

GAO

Fact Sheet for the Chairman,
Subcommittee on Defense,
Committee on Appropriations,
House of Representatives

July 1986

HISTORIANS

Information on Historian Programs in the Department of Defense



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United States
General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-223153

July 14, 1986

The Honorable Bill Chappell
Chairman, Subcommittee on Defense
Committee on Appropriations
House of Representatives

Dear Mr. Chairman:

On January 22, 1986, the former Chairman requested that we provide information on historian programs in the Department of Defense (DOD). Specifically, he requested information on the employment levels and costs from fiscal years 1983 through 1987 for civilian and military historians and the various ways service components utilize historian products. Our review focused on persons who gather, analyze, and write historical documents. It did not include historical program employees such as museum curators and archivists.

In fiscal year 1986, DOD employed 371 military personnel and 25 civilians in its historian program at an estimated cost of \$27,128,000. Appendix I summarizes the number of historians and identifies salary and support costs by year and by DOD component. Detailed information on the various components, a brief description of their respective missions, and the uses made of their products are also included.

The data used in preparing this document were provided by the services, the Office of the Secretary of Defense, and the Office of the Joint Chiefs of Staff, and were not independently verified by us. Independent verification was not practical because of the limited time for our review and because the two largest programs, the Air Force and the Army, have historians located throughout the United States and the world.

Historians are GS-170 series civilians who primarily gather and analyze historical data and write histories. We did not include in our totals the GS-170s who do not primarily write history; for example, full-time teachers at service schools.

The military services also have some military personnel employed as historians, and they are included in our data. The Air Force has enlisted historian technicians which we did not count as historians. The cost of these technicians is included as a support cost. Other elements of support cost are shown, where possible, in the detailed sections on each service in appendix I.

We performed our work in the Washington, D.C., area primarily at the Army's Center of Military History, the Office of Air Force History, and the Naval Historical Center. We also met with officials from the Marine Corps Historical Center, Office of the Secretary of Defense, and Office of the Joint Chiefs of Staff. Our work was performed from March to June 1986.

As requested, we did not obtain agency comments on this report. However, we did present the facts we compiled to agency officials and obtained their concurrence.

As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this fact sheet until 30 days from the date of issuance. At that time, we will send copies to the Chairmen, House Committee on Government Operations, Senate Committee on Governmental Affairs, and House and Senate Committees on Appropriations and on Armed Services; the Secretaries of Defense, the Army, the Navy, and the Air Force; and the Director, Office of Management and Budget. Copies will be made available to others upon request.

If you have any questions, please contact me on (202) 275-4268.

Sincerely yours,



Harry R. Finley
Senior Associate Director

HISTORIANS IN THE DEPARTMENT OF DEFENSEINTRODUCTION

This appendix includes information on the number of historians employed in the Department of Defense and the costs of the historian program since fiscal year 1983. Table I.1 shows the number of historians and table I.2 shows the total costs. Separate breakdowns for each of the services, the Joint Chiefs of Staff, and the Office of the Secretary of Defense follow the two summary tables.

Table I.1: Historians Employed in the Department of Defense

	Fiscal year				
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>Requested 1987</u>
Military personnel:					
Air Force	220	221	227	212	209
Army	100	114	121	118	118
Navy	25	24	25	22	22
Marine Corps	11	11	11	11	11
Joint Chiefs of Staff	7	5	5	5	5
Office of the Secretary of Defense	<u>3</u>	<u>3</u>	<u>3</u>	<u>3</u>	<u>3</u>
Total	<u>366</u>	<u>378</u>	<u>392</u>	<u>371</u>	<u>368</u>
Civilians:					
Air Force	12	12	12	12	12
Army	7	7	11	12	12
Navy	2	2	2	1	1
Marine Corps	0	0	0	0	0
Joint Chiefs of Staff	0	0	0	0	0
Office of the Secretary of Defense	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total	<u>21</u>	<u>21</u>	<u>25</u>	<u>25</u>	<u>25</u>

Table I.2: Total Personnel and Support Costs of the Department of Defense History Programs^{a, b}

	Fiscal year				Requested
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
	- - - - - (000 omitted) - - - - -				
Air Force ^c	\$13,457	\$14,271	\$16,256 ^d	\$16,876	\$16,727
Army	5,766	6,893	8,715	8,040	8,373
Navy	909	925	1,103	1,056	964
Marine Corps	584	607	627	633	633
Joint Chiefs of Staff	341	249	261	264	261
Office of the Secretary of Defense	<u>307</u>	<u>346</u>	<u>380</u>	<u>259^e</u>	<u>204^e</u>
Total	<u>\$21,364</u>	<u>\$23,291</u>	<u>\$27,342</u>	<u>\$27,128</u>	<u>\$27,162</u>

^aDoes not include civilian fringe benefits.

^bMost funding is from the operations and maintenance account with some from the research, development, test, and evaluation account. The average percentage of research funding for the subject fiscal years is 6 percent, 13 percent, and 1 percent of the total historian costs for the Air Force, Navy, and Army, respectively.

^cIncludes salary costs of about 150 enlisted historian technicians.

^dBeginning in fiscal year 1985, military costs include imputed cost of retirement.

^eComplete contract cost estimates not yet available for these fiscal years. Contracts with history writers are a major part of these program costs.

Department of the Air Force

The objectives of the Air Force history program are to provide histories as guides for educational activities, planning, and operations; to preserve and disseminate the history of air power and the Air Force; and to inform the public about the role of the Air Force in peace and war. To accomplish these objectives, historians collect and organize historical data and write analytical accounts of the development, administration, operations, organization, and other features of the Air Force. Historical data are disseminated in the Air Force in the form of briefings, special studies, and monographs (short books on specific issues). The Air Force history program also provides information to other government agencies and the public by answering queries, assisting researchers, and publishing books and analytical works.

The Air Force history program is organized into three elements: Command History Program, Historical Research Center, and Office of Air Force History. The Air Force believes that to be effective, its historians must be located at its major activities. Because of this, each of the major commands and most of the separate operating agencies have historians who serve on the commanding officer's staff. Command historians prepare annual histories describing how their organizations accomplished their missions during the previous calendar year. These histories focus on the operations of the unit and on those support areas which affect operations. Command historians provide a variety of additional services, including preparing special studies and monographs, and interviewing selected Air Force officials (oral history).

Below the command headquarters level not every unit will have a full-time historian, but may appoint someone the additional duty of a historian. According to agency officials, the Air Force has approximately 250 additional duty historians made up of officers and enlisted and civilian personnel. These individuals spend between 2 and 5 weeks a year, on average, preparing historical reports. The costs of these 250 personnel are not included in table I.3.

The Historical Research Center at Maxwell Air Force Base, Alabama, is responsible for the history data base and for providing users with reference and research assistance. Staff answer requests for historical information and prepare analytical studies and reference works for publication. They conduct oral history interviews and acquire personal papers of senior retired or deceased Air Force leaders. The Research Center also supplements, in times of war or other deployment, historical personnel preserving documentation on combat operations and writing analytical combat studies for the operational commanders.

The principal mission of the Office of Air Force History, Bolling AFB, Washington, D.C., is to produce major volumes which analyze, interpret, and explore in depth significant aspects of air power and the history of the Air Force. These books constitute the institutional memory of the service in their subject area, and, as such, they offer background, insight, and perspective on current issues and concerns. The Chief of the Office of Air Force History reports to the Chief of Staff of the Air Force.

Since its establishment, the Office of Air Force History has published approximately 48 major volumes with another 41 volumes in progress and 60 volumes planned. Volumes published by the Air Force are divided into series, for example the USAF at War Series and the Project Warrior Series. The Warrior is a paperback series designed to encourage the reading of air power and military history throughout the Air Force. In addition, the Office of Air Force History publishes approximately 200 special studies and 25 larger monographs in a typical year. In fiscal year 1985, it responded to about 43,000 inquiries requiring research.

Table I.3: Costs of the Air Force History Program

	Fiscal year				Requested
	1983	1984	1985	1986	1987
	- - - - - (000 omitted) - - - - -				
Salary:					
Civilian	\$ 7,194	\$ 7,501	\$ 7,993	\$ 7,631	\$ 7,548
Military	555	577	814 ^a	842	842
Total	<u>7,749</u>	<u>8,078</u>	<u>8,807</u>	<u>8,473</u>	<u>8,390</u>
Support costs:					
Personnel ^b	4,679	4,973	6,465 ^a	7,267	7,432
Contracts	50	50	0	50	50
Printing	254	445	259	361	410
Miscellaneous	725	725	725	725	445
Total	<u>5,708</u>	<u>6,193</u>	<u>7,449</u>	<u>8,403</u>	<u>8,337</u>
Total	<u>\$13,457</u>	<u>\$14,271</u>	<u>\$16,256</u>	<u>\$16,876</u>	<u>\$16,727</u>

^aBeginning in fiscal year 1985, military costs include imputed cost of retirement.

^bIncludes approximately 150 full-time enlisted historian technicians.

Department of the Army

The objectives of the Army history program are to publish the history of the U.S. Army; to provide historical analysis and assistance to military commanders at all levels; and to prepare historical works to assist in developing military plans, doctrine, and policy and in training and educating military personnel. The Army's Center of Military History, its central headquarters division for managing the Army's history program, also manages the Army Museum Program. The Army is organized to implement its history program similarly to the Air Force--it has a Center of Military History in Washington, D.C., and historians located at field activities.

The Center for Military History provides policy guidance and coordination for the Army history program and reviews products written by field historians. Historians at the Center write the major histories and prepare studies for use by Army staff. Field historians provide assistance to local commanders on current issues, plans, and training. Field historians also write their Command's Annual Historical Review, a document used in recording the history of the Army.

The Center of Military History publishes a series of historical volumes, including the U.S. Army in Vietnam Series, the Army Historical Series, and the Army in Korea Series. For example, one volume of the Army in Korea Series entitled Medical Service in the Korean War focuses on medical department administration and logistics during the Korean War. Center historians also responded to about 1,500 inquiries in fiscal year 1985.

Table I.4: Costs of the Army History Program

	Fiscal year				Requested
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
	- - - - - (000 omitted) - - - - -				
Salary:					
Civilian	\$3,601	\$4,218	\$4,591	\$4,499	\$4,499
Military	<u>419</u>	<u>426</u>	<u>840^a</u>	<u>962</u>	<u>962</u>
Total	<u>4,020</u>	<u>4,644</u>	<u>5,431</u>	<u>5,461</u>	<u>5,461</u>
Support costs:					
Personnel	1,113	1,195	1,461	1,413	1,413
Printing	210	370	456	531	611
Contracts	143	432	901	196	281
Miscellaneous	<u>280</u>	<u>252</u>	<u>466</u>	<u>439</u>	<u>607</u>
Total	<u>1,746</u>	<u>2,249</u>	<u>3,284</u>	<u>2,579</u>	<u>2,912</u>
Total	<u>\$5,766</u>	<u>\$6,893</u>	<u>\$8,715</u>	<u>\$8,040</u>	<u>\$8,373</u>

^aBeginning in fiscal year 1985, military costs include imputed cost of retirement.

Department of the Navy

The Navy history program is administered by the Naval Historical Center (NHC) located in Washington, D.C. Six Navy activities also employ historians. The NHC conducts research, compiles naval histories, and operates the Navy Department Library, the archives for operational and other selected restored records, and the Navy Memorial Museum.

In addition, command histories are a component of the Navy's historian program. Each Navy command (ships, aircraft squadrons, and shore stations) is required to submit an annual history. These command histories are maintained as a permanent record, are indexed, and are made accessible to authorized users. The documents are used by staff officers who need information on events of the recent past, official study groups, authorities responsible for verifying unit combat and overseas awards or service, and originating commands seeking background information on their units. Numerous queries from other government officials, the Congress, former naval personnel, and the general public are answered from the command histories within the limits of security requirements. The documents serve as the eventual basis for published naval histories. According to NHC officials, these annual histories are prepared by command

employees as a collateral duty. The costs of these personnel are not included in table I.5.

Table I.5: Costs of the Navy History Program

	Fiscal year				Requested
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
	- - - - - (000 omitted) - - - - -				
Salary:					
Civilian	\$727	\$769	\$ 854	\$ 802	\$754
Military	<u>52</u>	<u>52</u>	<u>52</u>	<u>26</u>	<u>26</u>
Total	<u>779</u>	<u>821</u>	<u>906</u>	<u>828</u>	<u>780</u>
Support costs:					
Personnel	39	44	51	71	74
Printing	38	36	78	79	54
Contracts	44	15	59	72	50
Miscellaneous	<u>9</u>	<u>9</u>	<u>9</u>	<u>6</u>	<u>6</u>
Total	<u>130</u>	<u>104</u>	<u>197</u>	<u>228</u>	<u>184</u>
Total	<u>\$909</u>	<u>\$925</u>	<u>\$1,103</u>	<u>\$1,056</u>	<u>\$964</u>

U.S. Marine Corps

The objective of the Marine Corps history program is to foster an appreciation of military history as an element of professional education and as an important ingredient in staff planning and command judgments and decisions. In addition, the program provides study material for the development of tactics, weapons, and equipment and collects and preserves items of historical significance to the Marine Corps.

To achieve its objectives, the Marine Corps established a Marine Corps Historical Center in 1972. Historians at the Center collect and analyze historical data and write books, research summaries, and monographs, while curators and archivists collect and preserve historical artifacts and documents. Reference historians respond to Marine Corps and public inquiries for information. In 1985 historians responded to over 6,000 information requests. The Center reviews annual histories submitted by field activities. Field activity staff prepare these annual histories on a collateral duty basis. The costs of these personnel are not included in table I.6.

Table I.6: Costs of Marine Corps History Program

	Fiscal year				Requested
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
	- - - - - (000 omitted) - - - - -				
Salary:					
Civilian	\$399	\$415	\$429	\$429	\$429
Military	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total	<u>399</u>	<u>415</u>	<u>429</u>	<u>429</u>	<u>429</u>
Support costs:					
Personnel	85	88	90	93	93
Printing	96	99	102	105	105
Contracts	0	0	0	0	0
Miscellaneous	<u>4</u>	<u>5</u>	<u>6</u>	<u>6</u>	<u>6</u>
Total	<u>185</u>	<u>192</u>	<u>198</u>	<u>204</u>	<u>204</u>
Total	<u>\$584</u>	<u>\$607</u>	<u>\$627</u>	<u>\$633</u>	<u>\$633</u>

Joint Chiefs of Staff

The Chief of the Historical Division of the Joint Chiefs of Staff is responsible for the accomplishment of all tasks of a historical nature within the Office of the Joint Chiefs of Staff. The Division writes the history of the Joint Chiefs of Staff and special studies such as historical and background papers on assigned topics. The Division also produces historical volumes portraying the role played by the Joint Chiefs of Staff in shaping national security policy, as well as historical volumes providing an account of the significance of the Joint Chiefs of Staff's actions in international relations. Further, the Historical Division is charged with providing comprehensive accounts of the background of international problems confronting the Joint Chiefs of Staff. The chief historian reports to the Joint Secretariat of the Joint Chiefs of Staff.

As of January 1986, the Historical Division had written 166 histories, special studies, and chronologies, many of which are classified. These publications include volumes of the Basic History of the Joint Chiefs of Staff, 1945-1976, and other publications grouped under such categories as Arms Control, Europe, Middle East, Military Assistance, and Organization and Functions of the Joint Chiefs.

According to an agency official, publications are primarily for use within the Joint Chiefs of Staff. Because most of the publications are classified, they are not available to the general public. According to an agency official, there is, however, a demand for these products once they are declassified and released to the public, due to the limited information about the Joint Chiefs of Staff. Because the average tour of duty in the Joint Chiefs of Staff is 2 years, new staff rely on the Historical Division for a considerable amount of research. The historical and background research papers are generally prepared in response to requests and provide historical support to the current operations of the directorates and agencies of the Office of the Joint Chiefs of Staff.

Table I.7: Costs of the Joint Chiefs of Staff History Program

	Fiscal year				Requested
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
	- - - - - (000 omitted) - - - - -				
Salary	<u>\$322</u>	<u>\$229</u>	<u>\$237</u>	<u>\$237</u>	<u>\$237</u>
Support costs:					
Personnel	19	20	22	22	22
Miscellaneous	<u>0</u>	<u>0</u>	<u>2</u>	<u>5</u>	<u>2</u>
Total	<u>19</u>	<u>20</u>	<u>24</u>	<u>27</u>	<u>24</u>
Total	<u>\$341</u>	<u>\$249</u>	<u>\$261</u>	<u>\$264</u>	<u>\$261</u>

Office of the Secretary of Defense

According to the directive establishing the historian's position in the Office of the Secretary of Defense, the historical office is responsible for collecting and compiling documents and data required to prepare and maintain histories, preparing the history of the Office of the Secretary of Defense, and coordinating historical activities within the Department of Defense. The historian's position was established in 1949. The chief historian reports to the Deputy Assistant Secretary for Administration under the Assistant Secretary, Comptroller.

According to agency officials, the historical office publishes books on the average of one every 2 years and records oral histories and the statements of the Secretary of Defense. Examples of publications include The Department of Defense 1944-1978, The Secretaries of Defense, A Brief History, 1947-1985, and History of the Office of the Secretary of Defense.

Table I.8: Costs of the Office of the Secretary of Defense History Program

	Fiscal year				Requested
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
	- - - - - (000 omitted) - - - - -				
Salary	<u>\$160</u>	<u>\$171</u>	<u>\$177</u>	<u>\$177</u>	<u>\$177</u>
Support costs:					
Personnel	21	22	22	22	22
Contracts	85	130	162	48 ^a	a
Miscellaneous	<u>41</u>	<u>23</u>	<u>19</u>	<u>12</u>	<u>5</u>
Total	<u>147</u>	<u>175</u>	<u>203</u>	<u>82</u>	<u>27</u>
Total	<u>\$307</u>	<u>\$346</u>	<u>\$380</u>	<u>\$259</u>	<u>\$204</u>

^aComplete contract cost estimates not yet available for these fiscal years. Contracts with history writers are a major part of the Office of the Secretary of Defense Historian Program.

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