary And The Office Of Legislative Affairs Have Well-Defined Areas Of Responsibility And Highly Formalized Systems For Controlling Certain Types Of Requests

Two types of requests receive special attention: those addressed directly to the Administrator or Deputy Administrator and those from a member of Congress. ES and LEG, respectively, operate long established, very formalized and effective systems for handling these special categories of requests.

Although the scope of this study did not anticipate major changes in these existing systems, it did review the ES and LEG operations to identify practices that might be useful in establishing a better system for general requests.

As the Agency's liaison with the Congress, LEG has established a small Congressional Inquiries staff. In contrast with the ES staff which rarely prepares a direct response, LEG staff most frequently obtains the necessary information from other offices and bureaus and prepares and sends the response directly. Agency staff are allowed three working days to provide the information requested in a "Congressional" and LEG staff monitors this deadline closely.

As the channel of communication between the Office of the Administrator and the Agency's senior staff, ES has established a correspondence control system to ensure that all

WORKLOAD FACTORS FOR THE
PUBLIC INFORMATION ACTIVITY

AVERAGE TIME REQUIRED TO PROCESS A REQUEST*

1. OPA Research Librarian (85%^{1/}x 1656^{2/}) ÷ (4500 requests)^{3/} = 19 minutes per request
 FOIA Officer (15%^{1/}x 1656^{2/}) ÷ (800 requests)^{4/} = 19 minutes per request
2. DIC (6 Librarians) x (60%^{1/}x 1656^{2/}) ÷ (7480 requests)^{3/} = 47 minutes per request
3. ES (4 Analysts) x (100%^{1/}x 1656^{2/}) ÷ (6700 requests)^{3/} = 1 hour per request
4. State Telephone (4 staff) x (100% x 1656) ÷ (10,008 requests)^{3/} = 39 minutes^{5/} per request
 Written (13 staff) x (100% x 1656) ÷ (53,400 requests)^{3/} = 24 minutes ^{5/} per request

STAFF-TO-REQUEST WORKLOAD RATIO
(ANNUAL)

- | | | | |
|---------------|---------|---------------------------|---------|
| 1. <u>OPA</u> | 1:5,300 | 4. <u>State-Telephone</u> | 1:2,502 |
| 2. <u>DIC</u> | 1:2,078 | 5. <u>State-Written</u> | 1:4,108 |
| 3. <u>ES</u> | 1:1,675 | | |

*Staff and request volume based on office management reports and AID staff estimate.

- ^{1/} Estimated percentage of available time spent processing requests.
- ^{2/} Available hours per year less vacation and sick and 10 percent down time.
- ^{3/} All requests, including some not from the public.
- ^{4/} Non-FOIA only.
- ^{5/} During startup period, expected to decrease overtime as service becomes more widely known.

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analyzing these figures. Some anomalies are not immediately apparent but, nonetheless, greatly affect the comparability of the calculations. For instance:

- The staff who perform these tasks are not all engaged in comparable activities.
 - In OPA, there is no control, only 60 percent of the requests are filled directly and OPA rarely performs library work to prepare the response.
 - In DIC, there is no control, 85 percent of the requests are responded to directly and considerable library work is required.
 - In ES, extensive and unrelenting control is performed with virtually no intra-office service delivery.
 - In State, the telephone service is only recently implemented and, so, not yet up to full capacity. Almost all written requests are responded to with materials on hand and a computer generated letter.
- The types of requests vary considerably. Most of DIC's requests, for example, are not from the public but, rather, from technical staff of PVOs, Missions, AID/W, and LDCs. Whereas OPA's requests are more likely to come from the general public and range in their technicality.
- The resources available for responding to the requests vary among the offices and, consequently, so does the time required to respond. In State, for example, a personal response is provided for each request, whereas OPA rarely prepares a personal letter.

In spite of their shortcomings, the data in Exhibit III-5 do provide some general guidelines concerning reasonable work levels. These productivity measures are used in Chapter IV to staff the three alternative solutions.

3. A NUMBER OF FACTORS COMPLICATE THE PROCESS OF THE RESPONDING TO PUBLIC INQUIRIES

There are a number of factors which transcend the inadequacies of existing policies and procedures related to public information

SUMMARY OF MAJOR CHARACTERISTICS OF THE THREE ALTERNATIVES

ALTERNATIVE	RECEIPT AND DISTRIBUTION			CONTROL			RESPONSE PREPARATION		
	OPA	DIC	OTHER OFFICES AND BUREAUS*	OPA	DIC	OTHER OFFICES AND BUREAUS*	OPA	DIC	OTHER OFFICES AND BUREAUS*
<p>A: Centralized Receipt and Distribution, Control and Response Preparation in the office of Public Affairs</p>	<p>Reviews all mail which does not have a valid address and routes, as appropriate</p> <p>Receives central telephone requests</p>	<p>Continues to receive requests addressed directly to DIC, but may forward requests from the public to OPA for control and action</p>	<p>Continues to receive requests directly from the public. If the request is not related to material controlled in that office, the request is forward for control and action by OPA</p>	<p>Controls all written and telephone requests which come to its attention, across office and bureau boundaries</p>	<p>Internal controls only</p>	<p>Internal controls only</p>	<p>Assembles relatively large holdings, maintains DIL, conducts library searches and makes minimal referrals</p>	<p>Prepares responses to requests from DFCs, Missions, PVO and AID/W requests</p>	<p>Prepares responses to scientific, technical and policy question for which OPA cannot provide an adequate response</p>
<p>B: Centralized Control in OPA with Response Preparation Performed by Office and Bureaus with Primary Access to Records Required to Provide the Response</p>	<p>Receives mail addressed to OPA (via SER/90 Mail Room) and requests from Mail Room and other offices and bureaus if the request is for general information. Receives central telephone requests</p>	<p>Receives mail addressed to DIC from public and from DFC, AID/W, PVO and Mission requests. Routes requests for general information to OPA</p>	<p>Receives mail addressed directly to office and Bureau or routed from Mail Room. Retains requests that rely on in-office information. Sends all requests it cannot answer to OPA for action and control.</p>	<p>Controls and tracks requests across bureau and office boundaries</p>	<p>Internal controls only</p>	<p>Internal controls only</p>	<p>Assembles a modest inventory of documents, maintains DIL, refers requests that cannot be answered with information on hand</p>	<p>Prepares responses to all public requests when DIC is the primary source of information</p>	<p>Prepares responses to all public requests when office or bureau is the primary source of information</p>
<p>C: Decentralized Receipt, Control, and Response Preparation by All Offices and Bureaus</p>	<p>Receives mail addressed directly to OPA and Mail Room referrals containing requests for general information. Receives and distributes central telephone calls</p>	<p>Receives mail addressed specifically to DIC and Mail Room referrals containing requests for publications</p>	<p>Receives mail addressed specifically to office or bureau and Mail Room referrals containing requests related to functional responsibility of office or bureau</p>	<p>Controls all requests that come to its attention; controls cross-office and bureau boundaries</p>	<p>Controls all requests that come to its attention; controls cross office and bureau boundaries</p>	<p>Controls all requests that come to its attention; controls cross office and bureau boundaries</p>	<p>Collects only documents containing the most general information about AID.</p> <p>Responds directly only to requests that can be satisfied by information on hand</p>	<p>Maintains DIL and prepares responses to the public when DIC is primary holder of records related to the request.</p>	<p>Prepares responses when office or bureau is primary keeper of records that contain desired information</p>

*Does not refer to current procedures in ES or DIL.

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guidelines described in this chapter and to the changes in Handbook 18. Exhibit IV-3, provides draft Handbook changes. Exhibit IV-4, is a flow chart describing the major processes and procedures required to implement Alternative A. These procedures are also described below:

- Mail received by AID without a valid address or addressed to OPA: OPA would assume the role now played by the SER/MO Mail Room and review all mail which does not have a specific valid address. Letters would be referred out of OPA without further control if they are related to Personnel Management, Contracts Management, routine passport processing, or are addressed to the Administrator or Deputy Administrator. They are also referred if the requestor is a member of Congress or from AID/W, Missions, LDCs or PVOs (referred to LEG and DIC respectively). All, other written requests would be logged and filed using the system shown in Appendix A and would be controlled by OPA until the request is satisfied.

- Written requests received by other offices and bureaus directly from the public: For a variety of reasons (e.g. prior relationships, knowledge of Agency organization and functions), other offices and bureaus will continue to receive written requests directly from the public. These offices and bureaus have four possible means of handling the request:
 - If the office or bureau is able to respond to the request with readily available materials, it *must* respond to the request without involvement by OPA. The office or bureau may, at its own discretion, provide OPA with an information copy* of the request and the response.

 - If the request is clearly related to personnel, contracts, and the Administrator

* There are two conditions under which OPA should be informed of requests. First, if the request is related to an issue of widespread public concern and might help OPA keep in touch with public attitudes, and, second, if the response provided might help OPA respond to a similar request (directly) in the future.

or Deputy Administrator, FOIA, Privacy Act, EO 11652, or if it is from a member of Congress, it should be forwarded directly to the cognizant office (see page IV-4). These requests need not be controlled by the initial bureau or office that receives them and should not be sent to OPA.

- If the request is related to materials held by the office or bureau but will require substantial research, or if it is related to more than one office or bureau, it should be forwarded to OPA. OPA may then, in turn, request assistance from the initial office or bureau but OPA would assume responsibility for managing the response preparation.

- If the request does not fall into the three categories described above, it should be forwarded to OPA for control and action. The initial office or bureau should not route requests outside its own boundaries except to OPA (and the other exceptions noted immediately above). It may, however, advise OPA of the appropriate locus of referral, if known.

• Telephone requests received by OPA: OPA would operate a widely publicized telephone inquiries service. Telephone calls received by OPA (directly from the public, via the Centrex operator, or referred from another office or bureau) may be handled in a number of ways. In all cases, the objective of the telephone inquiries service is to minimize caller frustration and expense. The desires of the caller would determine which of the following courses of action are to be pursued:

- The call may be transferred or referred *only* if 1) OPA knows with certainty that the name and number provided to the client will provide an adequate response and 2) the caller wishes to place another call. These calls include those related to PM, CM, passports and LEG and ES affairs, as well as those in which the caller wants to locate an individual, an organizational entity or an office responsible for a specific project or policy. The OPA Public Information Specialist would have at least a two station rotary so that the appropriateness of the referral can be validated while the caller is placed on hold.

- The call may be developed into a "written request" (i.e., a clear, specific message will be taken). This written request would then be handled in one of two ways: 1) if it is related to PM, CM, LEG, ES, or State matters, it is referred without further control, 2) if it is not related to these five categories, it is retained and processed by OPA as if it were a letter. Regardless of the action taken, the number and nature of all incoming calls would be recorded for management purposes. (See Appendix A)

● Telephone requests received by other offices and bureaus: Despite the installation of a centralized telephone inquiries service, each office and bureau will continue to receive calls directly from the public. These offices and bureaus have two primary responsibilities regarding telephone calls from the public:

- First, the individual in the office or bureau who initially receives the call must attempt to satisfy the request with information available in that office or bureau. If the call can be handled within the office or bureau, the call is transferred for response within the bureau or a message is taken. If a message is taken, the initial recipient must be certain that the message is clear and specific. OPA is to be notified of the call and the action taken only under the circumstances described in the footnote on page IV-7. In all cases, the initial office or bureau should avoid repeated transferring of the call from one location to another without first ascertaining the precise location of the requested information.
- Second, if the recipient of the call determines that the office or bureau cannot respond to the request with materials readily available in that office or bureau, the call would be transferred to the telephone inquiries services in OPA. If the call is long distance, the office or bureau may offer to have OPA return the call so that the caller will not be forced to pay an additional toll charge. OPA will then process the call as discussed on page IV-8.

Once OPA receives a *bona fide* request via 1) its own mail review, 2) referred mail requests, 3) a direct call to the telephone inquiries service or 4) a referred telephone call, it has several major responsibilities:

- First, all requests must be logged and tracked until a satisfactory response is made. (See Appendix A).
- Second, OPA has the major responsibility for preparing the response. The major objective of this alternative is to minimize the burden on the other bureaus and offices. Nonetheless, offices and bureaus may still be asked to assist in three situations:
 - When the request is highly technical and complex
 - When the question involves a policy that is not well defined or is very sensitive
 - When the material that OPA is able to identify appears insufficient, the bureau or office may be asked to review the response to verify its completeness or provide additional information

OPA will be responsible for carrying out a number of activities related to this new control and response preparation activity:

- Create And Maintain A Reference And Resource Library: This library would contain bulk copies of all OPA publications and copies of documents published by other offices and bureaus in sufficient quantity to satisfy demand. It would also contain copies of reference material (e.g., Congressional Presentation, "Green Books", AID Handbooks, and DIC reference catalogues) from which commonly received requests can be answered. The Document Inventory List, discussed on page IV-2, is a major mechanism for keeping the library current.
- Publish New Documents To Satisfy Common Requests: Using the request logs, OPA would monitor the nature of public requests to identify topics for which no documentation currently exists. This may include reissues of out-of-print documents,

original writing of new materials, or printing excerpts of compilations from existing documents.

- Become Familiar With And Employ The DIC Resources: Under this option, DIC libraries remain responsive primarily to LDC, AID/W, PVO and Mission clientele, as well as to walk-ins. The OPA Public Information Specialist would be expected to use DIC resources to obtain needed information. These resources include computerized data bases, card catalogues, and shelf material.
- Identify And Track Delinquent Responses Which Have Been Referred To Other Bureaus And Offices: OPA staff would assign reasonable due dates to each referral based upon the perceived urgency of the request and the difficulty of preparing a response.
- Ongoing Assessment Of OPA's Resources To Handle Its New Responsibilities: Because the statistics on which the staff projections are based are so tentative and incomplete, this would have to be monitored carefully; it is possible that additional staff will be required as Agency staff come to rely on OPA more and more to control and prepare responses to requests.
- Sponsor Periodic (At Least Semi-Annual) Campaigns: These Agency-wide promotional activities would inform staff of new procedures and resources and remind them of their responsibility.

(2) Under Alternative A, OPA Will Require About Four New Staff Positions, Additional Space, And Word Processing Equipment

Alternative A requires substantial increases in staff and other resources in OPA. The large increase in responsibilities, which will include the majority of receipt and distribution, control, and response preparation sub-activities, would require the addition of:

- Between one and two full-time equivalent Public Information Specialists (GS 9): As described in the position descriptions in Appendix B, these individuals would be responsible for managing the Document Inventory List, preparing the majority of responses, and, in general, managing the public information activity (non-FOIA only).

- Between two and three full-time equivalent Public Information Specialists (GS 7):
The position descriptions for these individuals are also contained in Appendix B. They would operate the central telephone inquiries service, review and route mail, and prepare responses that can be answered with information on hand in OPA.

Exhibit IV-5 provides the assumptions regarding work load and productivity that were used to develop these estimates and shows that 1.7 GS 9 and 2.7 GS 7 staff are needed. If this alternative is selected, we recommend that two people be hired full-time for each grade and existing OPA staff be used to take up the slack. If this is not possible, several other courses of action are available:

- Hire two GS 9 and two GS 7 staff until the workload can be determined with more certainty.
- Hire one GS 9 and three GS 7 staff under the same condition.

Other resources are required to implement this option:

- Space: In many ways, space in AID is a more sparse resource than personnel. The Agency is already physically dispersed and virtually every office and bureau now experiences some inconvenience due to inadequate or physically disparate space. Nonetheless, the success of this alternative rests, to a large degree, on having adequate, contiguous space to house the new staff and library. Working space for four and shelf space for 500 to 800 documents are required. It would be most desirable to have this space located near or in the OPA/PI staff, since the new staff reports to the Chief of the Staff and so that the PI staff can also have access to the materials. In any event, this staff must be located in the New State Building, rather than in Rosslyn, so that proximity to the DIU is assured.
- Word Processing Equipment: Word processing equipment would be useful (although not essential) in implementing this alternative. This equipment can help support three major functions of the new staff:

- Maintain the Document Inventory List. The list can be stored on the word processing equipment and easily updated.
- Prepare responses to common requests. At a minimum, standard introductory and closing paragraphs can be employed. Other uses include: (1) preparing instructions for ordering publications, (2) notifying requesters that the information they seek is out of print or unavailable, (3) handling peak request issues, such as requests for the CP when it is first published and policies on international news items that generate considerable levels of requests.
- Query the R & D data base in the DIU to obtain information on publications and prepare bibliographies.

As can be seen from Exhibit IV-6, these functions would require only about a quarter of the available annual machine time for a stand-alone word processor. Thus, it is only feasible to procure this equipment if other activities of OPA (or even of offices and bureaus outside of OPA) will use the balance of the machine time. Exhibit IV-6 also indicates some of the other OPA functions that might be assisted by word processing and the estimated level of usage. Both of these functions combined would utilize 87 percent of the available time of the word processor, making this an efficient, cost-effective addition to the alternative.

Other resources are also required but cannot be easily costed. For example, furniture, telephone connections and long distance service and additional supervisory time would be required. The direct ongoing costs of \$62,720 for this alternative do not include these indirect costs.

2. ALTERNATIVE B: CENTRALIZED CONTROL IN OPA WITH RESPONSE PREPARATION PERFORMED BY OFFICES AND BUREAUS WITH PRIMARY ACCESS TO RECORDS REQUIRED TO PROVIDE THE RESPONSE

As we discussed earlier, the ambiguity and lack of precision in Agency guidance is one cause of the current problem. Alternative B proposes to clarify the existing guidance to reflect what, we are told, was the original intent of the guidance. Specifically, the premise for Alternative B rests on two assumptions:

- Monitoring trends in the types of information requested so that OPA can produce a wide range of general purpose documents for use in responding to the public.

Third, OPA would be responsible for launching periodic (at least semi-annual) campaigns to inform other Agency offices and bureaus of their ongoing responsibilities to the public.

(2) Other Offices And Bureaus, Particularly DIC, Will Retain Responsibilities Under This Alternative

The increased scope of activities for OPA does not relieve other offices and bureaus of their responsibilities to the public. DIC especially bears a new responsibility for responding to the public where, in the past, their primary responsibility was to clientele comprised of LDC, Mission, PVO and AID/W requestor. DIC continues to be responsible for providing assistance to members of the public who wish to personally visit the DIC libraries (i.e., "walk-ins").

Other offices and bureaus will be expected to be responsive to referrals from OPA, to assist in keeping the Document Inventory List current, and in forwarding the requests they cannot handle to OPA for action.

(3) Under Alternative B, OPA Will Require One or Two New Staff Positions, Additional Space, And Word Processing Equipment; DIC Will Require One New Staff Position

Alternative B requires an increase in staff and other resources in both OPA and DIC. The increase in responsibilities would be prepared by OPA and DIC, and would require the addition of:

- Between one and two full-time equivalent Public Information Specialists (GS 9) in OPA: As described in the position descriptions in Appendix B, these individuals would be responsible for maintaining the Document Inventory List, operating the central telephone inquiries service, preparing responses that can be answered with materials on hand, and controlling requests which are referred to other offices for response.
- One full-time equivalent Public Information Specialist (GS 7) in DIC: The position description for this individual is also contained in Appendix B. The Specialist would be responsible for handling public inquiries that are addressed specifically to DIC or referred

by OPA to DIC. This individual would maintain close contact with OPA's Public Information Specialist to ensure that the Document Inventory List remains current and response resources are optimized.

Exhibit IV-9 provides the assumptions regarding workload and productivity that were used to develop these estimates and shows that 1 GS 9 and 1.4 GS 7 staff are needed by DIC and OPA respectively. If this alternative is selected, we recommend that two people be hired full-time for OPA rather than hiring a part-time individual. In this way, OPA's telephone and mail functions can be separated, and tighter control can be exercised over referred requests. If this is not possible, existing staff in OPA would have to assume responsibility for the part-time workload. Other resources are required to implement this alternative:

- Space: The observation made on space in Alternative A is equally valid for Alternative B. The matter is tempered, however, by the lessened space requirements in this alternative. With the renovation of the library in Room 1656, space is available for the Public Information Specialist in DIC. This individual would set up shop in the "public reading area" already established by DIC. It is most desirable if the OPA Public Information Specialist(s), the telephone service, and the OPA Reading Room can be housed on the fourth floor in the area of the office of the Deputy Director of OPA.
- Word Processing Equipment: Word processing equipment would be useful (although not essential) in implementing this alternative. This equipment can help support two major functions of the new staff:
 - Maintain the Document Inventory List: The list can be stored on the word processing equipment and easily updated.
 - Prepare responses to common requests: At minimum, standard introductory and closing paragraphs can be employed. Other uses include: (1) notifying requestors that the information they seek is out of print or unavailable, (2) handling peak request issues, such as requests for the CP when it is first published and policies on

by OPA to DIC. This individual would maintain close contact with OPA's Public Information Specialist to ensure that the Document Inventory List remains current and response resources are optimized.

Exhibit IV-9 provides the assumptions regarding workload and productivity that were used to develop these estimates and shows that 1 GS 9 and 1.4 GS 7 staff are needed by DIC and OPA respectively. If this alternative is selected, we recommend that two people be hired full-time for OPA rather than hiring a part-time individual. In this way, OPA's telephone and mail functions can be separated, and tighter control can be exercised over referred requests. If this is not possible, existing staff in OPA would have to assume responsibility for the part-time workload. Other resources are required to implement this alternative:

- Space: The observation made on space in Alternative A is equally valid for Alternative B. The matter is tempered, however, by the lessened space requirements in this alternative. With the renovation of the library in Room 1656, space is available for the Public Information Specialist in DIC. This individual would set up shop in the "public reading area" already established by DIC. It is most desirable if the OPA Public Information Specialist(s), the telephone service, and the OPA Reading Room can be housed on the fourth floor in the area of the office of the Deputy Director of OPA.

- Word Processing Equipment: Word processing equipment would be useful (although not essential) in implementing this alternative. This equipment can help support two major functions of the new staff:
 - Maintain the Document Inventory List: The list can be stored on the word processing equipment and easily updated.

 - Prepare responses to common requests: At minimum, standard introductory and closing paragraphs can be employed. Other uses include: (1) notifying requestors that the information they seek is out of print or unavailable, (2) handling peak request issues, such as requests for the CP when it is first published and policies on

Of course, the strengthening of the control function at this level *does not* relieve the other organizational entities at lower levels of their responsibility for establishing management controls on all correspondences. These organizations should continue to comply with the guidance in Handbook 21.

(3) Responses Will Be Prepared By The Office Or Bureau Which Has Control Over The Records In Question

The Document Inventory List would be used to help establish the office or bureau with cognizant authority over the requested information. Each office and bureau is expected to provide the necessary information and be responsive in fulfilling requests that originate in the office or bureau or that are referred there. Because of DIC's vast holdings, many requests for information will be referred there for action (for preparation, not control). Other offices and bureaus must refrain from sloughing requests to DIC when the information is also available in the office or bureau. Finally, each office and bureau would be required to help DIC staff keep the Document Inventory List up to date by alerting them to new publications and significant changes in available quantities.

(4) Alternative C Will Require About Two New Staff Positions, Additional Space, And Word Processing Equipment

Alternative C requires minimal increases in staff and other resources in OPA and DIC. The incremental responsibilities, which would include the addition of a central telephone inquiries service in OPA and the new public inquiries responsibilities of DIC, would require the addition of:

- One full-time equivalent Public Information Specialist (GS 9) in DIC: As described in the position description in Appendix B, this individual would be responsible for managing the Document Inventory List and preparing the DIC responses.
- One full-time equivalent Public Information Specialists (GS 7) in OPA: The position description for this individual is also contained in Appendix B. He or she would operate the central telephone inquiries service; review, route and control mail addressed specifically to OPA; and prepare responses that can be answered with information on hand in OPA.

5. EACH OF THE ALTERNATIVES HAS DISTINCT ADVANTAGES AND DISADVANTAGES

As is evident from the preceding sections, the alternatives vary considerably in the locus of responsibility for receipt and distribution of public requests, for control over requests, and for preparation of responses. They also vary in start-up and ongoing costs. Each configuration of responsibility is associated with some important advantages and some disadvantages that require serious weighing by AID management. Exhibit IV-17 summarizes the primary benefits and limitations of each alternative and these are described more fully below:

(1) Alternative A Provides The Greatest Assurance That Public Requests Will Receive Prompt, Courteous Attention But Has The Highest Direct Cost

Alternative A provides the greatest degree of centralization and, consequently, has the greatest chance of success in providing adequate, timely responses. At the same time it has the highest direct costs for implementation and for ongoing operations. This alternative also has these advantages:

- OPA's current mandate strongly suggests that OPA has main, if not primary, responsibility for public requests. Under this alternative, OPA would have the resources necessary to carry out this mandate in a manner that satisfies the overall Agency objectives related to public responsiveness.
- OPA is widely viewed throughout AID as the Office with ultimate and primary responsibility for handling this important function. There would be little disagreement among Agency staff and organizational entities if OPA is asked to increase its role, whereas, in the other options, considerable in-fighting and disagreement about the precise division of responsibility may occur. Equally important, the response burden on the other offices and bureaus can be kept to an absolute minimum. This means that these staff can have more time for their primary responsibilities. It also means that when a referral is required, other office and bureaus would be more likely to be responsive.
- Regardless of the role OPA plays in providing responses to individual public requests, it would continue to perform many public liaison functions.

To perform these other activities adequately, OPA must be sensitive to and knowledgeable about the current attitudes and concerns of the public. It is difficult to keep tabs on these ever-changing sentiments unless the letters and telephone calls from the public are monitored closely. Although the other alternatives contain some mechanisms for providing feedback to OPA, they would not provide it as completely and as sensitively as in Alternative A.

- Considerable concern has been expressed about the disparity with which FOIA and non-FOIA requests are processed. Regulation 12 states clearly that a *bona fide* FOIA request must be clearly marked as such. Nonetheless, the spirit of the Act suggests that all requests from the public be handled expeditiously and equitably. Under this alternative, non-FOIA requests would not be subjected to the very stringent procedural requirements of the FOIA regulations. They would, however, be handled in the same office, by the same staff, and with the same resources used in responding to FOIA requests. Non-FOIA requests would also be handled by a staff whose *primary* purpose is service to the public, whereas, in other Alternatives, the office in which the cognizant staff reside is concerned with other, often conflicting priorities; in these latter cases, the needs of the public may be more easily subjugated than in Alternative A.
- Although the direct costs of implementing and operating this alternative are greater than the costs of the other alternatives, this Alternative is the most efficient overall. In this option, the great majority of the costs associated with responding to the public are centralized in OPA and, therefore, easily measurable. In the other alternatives, the response burden is dispersed throughout the Agency and is "hidden" in the overall costs of the other offices and bureaus. If these hidden costs could be measured, we believe that they would exceed the costs of operating a central correspondence control service in OPA, for a number of reasons:
 - The dispersed staff required to provide the responses in Alternatives B and C are not highly trained in locating information or in preparing diplomatic, courteous requests to the public. Staff in Alternative A are more

specifically trained and equipped to provide this service quickly and effectively.

- The information is located at numerous points throughout the Agency, so many requests have to pass through at least two parties for a response; in Alternative A, a great deal of the information is available in OPA, and, thus routing and referrals are kept to a minimum.
- In the other Alternatives, staff may be tempted to overlook or "lose" requests, rather than prepare a reply. In Alternative A, even the most delinquent staff may be motivated to pass the requests on to OPA, since OPA would, in many, many cases, prepare the response itself rather than pass the burden back to the other offices and bureaus.
- Currently, many letters (containing requests and other information) are received with invalid addresses; the SER/MO Mail Room lacks the resources to refer these letters with precision and, as a result, many requests fail to come to the attention of the proper office. Under Alternative A, these requests have a greater chance of being identified and processed promptly and accurately.
- Finally, this alternative would resolve the current ambiguity between the roles of DIC and OPA. The relative responsibilities of the two offices would be demarcated by clientele: OPA would be responsive to the public (including US universities, corporations, and foreign requesters not from an LDC)

These advantages must be weighed against the drawbacks of Alternative A which include these:

- OPA's current Reading Room holdings are very modest so a considerable effort must be made to develop the required inventory.
- Considerable training of new staff would be required whereas, in the other Alternatives, new staff will be co-located with existing staff and can therefore be trained by staff who already perform similar and related activities.

The largest space is required by this Alternative, and in AID, space is exceedingly difficult to

obtain. Without adequate contiguous space, this alternative could fail, even if all other resources and procedures are adequate.

- Because the request would be handled in the same office as FOIA requests, staff may experience some conflict in priorities between FOIA requests (with their legally binding due dates) and non-FOIA requests. Unless spheres of responsibility are clearly defined, the non-FOIA staff may be pressured to attend to FOIA requests, to the detriment of other public inquiries.

(2) Alternative B Relies On Existing Collections Of Information But May Cause Confusion Over Roles And Responsibilities

The primary advantages of Alternative B are:

- It relies on existing patterns of record keeping and, thus, does not duplicate inventories and other records held and controlled by other offices and bureaus.
- Responses are made by the office or bureau most knowledgeable about the subject.

Ironically, these two strengths contribute to the major disadvantages of the alternative:

- The control responsibility is separated from the response preparation responsibility. This increases the difficulty of managing the response effort and, consequently, reduces the likelihood of success for the system.
- The burden for responding falls on the geographic and technical offices, a responsibility they are often unwilling to assume.
- It is sometimes difficult to determine precisely which office or bureau has "primary" control over the subject records and this may lead to disagreements about roles among the offices.

These issues comprise the crux of the debate about Alternative B. This alternative is a compromise between Alternative A and C. It requires less start-up and direct costs than Alternative A; it can operate in a smaller

space than Alternative A can operate and requires more space than Alternative C. It provides about the same degree of control as Alternative C but less than Alternative A and, the burden on other offices and bureaus on this option is greater than in A but less than in C.

(3) Alternative C Creates The Smallest Bureaucracy But Puts The Most Burden On The Geographic And Technical Office Staffs

The most compelling advantage of Alternative C is that it involves the least disruption to the status quo, contributes least to the bureaucratic structure and requires the smallest direct costs. Control and service delivery are almost entirely decentralized; procedures would not be changed fundamentally from the current practices but merely tightened up and supported. There would be no duplication of files and records. If the system operates as it is intended, most requests would pass through an office or bureau level control point and thus, most requests (possibly more than in the two other alternatives) would be controlled and processed correctly.

The major disadvantage of this alternative, of course, is the very large number of control points in the system. A system which hinges on the personal responsibility of more than a dozen individuals (i.e. the Correspondence Coordinators) is somewhat risky. It is especially fallible if there is no central authority or oversight responsibility point within the Agency. Without the continuous and enthusiastic support of top management in each office or bureau, this alternative could easily degenerate into a replica of the system now in operation.

Another point worthy of consideration is the possibility of requests defaulting heavily to OPA or DIC. While the system clearly outlines the conditions under which this should occur, the habitual thinking of agency personnel may nullify newly established procedures which rely on an "honor system."

PART B: OTHER OPTIONS

The three alternatives described in Part A represent what we believe are the most viable and acceptable choices. There are, in addition, several other choices which were considered during the course of the study and rejected for a number of reasons. To spare the reader the chore of envisioning these options and weighing their pros and cons, we will discuss each of these rejected alternatives briefly and present the reasons for the rejection.

V. RECOMMENDATIONS

In summary, we believe that there are several strategies available to AID for improving the manner in which the public information activity is performed. Some of these are generic, applying equally to all three suggested alternatives. As discussed more fully in Chapter IV, these include:

- A centralized telephone inquiries service should be established in OPA to receive and route calls from the public.
- The AID telephone directory should be improved to highlight the existence of the telephone inquiries service; a functional directory should also be included to help the public find the offices most commonly desired (e.g., personnel and contracts).
- Receipt and distribution of mail should be limited to invalidly addressed mail; all letters with a valid address should be forwarded directly to the addressee, without intervention by OPA or the SER/MO Mail Room.
- A strong degree of control is essential, regardless of the office from which it is exercised.
- An inventory of available AID publications (i.e. the Document Inventory List) should be developed and maintained to assist the cognizant office(s) in locating the appropriate source of information requested by the public.
- OPA and DIC should be added to the list of offices that routinely review (for information purposes only) the order requests to publish new AID documents (i.e. GPO form 3019).
- Additional, adequately trained and skilled staff should be hired, and their new responsibilities clearly spelled out.
- Regardless of the alternative selected, all offices and bureaus in AID should be made aware of the new procedures and of their continued involvement in assuring that the new procedures operate effectively.

- Procedures for processing certain categories of requests should not be changed and these requests should not fall within the jurisdiction of the office(s) which assumes responsibility under one of the alternative solutions. Specifically, requests traditionally handled by PM, CM, STATE, ES, LEG, or the OPA/PI staff, as well as those from LDC, PVO, AID/W or mission staff should not be included.

We feel that, in this framework, any of the three alternatives will result in a substantial improvement over the current situation. They are not, however, equal in their prospects for success. We believe that Alternative A should be given the most serious consideration. Although it requires the largest investment of resources, it has the highest probability of success, measured in terms of:

- Providing timely, consistent, and appropriate responses to requests from the public.
- Withstanding the pressures of time, as shifts in Agency organization and staffing occur.
- Enjoying ready acceptance throughout the Agency.
- Reducing the conflict and tension that has arisen from an unclear division of responsibility.

If Alternative A is rejected because of the resources required, then we recommend that Alternative B be accepted. It is a reasonable compromise and, over time, the sphere of responsibility for OPA can be increased (towards an approximation of Alternative A) if desirable. If Alternative B is selected, the relative roles of DIC and OPA must be very clearly defined.

Alternative C is our last choice. Although it would be an improvement over the current situation, it bears the most risk of failure. There is no oversight authority and responsibility for the success of the system is dependent on many individuals, each with a host of other duties competing for priority.

ALTERNATIVE C

JOB TITLE: Public Information Specialist (GS 7)

ORGANIZATION: Office of the Director, OPA

JOB PURPOSE: To support the public information responsibility by operating a central telephone inquiry service and by providing general readily available information about AID.

JOB DUTIES:

1. Operates the AID telephone inquiry service and either directs callers to the appropriate source of information or prepares a written request to be referred to the appropriate location in the agency.
2. Prepares responses to public requests that can be answered by information on hand in OPA.
3. Controls requests for information when the information is contained in records held primarily by OPA.

CONTROLS OVER WORK:

Works under the direct supervision of the Deputy Director of Office of Public Affairs.

POSITION REQUIREMENTS:

1. Ability to deal with the public in a courteous, efficient, and productive manner.
2. Ability to use discretion in routing mail and telephone inquiries and in preparing responses from materials on hand in the OPA Reading Room.
3. Ability to operate a modest inter-office control system for logging, filing, and tracking inter-office requests.

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ALTERNATIVE C

JOB TITLE: Public Information Specialist (GS 9)
ORGANIZATION: Development Information Center (DS/DIU/DIC)
JOB PURPOSE: To provide responses to requests for information from the public.

JOB DUTIES:

1. Maintains familiarity with the functional responsibilities of all AID organizational units.
2. Develops and maintains a Document Inventory List which lists the titles, quantities, and physical location of all current AID publications (not to duplicate the DIC holdings).
3. Originates, searches, locates, reproduces, and otherwise develops and procures the responses to non-FOIA requests for which no other AID office or bureau has available records.
4. Becomes knowledgeable about the holdings of the DIC and, in particular, learns to use the automated retrieval equipment in DIC which is the source of many responses to public inquiries.
5. Prepares monthly statistical reports summarizing the number of public requests, the nature of the request, and the manner in which a response was made.
6. Assists in other library duties as time permits.

CONTROLS OVER WORK:

Works under minimal supervision. Reports to the DIC Chief Librarian.

POSITION REQUIREMENTS:

1. Demonstrated skills in library research, and records management.
2. Demonstrated ability to operate a computer terminal in an interactive mode with a complex data base.
3. Comprehensive knowledge of the functional responsibilities of the AID organization, of foreign economic assistance and U.S. foreign policy in general, and of AID's policies, projects, procedures, and history.

APPENDIX B(9)

4. Diplomacy and tact in dealing with diverse individuals under time pressures and conflicting commitments.