

DD/A Registry

85-0890

# ROUTING AND RECORD SHEET

SUBJECT: (Optional)

FROM:

Director of Information Services  
1205 Ames

EXTENSION

NO.

OIS 85-095

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DATE

6 March 1985

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TO: (Officer designation, room number, and building)

DATE

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. EO/ DDA  
7D24 HDQS.

7 March

EDH

Harry:

Attached is a paper prepared by Ken McDonald in collaboration with us. Our plan is to mail this to the consultants in ~~advance~~ of our meeting on 10-19 March. I have suggested to our group that we get Agency clearances to release this and send it to you for this purpose. I will defer to you whether to run

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In either event We would like to get this paper on its way by the end of this week, so telephone approval would be sufficient.

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Attachment:  
As Stated

DD/A REGISTRY  
FILE: 76-1

6 March 1985

## HISTORICAL REVIEW PROGRAM

### DCI Report to Congress

(Preliminary Draft for Consultants)

#### 1. Objective

On 15 October 1984 President Reagan signed into law the Central Intelligence Agency Information Act (Appendix A), which authorizes the Director of Central Intelligence (DCI) to exempt certain files from disclosure under the Freedom of Information Act. Section 3(a) of this Act also states that

The Director of Central Intelligence, in consultation with the Archivist of the United States, the Librarian of Congress, and appropriate representatives of the historical discipline selected by the Archivist, shall prepare and submit by June 1, 1985, a report on the feasibility of conducting systematic review for declassification and release of Central Intelligence Agency information of historical value.

The Act further directs the DCI to submit this report to the Permanent Select Committee on Intelligence and the Committee on Government Operations of the House of Representatives, and the Select Committee on Intelligence and the Committee on the Judiciary of the Senate.

In response to this statutory requirement, the DCI and members of his staff will meet on 18-19 March 1985 at CIA Headquarters with the Archivist of the United States, Dr. Robert M. Warner, the Library of Congress's Assistant Librarian for Research Services, Dr. John C. Broderick, and the following three historians selected by the Archivist:

Dr. John Lewis Gaddis, Distinguished Professor of History, Ohio University  
Dr. Richard W. Leopold, William Smith Mason Professor of American History Emeritus, Northwestern University  
Dr. Gaddis Smith, Larned Professor of History, Yale University

(Appendix B has biographical data on all five consultants.)

The 1 May 1984 Report on this Act of the House Permanent Select Committee on Intelligence noted that

The Committee expects the Director's report to explore the full range of ideas which can contribute to the objective of making available CIA information of historical value on the diplomatic, military and intelligence activities of the United States without risking damage to the security or foreign policy of the Nation. The Committee considers the Foreign Relations of the United States series published by the Department of State to be an excellent example of a project which contributes to this objective. Because of the especially sensitive nature of the work of the CIA, this type of large-scale chronological disclosure of CIA information of historical value may not be possible. However, the Committee expects the report of the Director of Central Intelligence to explore this possibility on some appropriate scale, along with exploring other ideas which can contribute to the objective set forth above.

Section 3 is intended to require the Director of Central Intelligence to study the feasibility of a declassification program which would supplement the voluntary [sic] declassification review program agreed to in an exchange of letters of October 3 and 4, 1983, between Director of Central Intelligence William J. Casey and Senator Dave Durenberger. Those letters refer to "selective" review of materials that the CIA believes "would be of greatest historical interest and most likely to result in declassification of useful information." The type of systematic review Section 3 requires the Director to consider would take into account similar criteria, but would envisage a greater volume of declassification.

Some comment on the October 1983 agreement between the DCI and Senator Durenberger, and on the release of OSS records that followed, is needed before considering the Historical Review Program that CIA is now organizing. (Appendix C has copies of the exchange of letters of 3 and 4 October 1983.)

## 2. Casey-Durenberger Agreement and the OSS Records

This agreement envisioned a CIA historical review program organized after passage of the CIA Information Act, using additional resources Congress would then provide for this purpose. In the meantime, however, CIA took steps to transfer to the National Archives and Records Service (NARS) its entire holdings of declassified World War II OSS operational records, a large collection of major historical importance.

As noted in his 4 October 1983 letter to Senator Durenberger, Mr. Casey had already on his own initiative asked the Chief of his History Staff to explore a program to permit NARS to accession some 2500 cubic feet of declassified OSS records in CIA's custody. In June 1984, after CIA and NARS concluded a Memorandum of Understanding concerning procedures and responsibilities (Appendix D), the transfer began. On 11 June 1984 the National Archives opened for research the first 194 cubic feet increment of OSS operational records. The opening of this collection permits for the first time documented studies of the role of American intelligence in World War II. As Mr. Casey then wrote to Senator Durenberger, this transfer constitutes "an important first step in implementing the selective declassification program I promised to initiate last October."

By March 1985 NARS had accessioned approximately 600 cubic feet of OSS records. The transfer of a collection of this size is a large undertaking for both CIA and NARS, and the two agencies are cooperating closely to maintain the transfer pace. The pressure has probably been heavier on NARS, since a CIA team had already spent almost four years reviewing these records for declassification before this transfer began. It may be late 1986 before all of these OSS records are open to researchers.

### 3. Historical Review Program

The review and transfer of OSS records has been an interim measure, however, and since the passage of the CIA Information Act the Agency has moved systematically to establish its new Historical Review Program. As Senator Durenberger promised, Congress provided CIA with additional people--10 additional positions--to support this review program. Principal responsibility for this program has been assigned to the Director of the Office of Information Services (OIS), in the Directorate of Administration. The role of the History Staff (in the Office of the DCI) is to consult with outside historians, and to advise both the Agency's components and the Office of Information Services on the selection of records of the greatest historical interest and significance. Of the 10 new positions, eight were allocated to OIS, and two to the History Staff. Both organizations have moved to fill these positions.

Since October 1984 OIS and the History Staff have worked together to establish the new Historical Review Program. They see no purpose in attempting to distinguish between the voluntary program to which Mr. Casey committed CIA in his 4 October 1984 letter to Senator Durenberger, and the systematic program that Section 3 of the CIA Information Act proposes. As the House Report notes, both take into account similar criteria. After exploring a full range of options and ideas, CIA has in fact decided to organize a maximum effort from the outset, to declassify and release the greatest feasible volume of historically significant records. It is this program whose rationale, organization and methods we describe below. And it is this Historical Review Program that we ask our consultants to evaluate, in order to determine whether it is indeed the maximum feasible program for CIA.

### 4. Rationale and Criteria

CIA recognizes that it is accountable not only to Congress but also to the American public. Congress, historians, the media and the general public clearly expect us (after proper review) to release documents of historical significance that no longer require the protection of national security classification. The Freedom of Information Act already makes this clear, and our exemption from searching operational records under the new CIA Information Act increases the pressure to release other records. We need the confidence of the American public to do our work, and to help keep this confidence we are undertaking a major program to review CIA records of historical value for declassification and release.

We agree with Senator Durenberger's view in his 3 October 1983 letter to Mr. Casey, that "The important thing is to make the declassification of historical information a cooperative endeavor, rather than a test of wills fought out in FOIA requests and courtrooms." Following his suggestion, we are establishing procedures to review and declassify material in files that are either "non-designated" or "de-designated" under the new CIA Information Act. Moreover, we shall also follow his suggestion to use the same criterion to select material for review that the Act sets forth for file designation review, that is, "the historical value or other public interest in the subject matter". The Chief of the History Staff will take into account the recommendations of other historians--e.g. the historians of the Departments of State and Defense, the Archivist of the U.S., and academic historians--in determining what records meet this criterion. Our objective is to evaluate material in light of the contribution its release can make to an understanding of intelligence, foreign policy and international developments.

In selecting records, as Mr. Casey noted in his 4 October 1983 reply to Senator Durenberger, we expect to concentrate our efforts on files that are of the greatest historical interest, and are most likely to result in the declassification of useful information. As a general rule this latter criterion will mean focusing first on the Agency's oldest records, as opposed to more recent material. We are beginning with our oldest records not only because we expect them to produce the most releasable material, but also because we hope to conform as closely as feasible to the regular procedures followed throughout the U.S. government for transferring permanent records to the National Archives, which normally accessions only records 20 years old or older. We do not propose to pick out individual documents on particular topics from various files, but rather to use the advice from NARS and our own historians to select significant classes of records for review. Beginning with our oldest records, we propose to move systematically to review coherent groups of documents that NARS has scheduled as permanent records, and from which we expect to be able to declassify a substantial percentage of records. We intend to cooperate and coordinate closely with NARS in this program, using the valuable experience and working relationships we have gained in transferring the OSS operational records.

Our oldest unreleased records now are those of CIA's postwar predecessor organizations, the Strategic Services Unit and the Central Intelligence Group, which cover the period 1 October 1945 to 18 September 1947. CIA has already taken steps for the review of these records, so that in due course we can transfer those that are declassified to the National Archives. As we next move to select records from the files of CIA proper, since 1947, we hope to release historically significant documents that will make CIA material available--as the State and Defense Departments' material is generally available--up to the 1960s.

## 5. Organization and Methods

CIA has established a centralized Historical Review Program, with principal responsibility assigned to the Director of Information Services. The Office of Information Services, as explained above, relies on History Staff advice in selecting historically important records. In the Office of Information Services, the Classification Review Division (and especially its newly formed Historical Review Branch) carries out the actual review of records once selected, and arranges for the originating components to approve declassification decisions. This division, which has extensive experience with CIA's 1977-82 systematic review program, develops review guidelines and procedures in accordance with relevant CIA and other federal directives. (Information on guidelines, procedures, the actual review process and reporting requirements will be included in the consultants' briefings at the 18-19 March meetings.)

The Chief of the History Staff is investigating the House Permanent Select Committee's suggestion that CIA consider publishing documents in a series similar to The Foreign Relations of the United States (FRUS). He has found that the State Department's Historian's Office is considering publishing supplements to earlier FRUS volumes, to provide relevant documents (e.g. intelligence estimates and NSC papers) that have been declassified since the publication of the original volumes. In discussions with State's Deputy Historian, Dr. Neal Petersen, he has found a strong interest in incorporating material from CIA's new Historical Review Program in such supplementary FRUS volumes. This seems the most promising and useful way for CIA to publish its most significant declassified documents.

## 6. Conclusions

(To be determined after the 18-19 March meetings with the consultants.)



Deputy Director  
for Administration



*Advised  
3/11/85*

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*PLS ADVISE*



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*THAT DAA HAS APPROVED  
HIS PLAN. SEND COPY <sup>done</sup>  
(FYI) to Ex. Dir. 3/8/85*

## ROUTING AND RECORD SHEET

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| <b>SUBJECT:</b> (Optional)<br>Historical Review Program                                    |             |                   |                              |   |
| <b>FROM:</b><br>Harry E. Fitzwater<br>Deputy Director for Administration<br>3018 Hqs Bldg. |             | <b>EXTENSION:</b> | <b>DATE:</b><br>8 March 1985 | <b>STAT</b>   |
| <b>TO:</b> (Officer designation, room number, and building)                                | <b>DATE</b> |                   | <b>OFFICER'S INITIALS</b>    | <b>COMMENTS</b> (Number each comment to show from whom to whom. Draw a line across columns after each comment.) |
|  | RECEIVED    | FORWARDED         |                              |   |
| 1. Executive Director  |             |                   |                              | The attached is provided for your information.  |
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