



United States Department of State

Washington, D.C. 20520

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**Secretary of State Hillary Clinton Email Appraisal Report  
February 9, 2015**

**I. SUMMARY:**

RELEASE IN FULL

(U) This is a substantive collection of material documenting the decisions, actions, and responsibilities of Secretary of State Hillary Clinton. The purpose of this report is to establish a proper basis for Department action until the National Archives and Records Administration (NARA) conducts an official appraisal.

**II. EMAIL CORRESPONDENCE OF SECRETARY HILLARY CLINTON:**

**A. RECORD SERIES TITLE**

(U) The formal title assigned to this collection is: "Email Correspondence of Secretary of State Hillary Clinton."

REVIEW AUTHORITY: Frank Tumminia, Senior Reviewer

**B. BACKGROUND**

(U) On September 9, 2013, NARA issued Bulletin 2013-03, "Guidance for Agency Employees on the Management of Federal Records, including Email Accounts, and the Protection of Federal Records from Unauthorized Removal." This directive clarified agency records management responsibilities regarding the use of personal email accounts for official government business. On September 15, 2014, NARA issued Bulletin 2014-06, "Guidance on Managing Email" to remind Federal agencies about their records management responsibilities regarding email.

(SBU) On November 12, 2014, Under Secretary of State for Management Patrick F. Kennedy sent a letter to the representative of former Secretary of State Hillary Clinton requesting assistance in meeting NARA email and Federal Records Act requirements. Under Secretary Kennedy also sent letters to representatives of former Secretaries Rice, Powell, and Albright. On December 5, 2014, the Department received twelve bankers boxes of email messages printed to paper from the law firm of Williams & Connolly LLP on behalf of Hillary Rodham Clinton.

**C. SERIES INCLUSIVE DATES**

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(U) This records series covers Secretary Clinton's tenure from her appointment on January 21, 2009 through her termination of appointment on February 1, 2013.

D. SERIES DESCRIPTION

(U) These records document major foreign policy issues as well as the administration and operation of the Department and inter-agency activities. They reflect the highest level of decision-making and activity in the Department and contain significant documentation. The records encompass a wide range of official correspondence, including readouts, reports, talking points, memoranda, briefing materials, press statements, daily schedules, call sheets, meeting notes, and agendas.

E. MEDIUM, VOLUME, AND ARRANGEMENT

(U) The records consist of approximately 60,000 to 70,000 pages of email correspondence printed to paper and stored in twelve bankers boxes. The records are arranged in chronological order grouped thereunder according to sent and received messages.

1. January – December 2009
  - Box 1, January 2009 through July 2009 (received messages)  
January 2009 through December 2009 (sent messages)
  - Box 2, August 2009 – December 2009 (received messages)
2. January – December 2010
  - Box 3, January 2010 – June 2010 (received messages)
  - Box 4, July 2010 – December 2010 (received messages)
  - Box 5, January 2010 – December 2010 (sent messages)
3. January – December 2011
  - Box 6, January 2011 – April 2011 (received messages)
  - Box 7, May 2011 – August 2011 (received messages)
  - Box 8, September 2011 – December 2011 (received messages)
  - Box 9, January 2011 – December 2011 (sent messages)
4. January – December 2012 and January – February 2013
  - Box 10, January 2012 – June 2012 (received messages)
  - Box 11, June 2012 – December 2012 (received messages)

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- Box 12, January 2012 – February 2013 (sent messages)  
January 2013 – February 2013 (received messages)

F. DUPLICATION OF RECORDS

(SBU) This record series is the only comprehensive set of Secretary Clinton's email correspondence. Some of Secretary Clinton's email correspondence may be available elsewhere in the Department either as duplicate copies or scattered among record-keeping systems and other government officials' email accounts. However, of the sample examined, many of the emails were from Secretary Clinton's personal email account to official Department email accounts of her staff. Emails originating from Secretary Clinton's personal email account would only be captured by Department systems when they came to an official Department email account, i.e., they would be captured only in the email accounts of the recipients. Secretary Clinton's staff no longer work at the Department, and the status of the email accounts of Secretary Clinton's staff (and other Department recipients) is unknown at this time.

G. RESTRICTIONS ON ACCESS AND USE

(U) These records may be restricted from release if requested under the Freedom of Information Act (FOIA) or Executive Order (EO). If these documents are deemed responsive to a FOIA or EO request, a line-by-line review will be conducted to determine final access restrictions. Absent a request for access under the FOIA or EO, Department records are generally not made available to the public until after they undergo declassification review at 25 years.

H. ARCHIVAL VALUE

(U) The Archivist of the United States retains the final legal authority to determine the archival value of Federal records. The purpose of this analysis is to establish a proper basis for Department action prior to a NARA appraisal. The Agency Records Officer performed this appraisal according to the standards of NARA Directive 1441, "Strategic Directions: Appraisal Policy." The NARA appraisal policy establishes a framework, objectives, and guidelines to determine whether Federal records have archival value.

(U) This is a substantive collection of material documenting the decisions, actions, and responsibilities of the Secretary of State. This collection provides essential evidence of the Department's conduct of U.S. foreign relations and offers significant

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future research potential. It is the most complete and accessible source of email correspondence documenting Secretary Clinton's tenure. This collection also complements the other record series of the Secretary of State. This collection contains instances of personal communications. Nevertheless, the fraction of personal communications is small and does not affect the overriding archival value of this collection. This records series meets all of the relevant considerations for archival retention under NARA Directive 1441.

**III. RECORD STATUS:**

(U) This records series meets the statutory definition for Federal records. Recorded information has record status if 1) "made or received by a Federal agency under Federal law or in connection with the transaction of public business" and 2) "preserved or appropriate for preservation." The sent and received email messages of the Secretary of State used for review, comment, information, or other reason fall under the first part of that definition. As the person holding the highest level job in the Department, any email message maintained by or for the immediate use of the Secretary of State is "appropriate for preservation." This record series cannot be considered personal papers based on the definition of a record in 44 U.S.C. 3301 or Department policy found in 5 FAM 443.

**IV. NOTE ON PERSONAL PAPERS:**

(SBU) This record series contains instances of personal communications that relate solely to Secretary Clinton's personal and private affairs. The Agency Records Officer conducted a page-by-page review of approximately 1,250 pages of received messages for the period March 15, 2010 through April 30, 2010 to determine the prevalence of personal communications in a random sample of material. The Agency Records Officer identified 30 messages (approximately 30-40 pages) in the sample set as solely personal in nature. These messages were interspersed with significant documentation relating to Haiti, Mexico, Israel, Afghanistan, Russia, and South Africa. *Since NARA possesses the legal authority to make the final determination of record status under the Federal Records Act Amendments of 2014, all final decisions must be made by NARA at the time of archival accessioning.*

**V. CONCLUSION:**

(U) This is a significant collection of records documenting Hillary Clinton's tenure as Secretary of State. All final determinations regarding record status and archival value must be made by NARA. The Agency Records Officer intends to take

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immediate steps to protect this collection intact as it was received and incorporate these records into the retired records holdings of the Department.

Attachments:

Tab 1 – Action Plan

Tab 2 – NARA Directive 1441

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Drafted by:

*William P. Fischer*  
A/GIS/IPS/RA:WPFischer:Rev.2/9/15

Clearances:

A/GIS/IPS/PP:KMFinnegan:2/6/15 (ok with edits)

A/GIS/IPS/AAS:ANBlumenthal:2/9/15 (ok with edits)

A/GIS/IPS/RL:RDReid:2/9/15 (ok with edits)

A/GIS/IPS/RA:JLautenbacher:2/6/15 (ok)

A/GIS/IPS/SRP:JACharlston:2/9/15 (ok with minor edits)