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(3) The illustration be one-sided; and

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(b) [Reserved]

**Paul A. Hackenberry,**

*Assistant Director, Office of Investigations.*

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## ASSASSINATION RECORDS REVIEW BOARD

### 36 CFR Ch. 14

#### Rules Implementing the Government in the Sunshine Act

**AGENCY:** Assassination Records Review Board.

**ACTION:** Notice of Proposed Rulemaking (NPRM).

**SUMMARY:** The Assassination Records Review Board (Review Board) was established by the President John F. Kennedy Assassination Records Collection Act of 1992 (JFK Act). This NPRM will constitute the Review Board's second rulemaking. All of the Review Board's regulations will eventually be codified at 36 CFR Part 1400 *et seq.* This rulemaking is undertaken in response to the Government in the Sunshine Act (Sunshine Act). The Sunshine Act relates to meetings of agencies of the United States government that are headed by collegial bodies composed of two or more members, a majority of whom are appointed by the President with the advice and consent of the Senate. The Act provides that meetings, as defined in the Sunshine Act, shall be held in public except where stated exemptions apply. The Review Board invites comments from interested

groups and members of the public on these proposed rules implementing the Sunshine Act.

**DATES:** To be considered, comments must be mailed or delivered to the address listed below by 5 p.m. on July 26, 1995.

**ADDRESSES:** Comments on these proposed regulations should be mailed, faxed, or delivered to the Assassination Records Review Board, 600 E Street, N.W., 2nd Floor, Washington, D.C. 20530 (Attention: Sunshine Act NPRM). All comments will be placed in the Review Board's public files and will be available for inspection between 8:30 a.m. and 4:30 p.m., Monday through Friday, in the Review Board's Public Reading Room at the same address. Comments should state prominently that they are being filed in response to the Review Board's Sunshine Act NPRM.

**FOR FURTHER INFORMATION CONTACT:**

T. Jeremy Gunn, Acting General Counsel, Assassination Records Review Board, 600 E Street, N.W., 2nd Floor, Washington, D.C. 20530, (202) 724-0088.

**SUPPLEMENTARY INFORMATION:** To discharge its responsibilities, the Review Board gathers as a collegial body at its Washington, D.C., office and at other locations as appropriate. Since the Review Board, including its staff, is a small agency, Review Board Members work both personally and collectively in the discharge of the Review Board's responsibilities. Review Board activities include such matters as: reviewing classified and restricted government records relating to the assassination of President Kennedy; determining whether such classified and restricted records should be opened and made available to the public; identifying additional assassination records in the possession of governments and individuals; holding public hearings related to assassination records; and ensuring government office compliance with the JFK Act.

The Sunshine Act defines meetings and sets certain requirements for advance public notice of such meetings (5 U.S.C. § 552b(e)) and permits agencies to close meetings to public attendance and to withhold information regarding meetings where an agency finds that any of ten exemptions enumerated in the Sunshine Act applies, 5 U.S.C. § 552b(c). The Act further sets forth the procedures that must be followed by agencies in invoking one of these exemptions, 5 U.S.C. § 552b(d), (f). The Review Board is required to adopt, after opportunity for public comment, regulations to

implement the Sunshine Act, 5 U.S.C. § 552b(g).

Consistent with the requirement of 5 U.S.C. § 552b(g), the proposed regulations implement the provisions of 5 U.S.C. § 552b(b)-(f). This NPRM has been made following a review of the Sunshine Act, regulations promulgated and implemented by other collegial bodies under the Sunshine Act, and the opinion of the Supreme Court of the United States in *FCC v. ITT World Communications, Inc.*, 466 U.S. 463 (1984). The proposed regulations are intended to follow the exemptions set forth in the Sunshine Act and to implement fully the Sunshine Act's procedural requirements regarding public notice of meetings, availability of transcripts or other records of meetings, and closure of meetings.

#### Paperwork Reduction Act Statement

The proposed rule is not subject to the provisions of the Paperwork Reduction Act of 1980 (44 U.S.C. § 3501, *et seq.*) because it does not contain any information collection requirements with the meaning of 44 U.S.C. § 3502(4).

#### Regulatory Flexibility Act Certification

As required by the Regulatory Flexibility Act of 1980, 5 U.S.C. § 601-12, the Review Board certifies that this rule, if adopted, will not have a significant economic impact upon a substantial number of small entities and that a regulatory flexibility analysis need not be prepared. 5 U.S.C. § 605(b). The proposed rule would not impose any obligations, including any obligations on "small entities," as set forth in 5 U.S.C. § 601(3) of the Regulatory Flexibility Act, or within the definition of "small business," as found in 15 U.S.C. § 632, or within the Small Business Size Standards in regulations issued by the Small Business Administration and codified in 13 CFR part 121. Since the impact of the proposed rule is confined to the Review Board, the proposed rule does not fall within the purview of the Regulatory Flexibility Act.

#### List of the Subjects in 36 CFR Part 1405

Sunshine Act.

#### The Proposed Regulations

Chapter XIV of Title 36 of the Code of Federal Regulations (as proposed to be established at 60 FR 7507, February 8, 1995), is proposed to be amended by adding part 1405 to read as follows:

**CHAPTER 14—ASSASSINATION RECORDS REVIEW BOARD****PART 1405—RULES IMPLEMENTING THE GOVERNMENT IN THE SUNSHINE ACT**

Sec.

1405.1 Applicability.

1405.2 Definitions.

1405.3 Open meetings requirement.

1405.4 Grounds on which meetings may be closed or information be withheld.

1405.5 Procedures for closing meetings, or withholding information, and requests by affected persons to close a meeting.

1405.6 Procedures for public announcement of meetings.

1405.7 Changes affecting a meeting following the public announcement of a meeting.

1405.8 Availability and retention of transcripts, recordings, and minutes and applicable fees.

1405.9 Severability.

**Authority:** 5 U.S.C. 552b; 44 U.S.C. 2107.**§ 1405.1 Applicability.**

(a) This part implements the provisions of the Government in the Sunshine Act (5 U.S.C. 552b). These procedures apply to meetings of the Review Board. The Review Board may waive the provisions set forth in this Part to the extent authorized by law.

(b) Requests for all documents other than the transcripts, recordings, and minutes described in § 1405.8 shall be governed by Review Board regulations pursuant to the Freedom of Information Act (5 U.S.C. 552).

**§ 1405.2 Definitions.**

As used in this part:

*Chairperson* means the Member elected by the Board to serve in said position pursuant to 44 U.S.C. 2107.7(f).

*General Counsel* means the Review Board's principal legal officer, or an attorney serving as Acting General Counsel.

*Government office* means any office of the Federal Government that has possession or control of assassination records as set forth in 44 U.S.C. 2107.3(5).

*Meeting* means the deliberations of three or more Members where such deliberations determine or result in the joint conduct or disposition of official Review Board business. A meeting does not include:

(1) Notation voting or similar consideration of business, whether by circulation of material to the Members individually in writing or by a polling of the Members individually by telephone.

(2) Action by three or more Members to:

(i) Open or to close a meeting or to release or to withhold information pursuant to § 1405.5;

(ii) Set an agenda for a proposed meeting;

(iii) Call a meeting on less than seven days' notice as permitted by § 1405.6(b); or

(iv) Change the subject matter or the determinations to open or to close a publicly announced meeting under § 1405.7(b).

(3) A session attended by three or more Members for which the purpose is to receive briefings from the Review Board's staff or expert consultants, provided that members of the Review Board do not engage in deliberations at such sessions that determine or result in the joint conduct of disposition of official Review Board business on such matters.

(4) A session attended by three or more Members for which the purpose is to receive informational briefings from representatives of government offices discussing classified or otherwise restricted information in accordance with the provisions of the JFK Act, provided that Members of the Review Board do not engage in deliberations at such sessions that determine or result in the joint conduct of disposition of official Review Board business on such matters.

(5) A gathering of three or more Members for the purpose of holding informal preliminary discussions or exchanges of views, but that does not effectively predetermine official Review Board action.

*Member* means a current member of the Review Board as provided by law.

*Presiding Officer* means the Chairperson or any other Member authorized by the Review Board to preside at a meeting.

*Review Board* means the Assassination Records Review Board created pursuant to 44 U.S.C. 2107.7.

**§ 1405.3 Open meetings requirement.**

Any meetings of the Review Board, as defined in § 1405.2, shall be conducted in accordance with this part. Except as provided in § 1405.4, the Review Board's meetings, or portions thereof, shall be open to public observation.

**§ 1405.4 Grounds on which meetings may be closed or information may be withheld.**

A meeting may be closed when the Review Board properly determines that an open meeting would disclose information that may be withheld under the criteria enumerated below. Similarly, information that otherwise would be required to be disclosed under §§ 1405.5, 1405.6, and 1405.7 may also

be withheld under these criteria. All records of closed meetings shall, however, be disclosed at a future date consistent with the terms and requirements of the JFK act. The criteria for closing meetings are whether information disclosed at such meetings is likely to:

(a) Disclose matters that are:

(1) specifically authorized under criteria established by an Executive Order to be kept secret in the interests of national defense or foreign policy; and

(2) in fact properly classified pursuant to such Executive order;

(b) Relate solely to the internal personnel rules and practices of the Review Board;

(c) Disclose matters specifically exempted from disclosure by statute (other than 5 U.S.C. 552), provided that such statute:

(1) requires that the matters be withheld from the public in such a manner as to leave no discretion on the issue; or

(2) establishes particular criteria for withholding or refers to particular types of matters to be withheld.

(d) Disclose trade secrets and commercial or financial information obtained from a person and is privileged or confidential;

(e) Involve accusing any person of a crime, or formally censuring any person;

(f) Disclose information of a personal nature where disclosure would constitute a clearly unwarranted invasion of personal privacy;

(g) Disclosure investigatory records compiled for law enforcement purposes, or information which, if written, would be contained in such records, but only to the extent that the production of such records or information would:

(1) interfere with enforcement proceedings;

(2) deprive a person of a right to a fair trial or an impartial adjudication;

(3) constitute an unwarranted invasion to personal privacy;

(4) disclose the identity of a confidential source and, in the case of a record compiled by a criminal law enforcement authority in the course of a criminal investigation, or by an agency conducting a lawful national security intelligence investigation, confidential information furnished only by the confidential source;

(5) disclose investigative techniques and procedures; or

(6) endanger the life or physical safety of law enforcement personnel;

(h) Specifically concern the Review Board's issuance of a subpoena, or the Review Board's participation in a civil action or proceeding, an action in a

foreign court or international tribunal, or an arbitration, or the initiation, conduct, or disposition by the Review Board of a particular case of formal agency adjudication pursuant to the procedures in 5 U.S.C. 554 or otherwise involving a determination on the record after opportunity for a hearing; or

(i) Disclose other information for which the Sunshine Act provides an exemption to the open meeting requirements of the Act.

**§ 1405.5 Procedures for closing meetings, or withholding information, and requests by affected persons to close a meeting.**

(a) A majority of all Members may vote to close a meeting or withhold information pertaining to that meeting. A separate vote shall be taken with respect to each action under § 1405.4. A majority of the Review Board may act by taking a single vote with respect to a series of meetings, a portion or portions of which are proposed to be closed to the public, or with respect to any information concerning such series of meetings, so long as each meeting in such series involves the same particular matters and is scheduled to be held no more than thirty days after the initial meeting in such series. Each Member's vote under the paragraph shall be recorded and no proxies shall be permitted.

(b) Any person whose interests may be directly affected if a portion of a meeting is open may request the Review Board to close the portion of the meeting on the grounds referred to in § 1405.4(e), (f), or (g). Requests, with reasons in support thereof, should be submitted to the Office of the General Counsel, Assassination Records Review Board, 600 E Street, NW., 2nd Floor, Washington, DC 20530. On the motion of any Member, the Review Board shall determine by recorded vote whether to grant the request.

(c) Within one working day of any vote taken pursuant to this section, the Review Board shall make publicly available a written copy of such vote reflecting the vote of each Member on the question. If a portion of a meeting is to be closed to the public, the Review Board shall make available a full written explanation of its action closing the meeting (or portion thereof) and a list of all persons expected to attend the meeting and their affiliation.

(d) For each closed meeting, the General Counsel shall publicly certify that, in his or her opinion, the meeting may be closed to the public and shall state each relevant exemptive provision. A copy of such certification shall be available for public inspection.

(e) For each closed meeting, the Presiding Officer shall issue a statement setting forth the time, place, and persons present. A copy of such statement shall be available for public inspection.

(f) For each closed meeting, with the exception of a meeting closed pursuant to 1405.4(h), the Review Board shall maintain a complete transcript or electronic recording adequate to record fully the proceedings of each meeting. For meetings or portions thereof that are closed pursuant to § 1405.4(h), the Review Board may maintain a set of minutes in lieu of such transcript or recording. Such minutes shall fully and clearly describe all matters discussed and shall provide a full and accurate summary of any actions taken, and the reasons therefor, including a description of each of the views expressed on any item and the record of any rollcall vote. The records of closed meetings, in addition to all other records of the Review Board, shall be included as permanent records in the JFK Collection at the National Archives as provided by the JFK Act.

**§ 1405.6 Procedures for public announcement of meetings.**

(a) For each meeting, the Review Board shall make public announcement, at least one week before the meeting, of the:

- (1) Time of the meeting;
- (2) Place of the meeting;
- (3) Subject matter of the meeting;
- (4) Whether the meeting is to be open or closed; and

(5) The name and business telephone number of the official designated by the Review Board to respond to requests for information about the meeting.

(b) The one week advance notice required by paragraph (a) of this section may be reduced only if:

(1) A majority of all Members determines by recorded vote that Review Board business requires that such meeting be scheduled in less than seven days; and

(2) The public announcement required by paragraph (a) of this section is made at the earliest practicable time.

**§ 1405.7 Changes affecting a meeting following the public announcement of a meeting.**

(a) After there has been a public announcement of a meeting, the time or place of such meeting may be changed only if the Review Board publicly announces such change at the earliest practicable time. Members need not approve such change by recorded vote.

(b) After there has been a public announcement of a meeting, the subject

matter of such meeting, or the determination of the Review Board to open or to close a meeting or a portion thereof to the public may be changed only when:

(1) A majority of all Members determines, by recorded vote, that Review Board business so requires and that no earlier announcement of the change was possible; and

(2) The Review Board publicly announces such change and the vote of each Member thereof at the earliest practicable time.

(c) The deletion of any subject matter announced for a meeting is not a change requiring the approval of the Review Board under paragraph (b) of this section.

**§ 1405.8 Availability and retention of transcripts, recordings, and minutes, and applicable fees.**

In accordance with the provisions of the JFK Act, the Review Board shall retain the transcript, electronic recording, or minutes of the discussion of any item on the agenda or of any testimony received at a closed meeting for inclusion as a permanent record in the JFK Collection at the National Archives. The public shall have access to such records consistent with the terms of the JFK Act. Copies of any nonexempt transcript or minutes, or transaction of such recordings disclosing the identity of each speaker, shall be furnished to any person at the actual cost of transcription or duplication unless otherwise provided by the terms of the JFK Act. If at some later time the Review Board determines that there is no further justification for withholding a portion of a transcript, electronic recording, or minutes or other item of information from the public which had been previously withheld, such portion or information shall be made publicly available.

**§ 1405.9 Severability.**

If any provision of this part or the application of such provision to any person or circumstance, is held invalid, the remainder of this part of the application of such provision to persons or circumstances other than those as to which it is held invalid, shall not be affected thereby.

Dated: June 20, 1995.

**David G. Marwell,**  
*Executive Director.*

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