106TH CONGRESS 1ST SESSION

S. 22

To provide for a system to classify information in the interests of national security and a system to declassify information, and for other purposes.

IN THE SENATE OF THE UNITED STATES

January 19, 1999

Mr. Moynihan (for himself, Mr. Helms, Mr. Lott, Mr. Daschle, Mr. Thompson, Ms. Collins, and Mr. Schumer) introduced the following bill; which was read twice and referred to the Committee on Governmental Affairs

A BILL

- To provide for a system to classify information in the interests of national security and a system to declassify information, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SHORT TITLE.
 - 4 This Act may be cited as the "Government Secrecy
 - 5 Reform Act of 1999".
 - 6 SEC. 2. CLASSIFICATION AND DECLASSIFICATION OF IN-
 - 7 **FORMATION.**
 - 8 (a) In General.—The President may, in accordance
- 9 with the provisions of this Act, protect from unauthorized

1	disclosure any information owned by, produced by or for,
2	or under the control of the executive branch when there
3	is a demonstrable need to do so in order to protect the
4	national security of the United States.
5	(b) Establishment of Standards and Proce-
6	DURES FOR CLASSIFICATION AND DECLASSIFICATION.—
7	(1) Governmentwide procedures.—
8	(A) CLASSIFICATION.—The President
9	shall, to the extent necessary, establish cat-
10	egories of information that may be classified
11	and procedures for classifying information
12	under subsection (a).
13	(B) Declassification.—At the same
14	time the President establishes categories and
15	procedures under subparagraph (A), the Presi-
16	dent shall establish procedures for declassifying
17	information that was previously classified.
18	(2) Notice and comment.—
19	(A) Notice.—The President shall publish
20	in the Federal Register notice regarding the
21	categories and procedures proposed to be estab-
22	lished under paragraph (1).
23	(B) Comment.—The President shall pro-
24	vide an opportunity for interested persons to

submit comments on the categories and procedures covered by subparagraph (A).

- (C) DEADLINE.—The President shall complete the establishment of categories and procedures under paragraph (1) not later than 60 days after publishing notice in the Federal Register under subparagraph (A). Upon completion of the establishment of such categories and procedures, the President shall publish in the Federal Register notice regarding such categories and procedures.
- (3) Modification.—In the event the President determines to modify any categories or procedures established under paragraph (1), subparagraphs (A) and (B) of paragraph (2) shall apply to such modification.

(4) AGENCY STANDARDS AND PROCEDURES.—

(A) In General.—The head of each agency shall establish standards and procedures to permit such agency to classify and declassify information created by such agency in accordance with the categories and procedures established by the President under this section and otherwise to carry out the provisions of this Act. Such standards and procedures shall include

mechanisms to minimize the risk of inadvertent or inappropriate declassification of previously classified information (including information classified by other agencies).

(B) GUIDANCE.—

(i) In general.—The President shall require the head of each agency with original classification authority to produce written guidance on the classification and declassification of information in order to improve the classification and declassification of information by such agency and the derivative classification of information and declassification of derivatively classified information by such agency and other agencies. Such guidance may be treated as classified information under this Act.

(ii) Declassification period for certain information.—

(I) IN GENERAL.—In producing written guidance under clause (i), the head of an agency may specify types and categories of information that may remain classified for up to 25

1	years after the date of original classi-
2	fication.
3	(II) APPROVAL REQUIRED.—The
4	specification of a type or category of
5	information under subclause (I) shall
6	be effective only with the approval of
7	the Director of the Office of National
8	Classification and Declassification
9	Oversight.
10	(C) DEADLINE.—Each agency head shall
11	establish standards and procedures under sub-
12	paragraph (A) and produce written guidance
13	under subparagraph (B) not later than 60 days
14	after the date on which the President publishes
15	notice under paragraph (2)(C) of the categories
16	and standards established by the President
17	under paragraph (1).
18	(D) Publication.—Each agency head
19	shall publish in the Federal Register the stand-
20	ards and procedures established by such agency
21	head under subparagraph (A).
22	(c) STANDARD FOR CLASSIFICATION AND DECLAS-
23	SIFICATION DECISIONS.—
24	(1) In General.—Subject to paragraph (2),
25	information may be classified under this Act, and

- classified information under review for declassification under this Act may remain classified, only if the harm to national security that might reasonably be expected from disclosure of such information outweighs the public interest in disclosure of such information.
 - (2) Default Rule.—In the event of significant doubt whether the harm to national security that might reasonably be expected from the disclosure of information would outweigh the public interest in the disclosure of such information, such information shall not be classified or, in the case of classified information under review for declassification, declassified.

(3) Factors in decisions.—

- (A) IN GENERAL.—The President shall prescribe the factors to be utilized in deciding for purposes of paragraph (1) whether the disclosure of information might reasonably be expected to harm national security or might serve the public interest.
- (B) Guidance.—In prescribing factors under subparagraph (A), the President shall also prescribe guidance to be utilized in applying such factors. The guidance shall specify

1	with reasonable detail the weight to be assigned
2	each factor and the manner of balancing among
3	opposing factors of similar or different weight.
4	(C) Process.—The President shall pre-
5	scribe factors and guidance under this para-
6	graph at the same time the President estab-
7	lishes categories and procedures under sub-
8	section (b)(1) and subject to the notice and
9	comment procedures set forth under subsection
10	(b)(2).
11	(d) Written Justification for Classifica-
12	TION.—
13	(1) Original classification.—Each agency
14	official who makes a decision to classify information
15	not previously classified shall, at the time of such
16	decision—
17	(A) identify himself or herself;
18	(B) provide in writing a detailed justifica-
19	tion of that decision; and
20	(C) indicate the basis for the classification
21	of the information with reference to the written
22	guidance produced under subsection (b)(4)(B).
23	(2) Derivative classification.—In any case
24	in which an agency official or contractor employee
25	classifies a document on the basis of information

1	previously classified that is included or referenced in
2	the document, the official or employee, as the case
3	may be, shall—
4	(A) identify himself or herself in that docu-
5	ment; and
6	(B) provide a concise explanation of that
7	decision.
8	(e) Declassification of Information Classi-
9	FIED UNDER ACT.—
10	(1) In general.—Except as provided in para-
11	graphs (2), (3), and (4), information classified under
12	this Act may not remain classified under this Act
13	after the date that is 10 years after the date of the
14	original classification of the information.
15	(2) Earlier Declassification.—When
16	classifying information under this Act, an agency of-
17	ficial may provide for the declassification of the in-
18	formation as of a date or event that is earlier than
19	the date otherwise provided for under paragraph (1).
20	(3) Later declassification.—
21	(A) In general.—When classifying infor-
22	mation under this Act, an agency official with
23	original classification authority over the infor-
24	mation may provide for the declassification of
25	the information on a date that is up to 25 years

after the date of original classification in accordance with the guidance approved under subsection (b)(4)(B)(ii).

(B) Postponement.—The actual date of the declassification of information referred to in subparagraph (A) may be postponed under paragraph (4)(D).

(4) Postponement of Declassification.—

- (A) In General.—The declassification of any information or category of information that would otherwise be declassified under paragraph (1) or (2) may be postponed if an official of the agency with original classification authority over the information or category of information, as the case may be, determines, before the time of declassification for such information otherwise provided for under paragraph (1) or (2), as the case may be, that the information or category of information, as the case may be, should remain classified.
- (B) PROCEDURE.—An official may not implement a determination under subparagraph (A) until the official obtains the concurrence of the Director of the Office of National Classi-

1	fication and Declassification Oversight in the
2	determination.
3	(C) General duration of postpone-
4	MENT.—Except as provided in subparagraph
5	(D), information the declassification of which is
6	postponed under this paragraph may remain
7	classified not longer than 15 years after the
8	date of the postponement.
9	(D) EXTENDED DURATION OF POSTPONE-
10	MENT.—
11	(i) In general.—Subject to clauses
12	(ii) and (iii), the declassification of any in-
13	formation that would otherwise be declas-
14	sified under subparagraph (C) or para-
15	graph (3) may be postponed if an official
16	of the agency with original classification
17	authority over the information determines
18	that extraordinary circumstances require
19	that the information remain classified.
20	(ii) Procedures.—An official may
21	not implement a determination under
22	clause (i) until the official—
23	(I) obtains the concurrence of the
24	Director of the Office of National

1	Classification and Declassification
2	Oversight in the determination; and
3	(II) submits to the President a
4	certification of the determination.
5	(iii) Review.—The President shall es-
6	tablish a schedule for the review of the
7	need for continued classification of any in-
8	formation the declassification of which is
9	postponed under this subparagraph. Such
10	information shall be declassified at the ear-
11	liest possible time after the termination of
12	the circumstances with respect to such in-
13	formation referred to in clause (i).
14	(E) Concurrences.—A concurrence at
15	the direction of the Classification and Declas-
16	sification Review Board on appeal under section
17	4(c)(2) and a concurrence at the direction of
18	the President on appeal under section 5(a) shall
19	be treated as a concurrence of the Director of
20	the Office of National Classification and De-
21	classification Oversight for purposes of subpara-
22	graphs (B) and (D)(ii)(I).
23	(5) Approval required for declassifica-
24	TION OF INFORMATION.—Except as provided in this
25	Act, no information classified under this Act may be

1	declassified or released without the approval of the
2	agency that originally classified the information.
3	(6) Specification of declassification
4	DATE OR EVENT.—Each agency official making a
5	decision to classify information under this subsection
6	shall specify upon such information the date or event
7	of its declassification.
8	(f) Declassification of Current Classified In-
9	FORMATION.—
10	(1) Procedures.—The President shall estab-
11	lish procedures for declassifying information that
12	was classified before the effective date of this Act.
13	Such procedures shall, to the maximum extent prac-
14	ticable, be consistent with the provisions of this sec-
15	tion.
16	(2) Automatic Declassification.—The pro-
17	cedures established under paragraph (1) shall in-
18	clude procedures for the automatic declassification
19	of information referred to in that paragraph that
20	has remained classified for more than 25 years as of
21	the effective date referred to in that paragraph.
22	(3) Notice and comment.—
23	(A) Notice.—The President shall publish
24	notice in the Federal Register of the procedures

- proposed to be established under this subsection.
 - (B) Comment.—The President shall provide an opportunity for interested persons to submit comments on the procedures covered by subparagraph (A).
 - (C) DEADLINE.—The President shall complete the establishment of procedures under this subsection not later than 60 days after publishing notice in the Federal Register under subparagraph (A). Upon completion of the establishment of such procedures, the President shall publish in the Federal Register notice regarding such procedures.
- 15 (g) Conforming Amendment to FOIA.—Section 16 552(b)(1) of title 5, United States Code, is amended to 17 read as follows:
- "(1)(A) specifically authorized to be classified under the Government Secrecy Reform Act of 1999 or specifically authorized under criteria established by an Executive order to be kept secret in the interest of national security and (B) are in fact properly classified pursuant to that Act or Executive order;".

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1	SEC. 3. OFFICE OF NATIONAL CLASSIFICATION AND DE-
2	CLASSIFICATION OVERSIGHT.
3	(a) Establishment.—
4	(1) In general.—There is established within
5	the National Archives and Records Administration
6	an office to be known as the Office of National Clas-
7	sification and Declassification Oversight (in this sec-
8	tion referred to as the "Oversight Office").
9	(2) Purpose.—The purpose of the Oversight
10	Office is to standardize the policies and procedures
11	used by agencies to assess information for initial
12	classification and to review information for declas-
13	sification.
14	(3) POLICY GUIDANCE.—On behalf of the Presi-
15	dent, the Assistant to the President for National Se-
16	curity Affairs shall provide policy guidance to the
17	Oversight Office.
18	(4) Budget.—
19	(A) Consultation in Preparation.—
20	The Archivist of the United States shall consult
21	with the Assistant to the President for National
22	Security Affairs and the Director of the Office
23	of Management and Budget in preparing the
24	annual budget request for the Oversight Office.
25	(B) Presentation.—The annual budget
26	request for the Oversight Office shall appear as

1	a distinct item in the annual budget request of
2	the National Archives and Records Administra-
3	tion.
4	(b) Director.—
5	(1) In general.—There shall be a Director of
6	the Office of National Classification and Declas-
7	sification Oversight who shall be appointed by the
8	President, by and with the advice and consent of the
9	Senate. The Director shall be the head of the Over-
10	sight Office.
11	(2) Qualifications.—To the maximum extent
12	practicable, the President shall nominate for ap-
13	pointment as Director individuals who have experi-
14	ence in policy relating to classification and declas-
15	sification of information, records management, and
16	information technology.
17	(3) Supervision.—The Director shall report
18	directly to the Archivist of the United States.
19	(4) Executive schedule.—Section 5315 of
20	title 5, United States Code, is amended by adding
21	at the end the following:
22	"Director, Office of National Classification and
23	Declassification Oversight.".
24	(c) Personnel and Resources.—

- 1 (1) Transfer.—All personnel, funds, and 2 other resources of the Information Security Over-3 sight Office are hereby transferred to the Oversight 4 Office and shall constitute the personnel, funds, and 5 other resources of the Oversight Office.
 - (2) Interim director.—The Director of the Information Security Oversight Office shall serve as acting Director of the Oversight Office until a Director of the Oversight Office is appointed under subsection (b)(1).

(d) Duties.—The Oversight Office shall—

- (1) coordinate and oversee the classification and declassification policies and practices of agencies in order to ensure the compliance of such policies and procedures with the provisions of this Act;
- (2) develop and issue directives, instructions, and educational aids and forms to assist in the implementation of the provisions of this Act;
- (3) develop a program of research and development of technologies to improve the efficiency of classification and declassification processes under this Act;
- (4) determine whether or not information is classified in violation of this Act and order that information determined to be classified in violation of

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- this Act be declassified by the agency that originated the classification;
 - (5) determine whether an agency determination to postpone the declassification of information under section 2(e)(4) is consistent with the provisions of this Act;
 - (6) review the proposed budgets of agencies for classification and declassification programs and make recommendations to the Office of Management and Budget as to means of ensuring that such budgets provide sufficient funds to permit agencies to comply with the requirements of this Act;
 - (7) oversee special access programs consistent with its other duties under this section;
 - (8) conduct audits and on-site reviews of agency classification and declassification programs; and
 - (9) establish and maintain a Government-wide database on the declassification activities of the Government, including an unclassified version of the database available to the public.

21 (e) AGENCY COOPERATION.—

(1) In General.—Subject to the control and supervision of the President, each agency shall provide the Oversight Office such information and other cooperation as the Director of the Oversight Office

1	considers appropriate to permit the Oversight Office
2	to carry out its duties.
3	(2) Special access programs.—The head of
4	an agency with jurisdiction over special access pro-
5	grams may—
6	(A) limit access to such programs to not
7	more than the Director and one other employee
8	of the Oversight Office; and
9	(B) upon the concurrence of the President,
10	deny access by the Oversight Office to any such
11	program if the head of such agency determines
12	that such access would pose an exceptional risk
13	to national security.
14	(f) Appeals from Certain Decisions.—
15	(1) In general.—An agency may appeal to
16	the Classification and Declassification Review Board
17	any declassification order or determination under
18	paragraph (4) or (5) of subsection (d).
19	(2) Deadline.—An agency may appeal an
20	order or determination under paragraph (1) only if
21	the agency submits the appeal to the Board not later
22	than 60 days after the date of the order or deter-
23	mination, as the case may be.
24	(g) Protection of Information.—The Director of
25	the Oversight Office shall take appropriate actions to pre-

1	vent disclosure to the public of classified information that
2	is provided to the Oversight Office. Such actions shall in-
3	clude a requirement that the staff of the Oversight Office
4	possess security clearances appropriate for the informa-
5	tion considered and reviewed by the Oversight Office.
6	(h) Annual Report.—
7	(1) Requirement.—Not later than March 31
8	each year, the Director of the Oversight Office shall
9	submit to Congress and to the President a report on
10	the compliance of agencies with the requirements of
11	this Act.
12	(2) Elements.—Each report under paragraph
13	(1) shall—
14	(A) include a summary of the extent of the
15	compliance of agencies Government-wide with
16	the requirements of this Act as of the date of
17	such report; and
18	(B) set forth an assessment of the compli-
19	ance of each agency with such requirements as
20	of that date.
21	(3) FORM.—Each report under paragraph (1)
22	shall be submitted in unclassified form, but may in-
23	clude a classified annex.
24	(4) AVAILABILITY.—The Oversight Office shall
25	make available to the public the unclassified form of

1	each report under paragraph (1) on an Internet Web
2	site maintained by the Oversight Office.
3	SEC. 4. CLASSIFICATION AND DECLASSIFICATION REVIEW
4	BOARD.
5	(a) Establishment.—There is established within
6	the Executive Office of the President a board to be known
7	as the Classification and Declassification Review Board
8	(in this section referred to as the "Board").
9	(b) Membership and Procedural Matters.—
10	(1) In general.—The Board shall consist of
11	five members appointed by the President, by and
12	with the advice and consent of the Senate, of
13	whom—
14	(A) four shall be private citizens;
15	(B) two shall be officers or employees of
16	the Federal Government; and
17	(2) Qualifications.—
18	(A) Private citizens.—The members of
19	the Board who are private citizens shall be ap-
20	pointed from among individuals who are distin-
21	guished historians, political scientists, archi-
22	vists, and other social scientists or who other-
23	wise have demonstrated expertise in matters re-
24	lating to the national security of the United

- States, records management, or government information policy.
 - (B) GOVERNMENT EMPLOYEES.—The members of the Board who are officers or employees of the Federal Government shall be appointed from among such officers and employees who have demonstrated expertise in matters referred to in subparagraph (A).
 - (C) Change in employment.—Notwithstanding any provision of paragraph (1), the commencement or termination of service as an officer or employee of the Federal Government of an individual appointed as a member of the Board under that paragraph before such commencement or termination shall not affect the continuation of such individual as a member of the Board.

(3) Nominations.—

(A) Consultation.—In nominating individuals for appointment to the Board, the President shall consult with the Secretary of Defense, Secretary of State, Attorney General, Assistant to the President for National Security Affairs, Director of Central Intelligence, Archi-

1	vist of the United States, and Director of the
2	Office of Management and Budget.
3	(B) Limitation.—The President may not
4	nominate for appointment to the Board any in-
5	dividual who has previously served as a member
6	of the Board.
7	(C) Initial nominations.—The Presi-
8	dent shall make the first nominations of indi-
9	viduals for appointment to the Board not later
10	than 120 days after the effective date of this
11	Act.
12	(D) Bipartisan representation.—Of
13	the members of the Board appointed under
14	paragraph (1)(A), not more than two shall be
15	of the same political party.
16	(4) Presidence officer.—The President shall
17	designate a member of the Board appointed under
18	paragraph (1)(A) to serve as the Presiding Officer
19	of the Board.
20	(5) Term.—Members of the Board shall be ap-
21	pointed for a term of 4 years, except that of the
22	members first nominated for appointment to the

Board under paragraph (3)(C)—

1	(A) two shall be nominated for a 4-year
2	term (including the member who shall be the
3	Presiding Officer of the Board);
4	(B) two shall be nominated for a 3-year
5	term; and
6	(C) two shall be nominated for a 2-year
7	term.
8	(6) Vacancies.—An individual appointed to fill
9	a vacancy shall be appointed for the unexpired term
10	of the member replaced.
11	(7) Procedural matters.—
12	(A) QUORUM.—A majority of the members
13	of the Board shall constitute a quorum, but a
14	lesser number of members may hold hearings.
15	(B) Rules and procedures.—
16	(i) REQUIREMENT.—The Board shall
17	establish, and may from time to time mod-
18	ify, such rules and procedures as the
19	Board considers appropriate to carry out
20	its duties. Such rules and procedures shall
21	provide that a decision of the Board re-
22	quires a vote of a majority of the members
23	of the Board.

1	(ii) Publication.—The Board shall
2	publish its rules and procedures in the
3	Federal Register.
4	(iii) Initial rules and proce-
5	DURES.—The Board shall establish its ini-
6	tial rules and procedures not later than
7	90 days after the date of initial meeting
8	of the Board.
9	(c) Powers and Duties.—The Board shall—
10	(1) decide on appeals by agencies which chal-
11	lenge a declassification order of the Office of Na-
12	tional Classification and Declassification Oversight
13	under section $3(d)(4)$;
14	(2) decide on appeals by agencies which chal-
15	lenge a determination of that Office not to concur in
16	the postponement of the declassification of informa-
17	tion under section $3(d)(5)$; and
18	(3) decide on appeals by persons or entities who
19	have filed requests for mandatory declassification re-
20	view.
21	(d) Protection of Information.—The Board
22	shall take appropriate actions to prevent the disclosure to
23	the public of classified information that is provided to the
24	Board. Such actions shall include a requirement that the
25	members and staff of the Board possess security clear-

ances appropriate for the information considered and re-2 viewed by the Board. 3 (e) Personnel Matters.— 4 (1) Compensation.— (A) Compensation.—Each member of the 6 Board who is a private citizen shall be com-7 pensated at a rate equal to the daily equivalent 8 of the annual rate of basic pay prescribed for 9 level IV of the Executive Schedule under section 10 5315 of title 5, United States Code, for each 11 day (including travel time) during which such 12 member is engaged in the performance of the 13 duties of the Board. 14 (B) Travel expenses.—The members of 15 the Board shall be allowed travel expenses, in-16 cluding per diem in lieu of subsistence, at rates 17 authorized for employees of agencies under sub-18 chapter I of chapter 57 of title 5, United States 19 Code, while away from their homes or regular 20 places of business in the performance of serv-21 ices for the Board. 22 STAFF.—The Presiding Officer of the 23

Board may, with the concurrence of the Board, ap-

point such staff, including an executive secretary, as

the Board requires to carry out its duties.

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- 1 (3) Detail of Government employees.—
- 2 Any Federal Government employee may be detailed
- 3 to the Board without reimbursement, and such de-
- 4 tail shall be without interruption or loss of civil serv-
- 5 ice status or privilege.

6 SEC. 5. APPEAL OF DETERMINATIONS OF CLASSIFICATION

7 AND DECLASSIFICATION REVIEW BOARD.

- 8 (a) Appeal.—Subject to subsection (c), any agency
- 9 may appeal to the President a decision or other action of
- 10 the Classification and Declassification Review Board
- 11 under section 4(c).
- 12 (b) DEADLINE.—An agency may appeal a decision or
- 13 other action under subsection (a) only if the agency sub-
- 14 mits the appeal to the President not later than 60 days
- 15 after the date of the decision or other action concerned.
- 16 (c) Finality.—A decision of the President on an ap-
- 17 peal under subsection (a) shall be final.
- 18 SEC. 6. PROHIBITIONS.
- 19 (a) WITHHOLDING INFORMATION FROM CON-
- 20 GRESS.—Nothing in this Act shall be construed to author-
- 21 ize the withholding of information from Congress.
- 22 (b) Judicial Review.—Except in the case of the
- 23 amendment to section 552 of title 5, United States Code,
- 24 made by section 2(g), no person may seek or obtain judi-

- 1 cial review of any provision of this Act or any action taken
- 2 under a provision of this Act.

3 SEC. 7. DEFINITIONS.

4 In this Act:

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- 5 (1) The term "agency" means any executive 6 agency as defined in section 105 of title 5, United 7 States Code, any military department as defined in 8 section 102 of such title, and any other entity in the 9 Executive Branch of the Government that comes 10 into the possession of classified information.
 - (2) The terms "classify", "classified", and "classification" refer to the process by which information is determined to require protection from unauthorized disclosure pursuant to this Act in order to protect the national security of the United States.
 - (3) The terms "declassify", "declassified", and "declassification" refer to the process by which information that has been classified is determined to no longer require protection from unauthorized disclosure pursuant to this Act.

21 SEC. 8. EFFECTIVE DATE.

This Act and the amendment made by section 2(g) shall take effect 180 days after the date of the enactment of this Act.