

# Table of Contents

<b>Figures and Tables</b>	XIX
<b>Summary of Findings and Recommendations</b>	XXI
<b>Chairman’s Foreword</b>	XXXI
<b>Vice Chairman’s Foreword</b>	XLVII
<b>I. Overview: Protecting Secrets and Reducing Secrecy</b>	1
Commission Purposes and Objectives	
Secrecy Issues Not Addressed by the Commission	
Defining Government Secrecy	
The Means for Protecting Government Secrets	
The Importance of Protecting Secrets	
The Intangible Costs of Secrecy	
Efforts to Quantify the Costs of Secrecy	
Evolving Concepts of National Security	
A Statutory Basis for the Secrecy System	
The Case for a Statutory Approach	
A Proposed Statute	
Conclusion	
<b>II. Rethinking Classification: Better Protection and Greater Openness</b>	19
Toward a Life Cycle Approach to Classification Management	
The Secrecy System	
Bases for Classification	
A Half Century of Executive Orders	
Protection of Sources and Methods	
Protection Under the Atomic Energy Act	
Living With Ambiguity: The Levels of Classification	
Controlling Access to Secrets: The “Need-to-Know” Principle	
Clarifying Security in Special Access Programs	
Protecting Other Government Information	
The Classifiers	
Original Classification Authorities: The Linchpin of Classification	
Derivative Classifiers: Enhancing Accountability Where it Matters	
Developing Better Classification Guides	
Improving the Training and Education of Classifiers	
The Key to Better Classification: The Initial Decision to Classify	
The Importance of the Initial Decision	

- Improving the Initial Decision
- Enhancing Implementation and Oversight
  - A Greater Role for the Congress
  - The Focal Point: Executive Branch Policy Development and Oversight
    - Policy Development: Who's in Charge?
    - Oversight: The Critical Missing Link
    - A New Approach to Policy Development and Oversight
  - Strengthening Implementation and Oversight Within Agencies
- Conclusion

**III. Common Sense Declassification and Public Access** 49

- Why Public Access Matters
  - Promising Developments: Declassification Success Stories
  - Unnecessary Secrecy Persists
  - Sensible Risk Management
- Continuing Barriers to Declassification and Public Access
  - Declassification Under Past Executive Orders
  - Executive Order 12958: A Renewed Focus on Declassification
  - Declassification and the Freedom of Information Act
  - How Much Is Still Classified?
  - How Long Does It Take Before Information Is Declassified?
  - How Much Does Declassification Cost?
  - The Impact of Agency Equities:
    - Multiple Agency Reviews Mean Multiple Delays
  - The Current State of Agency Records Management
  - Agency Attitudes Affect Public Access
  - Public Access in the Information Age
  - Adequate Oversight Is Crucial to Sensible Declassification Policies
- Recommendations for Improving Declassification and Public Access
  - Establishing A National Declassification Center
    - to Coordinate Public Access Policy
  - Clarifying Protection of Sources and Methods Information
  - Improving Records Management and Other Agency Practices to Promote Public Access
- Conclusion

**IV. Personnel Security: Protection Through Detection** 75

- Overview of the Personnel Security Process
  - The Background Investigation
    - Types of Investigations
    - Investigative Costs
  - The Adjudication
- Improving the Current System
  - Modernizing the System's Cold War Foundations

- Increasing Clearance Reciprocity and Standardization
- Enhancing Investigative Quality
- Reducing Inefficiencies in the Processing of Cases
- Addressing Transparency and Due Process Concerns
- Allocating Resources More Effectively
- Strengthening Employee Assistance Programs
- Assessing the Value of Financial Disclosure
- Advancing Polygraph Research
- Making the Clearance Process More Efficient Through Automation

Conclusion

## **V. Information Age Insecurity**

95

- Federal Government Information Security and the National Information Infrastructure
  - The Growing Threat to Information Systems Security
  - The Improving Federal Response
- Improving Oversight Mechanisms
  - Enhancing Executive Branch Oversight and Policy Formulation
  - Enhancing Congressional Oversight and Policy Formulation
- Addressing Current Problems
  - Preventing Redundancies in Technology Development
  - Promoting Government-Industry Cooperation
  - Discouraging the Use of Classification as an Alternative to Effective Information Systems Security
  - Encouraging Greater Accountability and Leadership
- Planning for the Future
  - Disseminating Threat Information
  - Increasing Awareness of Computer Attacks
  - Developing Auditing and Intrusion Detection Capabilities
  - Including Security in Automation Projects
  - Professionalizing Information Systems Security
  - Strengthening Information Technology Training and Awareness

Conclusion

## **VI. APPENDICES**

- A. *Secrecy: A Brief Account of the American Experience*
- B. Commission's Authorizing Statute
- C. Summary of Recommendations
- D. Biographical Information
- E. Acknowledgments
- F. List of Commission Meetings and Programs
- G. Major Reviews of the U.S. Secrecy System
- H. Acronyms and Abbreviations



# Figures and Tables

## Figures

1.	Where It Happens: Classification Activity By Agency	31
2.	Agency Declassification at a Glance	58
3.	Number of Federal and Contractor Employees with Clearances	76
4.	Total Investigation Costs	77
5.	Federal EAP Statistics	88
6.	Trends in Hacker Tools	99
7.	Percentage of Companies with Employees Educated on Computer Abuse Laws	112

## Tables

1.	Provisions in Past Executive Orders Promoting Public Access to Information	55
2.	Major Personnel Security Authorities Since EO 10450	79
3.	Potential Legislative Jurisdiction for Information Systems Security	103