(b)(3)

CIA FY 2005 Declassification Plan Required Under Executive Order 12958, "Classified National Security Information," as Amended

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Executive Summary

The Central Intelligence Agency (CIA) estimates that there are a total of 118.2 million pages of permanent records through 1981 that require review under the Automatic Declassification provisions of Executive Order (EO) 12958, as amended. This estimate includes 97.7 million pages from CIA holdings. These CIA holdings are divided into 37.4 million pages of textual records and 60.3 million pages of special media. In addition there are approximately 20.5 million pages in external records from other agencies that contain CIA equities.

Through the end of FY 2004, CIA has completed the review of 90.8 million pages, of which approximately 28.3 million pages have been declassified and released in whole or in part—about a 31 percent release rate. The CIA review included 32.2 million pages of textual records and 51.0 million pages of special media, and 7.6 million pages of external records.

During FY 2005- FY 2006, CIA will complete the review of the remaining 5.2 million pages of textual records due 31 December 2006. During the period FY 2005 through FY 2011, CIA will complete the review of the remaining 12.8 million pages of external textual records and 9.3 million pages of CIA special media. ***This will fully meet the initial requirements of EO 12958, as amended.*** During this period CIA will declassify and release from this *legacy* workload an additional 2.8 million pages---about a 10% release rate. The declining release rate is primarily because of resource limitations, the higher sensitivity of the remaining more recent records, and the increasing complexity of review. These factors impose limitations on the amount of redaction that is feasible and thereby reduce the release rate. In addition to its efforts to meet yearly production goals, CIA has been a leader in the establishment of innovative efforts to facilitate compliance with the Executive Order's requirements. These efforts include leadership of the External Referral Working Group (ERWG); active participation in equities identification training for the declassification community; the establishment of a joint review program with the National Geospatial-Intelligence Agency (NGA); and the deployment of the highly popular CIA Research Search Tool (CREST) at NARA II in College Park, Maryland, which now contains just over nine million pages of declassified records. In addition, last year CIA participated with the State Department and several other agencies in an innovative effort to assist in the quality assurance review of State electronic cables.

CIA's commitment to the spirit of the Executive Order is further demonstrated in its emphasis on the review of Presidential Library records. Both the Remote Archive Capture (RAC) program and the assignment of additional reviewers to Presidential Library records---in a period of declining resources---demonstrate the CIA commitment to provide maximum support to this important element of the Executive Order. CIA also continues to examine the feasibility of deploying the CREST system to Presidential Libraries and other archives.

Importantly, CIA's efforts to improve processes for equities notification throughout the Executive Branch were recognized and endorsed by Congress with funding for the development of a database for community equities' notification. During the past year, CIA led the development of user requirements and executed a competitive procurement and selection of a contractor for development of the Document Declassification Support System (DDSS), which will support the equity referral process for the overall declassification community.

Though we can meet our production goals within planned resources, increasing the amount of released material and sustaining innovative efforts will require the funding levels discussed in classified Annex "A." This annex is being submitted separately.

1.0 Introduction

1.1 Purpose of the Report

In this report the Central Intelligence Agency (CIA) provides its updated plan for compliance with Executive Order 12958, as amended, and 32 CFR Parts 2001 and 2004. It is responsive to a requirement from the Information Security Oversight Office (ISOO) dated 08 November 2004, that calls for each agency either to prepare an original plan or submit an updated plan.

The ISOO requirement calls for a description of how each agency's plan will ensure implementation of automatic declassification in its organization and how agencies will complete appropriate reviews of the backlog of classified permanent records that are 25 years or older by 31 December 2006.

In line with the guidance, the updated CIA plan identifies: 1) the responsible CIA officials; 2) the estimated aggregate quantity of records and estimated breakdown of each category as defined by ISOO, the location of records subject to the amended EO, and the CIA survey methodology; 3) the status of records affected by file series exemption; 4) the Agency's review process and how the plan will ensure compliance with the EO to include a description of how the Agency will declassify, exempt, refer, or delay as appropriate, all 25-year-old or older classified permanent records prior to the full implementation of the automatic declassification provisions on 31 December 2006, and the plan for FY 2007; 5) the application of the integral file blocking concept; 6) CIA's interagency cooperative and innovative efforts to facilitate compliance; 7) development and approval of its declassification guidelines; 8) equity identification training; 9) plans to re-review records and 10) the "rolling period."

The plan will also discuss factors that might impact CIA's ability to comply with the 31 December 2006 deadline for the declassification, exemption, referral, or appropriate delay of relevant 25-year old material. In a separate classified annex (Annex "A"), the plan further describes the funding requirements and available funding to implement the above Agency plan, to include costs for security clearances, physical security, training, contracts, and the number and costs of full time equivalents. A second classified annex (Annex "B") provides the identity of senior officers involved in the process who are under cover. Finally, two additional unclassified annexes, Annex "C" and "D" provide, respectively, a description of variances from last year's plan, and a more detailed description of CIA's declassification review process.

1.2 Provisions of Executive Order 12958, as Amended, Section 3.3

Section 3.3 of the amended executive order extends to 31 December 2006 the automatic declassification date. On that date, all nonexempt classified records that are more than 25 years old and are determined to have permanent historical value (Title 44, US Code) are

to be automatically declassified. Automatic declassification is to take place even if the records have not been reviewed for declassification. The deadline originally established by the EO was April 2000.

In Section 3.3 (e) (2) thru (4), the EO also permits an agency head to appropriately delay the onset of automatic declassification for up to three years, initially 31 December 2009, for classified information that has been referred, transferred or recently discovered; and up to five years, initially 31 December 2011, for classified information contained in special media. *The identification and inclusion of such delays in the declassification plan satisfies the requirement to notify the Director of ISOO of an agency's decision to delay.*

The EO also states that, subsequently, all nonexempt classified records shall be automatically declassified on 31 December of the year that is 25 years from the date of original classification, except as provided for by Section 3.3 paragraphs (b) through (e).

As concerns exemptions, Section 3.3 (b) lists nine categories under which an agency head, in fulfilling responsibilities for safeguarding information, may exempt specific information from automatic declassification. Moreover, in addition to setting the foundation of individual agency declassification guides, the listed categories are the basis for exemption under the file series provision in Section 3.3 (c). File series exemptions approved by the President remain valid without any additional agency action, as stated in Section 3.3 (c) of the EO.

Section 3.3 (d) also permits an agency head or senior agency official to notify the D/ISOO, serving as the Executive Secretary of the Information Security Classification Appeals Panel (ISCAP) of any information beyond that included in the file series exemption that the agency proposes to exempt from automatic declassification. The agency head or senior official must make such a request to the Director of ISOO at least 180 days before the information is subject to 25-year automatic declassification. This notification typically takes the form of a declassification guide (Implementing Directive, Section 2001.30 (j))

Finally, Section 3.3 (e) (1) provides for the creation of integral file blocks of classified information that apply to the onset of automatic declassification. This section defines records covered by integral file blocking as records that are subject to automatic declassification but which will not be automatically declassified until 31 December of the year that is 25 years from the date of the most recent record within the file block.

2.0 Responsible Agency Officials, Presentation of the Production Plan and Description of the Review Process

2.1 Responsible Agency Officials

The Director of Central Intelligence (DCI), under the authority of Section 5.4 (d) of the EO, as amended, has designated Mr. Alan C. Wade, the Chief Information Officer (CIO), as the senior agency official under the EO with corporate authority responsible for directing and administering the Agency Information Management Program under which

information is classified, safeguarded, and declassified. Mr. Wade has appointed Mr. Edmund Cohen to conduct the oversight and coordination of functions to comply with the provisions of the EO as amended and, in particular, as they pertain to 25-year automatic declassification. Mr. Cohen is a senior manager in the office of the CIO, where he is the Director of Information Management Services (IMS). As the Director of IMS, Mr. Cohen reports to Mr. Wade.

In 1995, CIA established the Records Declassification Program (RDP) to provide planning, management, and oversight of 25-year declassification activities. The RDP has been renamed the CIA Declassification Center (CDC). Mr. Richard Warshaw is the Chief of the CDC. Mr. Warshaw reports to Mr. Herbert Briick, Chief of the Information Review and Release Group in IMS, through whom he coordinates his 25-year declassification responsibilities and activities with Mr. Cohen.

CIA's Deputy Executive Director (DEXDIR) is the Agency's corporate authority for adjudicating declassification policy relating to the Agency's declassification and release programs.

In addition to the senior CIA officials listed above with various declassification responsibilities and authorities, CIA maintains [redacted] positions in the CDC that are staffed with certifying officers supporting the automatic declassification provisions of the EO. All certifying officers either have been granted declassification authority or are in the process of being granted such authority and are directly involved in declassification review. Certifying officials are the final arbiters in the CDC multi-level review process and bear full responsibility for declassification decisions under the automatic declassification provisions of the EO.

2.2 Responsible Officials

Addresses/Telephone Numbers:

[See classified Annex "B" for the Deputy Executive Director's Name]
Deputy Executive Director
Central Intelligence Agency
Washington, DC 20505

[redacted]

Alan C. Wade (Senior Agency Official)
Chief Information Officer
Central Intelligence Agency
Washington, DC 20505

[redacted]

Edmund Cohen
Director, Information Management Services
Central Intelligence Agency
Washington, DC 20505

[redacted]

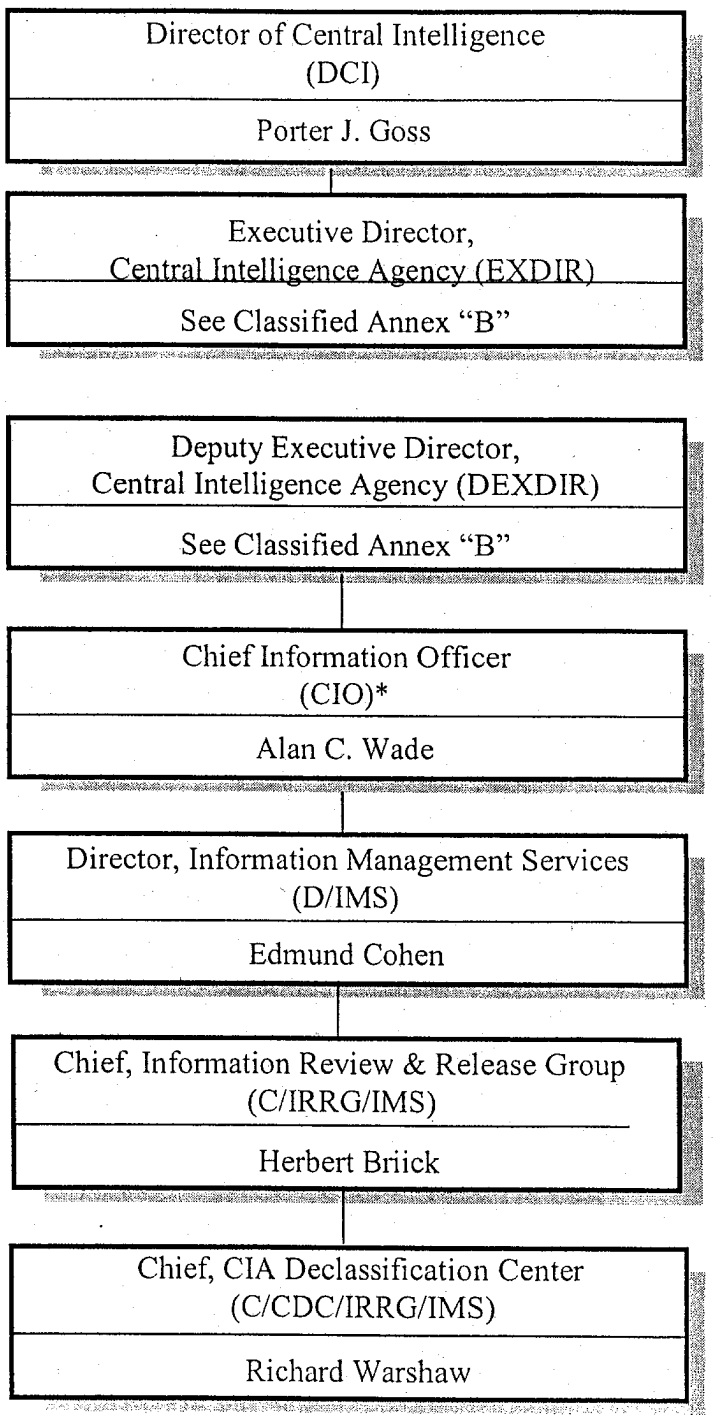
Herbert Briick
Chief, Information Review and Release Group
Central Intelligence Agency
Washington, DC 20505

[redacted]

Richard Warshaw
Chief, CIA Declassification Center
Central Intelligence Agency
Washington, DC 20505

[redacted]

2.3 CIA Line Responsibility



* Senior Agency Official under the EO.

2.4 Location of Relevant Records

CIA records management officers, in compliance with the EO, and in preparation for the original April 2000 deadline for declassification of records 25 years and older, conducted searches in 1995 for permanent records dated before 1976. A year earlier a similar search was conducted to support the development of the EO.

As a result of both surveys it was determined at the time that the vast majority of CIA's classified files are located at the Agency Archives and Records Center (AARC). In addition to those files at the AARC, the Directorate of Operations (DO) maintains a large operational file series at CIA Headquarters. In 2004, CIA sent a memorandum to all operating components of the Agency requesting that historically valuable records 25 years or older under component control be archived and identified to CDC for processing under the EO. The responses of the Mission Support Offices (MSO), the Directorate of Operations (DO) and the Directorate of Science and Technology (DS&T) have indicted relevant materials have already been sent to the AARC. With respect to the Director of Central Intelligence (DCI) area, the records review is incomplete due to the urgent demands of competing requirements. Based on the survey, the Directorate of Intelligence (DI) has a significant file series still in use (and therefore unretired) containing pre-1982 records that according to the records control schedule are not assigned a permanent/temporary disposition until retirement and are therefore "unscheduled." When and if any or all of these records are retired as permanent, CIA will use the scheduling date to determine the automatic declassification date as cited in Sec. 2001.30 (g) of the EO Implementing Directive. Automatic declassification will occur, per the referenced section, five (5) years from the date the records are scheduled. A similar procedure will be used for all "newly discovered records," with a three (3) year deferral of the automatic declassification date from the "date of discovery." In addition to records it has surveyed within its facilities, CIA has established a continuing program under which searches are conducted for locations and institutions throughout the US that might archive CIA records or records that contain CIA equities. We also expect that the planned Document Declassification Support System will provide locational information for external records. (See "CIA's Remote Equities Program" and "Document Declassification Support System" in Section 4.1 of this plan.)

2.5 Survey Methods

CIA's estimates of the volume of its internal classified records are based on detailed surveys of records, the first of which was completed in 1995, and the review and analysis of internal finding aids. CIA continues to perform in-depth analyses of existing internal finding aids to reassess and determine the size of its growing workload. These finding aids, though often imperfect, describe by job (the basic unit for retiring records from one component at one point in time) all Agency archived records, and provide records control schedule information, box size, media type and date ranges by folder. These data were used to distinguish permanent from temporary records and describe by job both file series exempt and nonexempt records. (The file series exempt jobs were described in our file series exemption request approved in March 1999). Data on over 1.5 million folders were used in order to make a determination of boxes within the EO date range. These

analyses have been continually updated as the EO has been amended and the automatic declassification date extended.

In 2000, CIA established a Survey Team at its AARC that was tasked to conduct on-going surveys of the various collections in its holdings. In order to maintain a smooth workflow, the team reviews the finding and search aids for materials affected by the total six years of extension and in preparation for the "rolling period." The team physically checks the contents of each nonexempt box and folder to estimate volume, determine and confirm content, and determine the date range of the materials. The team also recommends a method of review and declassification within the framework of the EO.

The estimated quantities of records are listed as page counts in accordance with ISOO guidelines. The term "page," for practical reasons, refers not only to paper records but also to records on other media such as motion picture film and microform. Although a relatively small number of AARC boxes contain microform, such media because of their nature have yielded disproportionately higher page counts.

Space-based imagery canisters located at the AARC are excluded from the EO because they fall exclusively under the purview of EO 12951, *Release of Imagery Acquired By Space-Based National Intelligence Reconnaissance Systems*.

CIA, in order to determine the full extent of its external equities, continues to conduct surveys of other government agencies. The estimates, in this case, however, are far less certain than those for internal holdings. In addition to these surveys, CIA has relied on the External Referral Working Group (ERWG) FY 2004 Survey to aid in estimating external workload. This survey went out to all participating agencies in the ERWG and asked them to estimate outgoing referrals (using page count) to all other agencies by location. The CIA results of the ERWG survey (incoming estimates) are not necessarily consistent with our independent estimates. We await the implementation of the Document Declassification Support System (DDSS) which will contain information on an estimated 80% of referrals by October 2005 to develop definitive external estimates.

2.6 Estimate of Aggregate Records Subject to the EO

CIA estimates that approximately 198.7 million pages of CIA permanent records, originating through 1981, fall under the automatic declassification provisions of the EO.[1] This figure includes approximately 97.7 million pages requiring review, and approximately 101.0 million pages of records that ISOO has approved for file series exemption. (See Figure 1.)

CIA also estimates that it has external equities totaling 20.5 million pages.[2, 3, 4] The estimated distribution of this material is as follows:

- 13 million pages at NARA II in College Park, MD,
- 5 million pages at the archives of other government agencies,
- 1.5 million pages at the Presidential Libraries; and
- 1 million pages at NARA Regional Archives and NARA Federal Records Centers.

The total number of pages from CIA holdings and external equities requiring review is, therefore, 118.2 million pages (see Annex "C" of this plan for an explanation of variances from last year's plan).

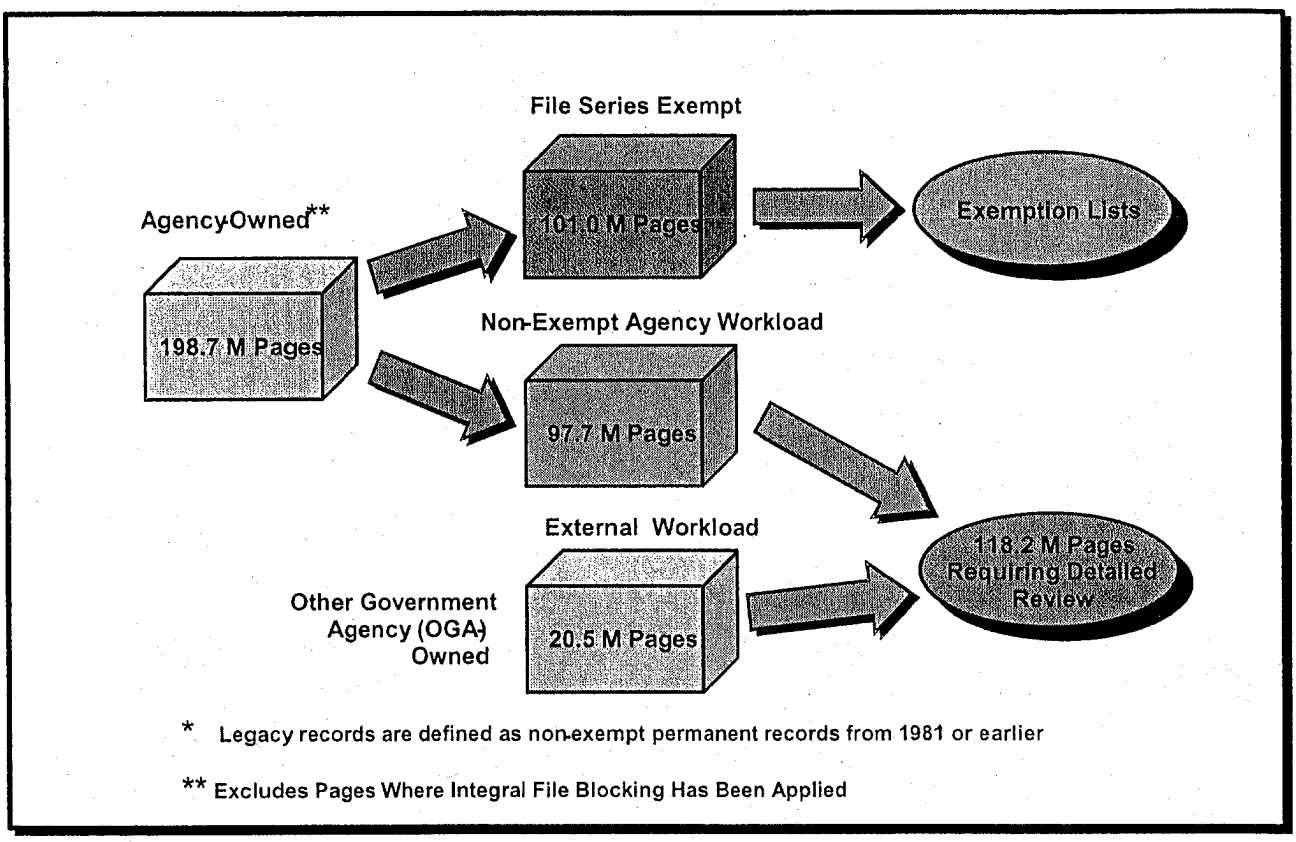
[1] This excludes 6 million pages for which CIA intends to use Integral File Blocking (see Section 2.13 of the plan). With integral file blocking, the automatic declassification date for these records will move out past 31 December 2006.

[2] With regard to external equities, CIA is working to reconcile the page count of CIA external equity from the FY 2004 survey of the External Referral Working Group (ERWG), which is between 7-8 million, with the page count of CIA's earlier independent estimate of 19 million pages, excluding those at the Presidential Libraries. CIA believes the ERWG Survey may be incomplete. The planned implementation of the Document Declassification Support System (DDSS) promises to provide for a more robust accounting of external equities. (See DDSS under Section 4.1.)

[3] CIA is aware of a significant collection of State Department index cards that describe cable holdings located at NARA, which it did not include in its plan. This collection of an estimated 20 million records was not included by State or NARA in the ERWG Survey. CIA assumes that either State or NARA will seek a file series exemption for these records.

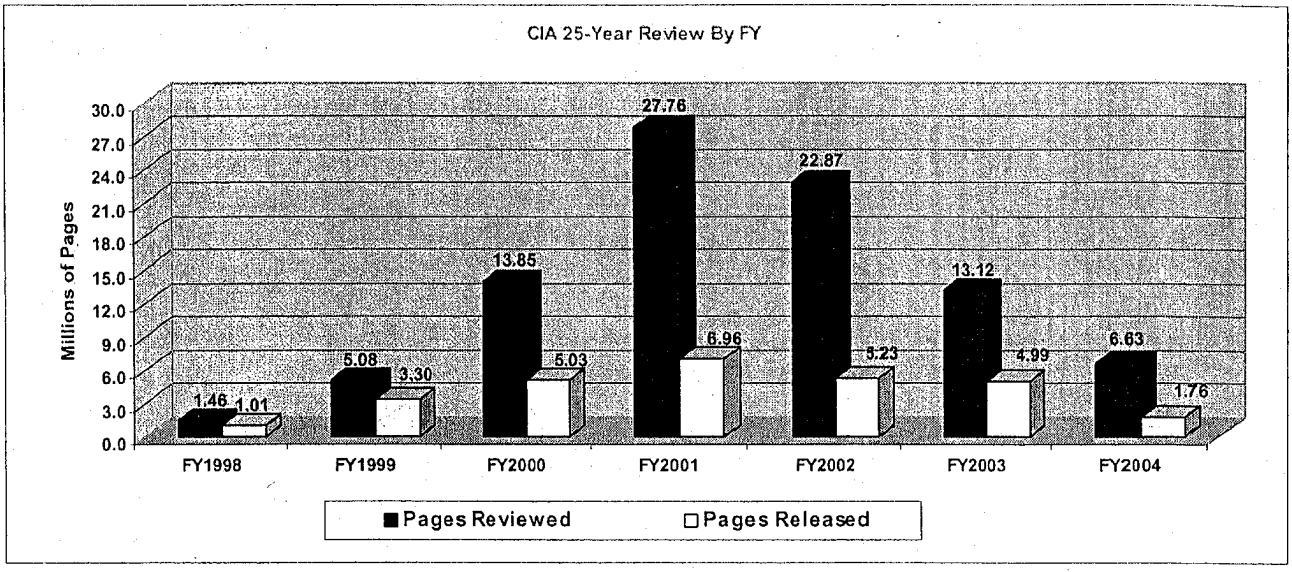
[4] CIA is also aware of significant microfilm collections at NARA and the Presidential Libraries. CIA is unable to obtain detailed information on the proposed handling of these and to its knowledge the records have not been included in either the Remote Archives Capture Program or the FY 2004 ERWG Survey of referrals. CIA has, therefore, excluded these records from its plan until more information is made available by NARA and the Presidential Libraries.

Figure 1: 25-Year Program Legacy* Agency & External Workload



Many of these pages have been reviewed for declassification. Since the EO took effect in 1995, CIA has reviewed (exempted or declassified) almost 90.8 million pages and released (declassified) almost 28.3 million pages. (See Figure 2.)

Figure 2: CIA Review of 25-Year Equities by FY



2.7 Work Completed, Remaining, and Planned

The table below summarizes CIA records subject to the Executive Order and the work completed and remaining. Sections 2.8 through 2.12 respond directly to Items 2 through 6 of the ISOO declassification plan guidance, dated 08 November 2004.

Totals	Pages
Due for Declassification by 31 December 2006	**37.4 million**
Completed by CIA	32.2 million
Amount Remaining to Complete	5.2 million
Referred (Textual), Due by 31 December 2009	**19.7 million**
Completed by CIA	6.9 million
Amount Remaining to Complete	12.8 million
Special Media Due by 31 December 2011	**60.3 million**
Completed by CIA	51.0 million
Amount Remaining to Complete	9.3 million
Referred (Special Media), Due by 31 December 2016	**800 thousand**
Completed by CIA	751 thousand
Amount Remaining to Complete	49 thousand

CIA plans to emphasize the review of Presidential Library material through 31 December 2009 through our online [redacted] system (see Section 2.14). Our emphasis on Library material is driven by the high historical value of these records and a specific recommendation from the DCI's Historical Review Panel (HRP) --- a panel of distinguished academics and public officials that advises the DCI on declassification issues. Among CIA internal records we will emphasize, again through redaction, material from the DCI Area and the Directorate of Intelligence (DI). The former material documents decisions at the highest level of the Agency, and review of the latter material will focus on finished intelligence, a premier product of the Agency. These two categories, as with Presidential Library material, were recommended to us by the HRP as having the highest historical value among other categories of Agency internal records. This emphasis on redaction will also help us to achieve release rates (see below) above 50% for the Presidential Library and for selected records from the DCI Area and DI. Selection will be necessary because of the high cost of redaction and resource constraints.

The overall "release rate" (i.e., pages declassified in full or in part divided by pages reviewed) is declining because of several factors. First, the documents that contained information that could easily be declassified have already been reviewed and the remaining documents, typically more recent, contain more sensitive sources and methods information. Second, many of the remaining documents are referrals that are more difficult to locate and process. Finally, and most importantly, resource constraints limit our ability to implement the detailed---and expensive---review inherent in a redaction strategy and drive us in the direction of a document-level pass-fail system, which reduces the number of documents that can be released. The plan allows for completion of the estimated total review necessary to satisfy the requirements of the automatic declassification provisions of EO 12958, as amended. However, achieving a higher release rate will require an augmentation to currently budgeted funds, as more fully described in Annex "A."

CIA notes that the review described above focuses on the material dated prior to 1982. In addition to this legacy material, in the period after 31 December 2006, we will have to review new material reaching 25 years old (in the "rolling period"). Moreover, a portion of the previously exempted material, including file series exempt material, must be re-reviewed prior to its newly assigned automatic declassification date (See Section 3.2). We estimate that the additional review workload may be as high as nine million pages a year. This additional workload further exacerbates potential resource issues.

2.8 Total Number of Pages That Have Been Reviewed From FY 1995 Through FY 2004 (October 1994 Through September 2004)

The following breakdown of totals by category complies with **Item 2, Section C "Content," page 3**, of the ISOO declassification plan guidance, dated 08 November 2004.

a. Total number of textual records reviewed for declassification.
32,154,000 pages

b. Total number of textual records declassified.
6,395,000 pages

c. Total number of textual records exempted from declassification.
25,759,000 pages

d. Total number of textual records excluded from automatic declassification.
14,000 pages

e. Total number of textual records referred for review to other agencies by your agency*.
968,000 pages

f. Total number of textual records referred to your agency for review**.
6,872,000 pages

g. Total number of textual records file series that were file series exempted.
59,970,000 pages

h. Total number of special media records reviewed for declassification.
51,030,000 pages

* This number represents the total of multiple referrals of single documents. Includes only referral of CIA records. An additional 480,000 pages of Presidential Library documents were referred.

** The amount that CIA actually reviewed; CIA does not have reliable referral notification information.

i. Total number of special media records declassified.
18,637,000 pages

j. Total number of special media records exempted from declassification.
32,393,000 pages

k. Total number of special media records excluded from automatic declassification.
0 pages

l. Total number of special media records referred to other agencies for review for declassification.
454,000 pages

m. Total number of special media records referred to your agency for review.
751,000 pages

n. Total number of special media records file series that were file series exempted.
40,975,000 pages

2.9 In FY 2004: Work Completed Subject to this Provision.

The following breakdown of the quantity of records by category complies with **Item 3, Section C "Content," pages 3 & 4**, of the ISOO declassification plan guidance, dated 08 November 2004.

a. Total quantity of textual records that were reviewed.
2,487,000 pages

b. Total quantity of textual records declassified.
507,000 pages

c. Total quantity of textual records exempted.
1,981,000 pages

d. Total quantity of textual records referred to other agencies*.
102,000 pages

e. Total quantity of textual records referred to your agency**.
1,125,000 pages

* This number represents the total of multiple referrals of single documents. Includes only referral of CIA records. An additional 209,000 pages of Presidential Library documents were referred.

** The amount that CIA actually reviewed; CIA does not have reliable referral notification information.

f. Total quantity of textual documents excluded from automatic declassification.
0 pages

g. Total quantity of special media that were reviewed.
3,049,000 pages

h. Total quantity of special media declassified.
522,000 pages

i. Total quantity of special media exempted.
2,527,000 pages

j. Total quantity of special media referred to other agencies.
454,000 pages

k. Total quantity of special media referred to your agency.
3,200 pages

l. Total quantity of special media excluded from automatic declassification.
0 pages

In last year's plan, CIA estimated that in FY 2004, it would review for declassification 6.4 million pages and release one million pages. In fact, CIA reviewed almost 6.7 million pages and released almost 1.8 million pages, thereby exceeding its goals by approximately 300,000 and 800,000 pages respectively.

2.10 In FY 2005: The Estimate of the Aggregate Quantity of Records that are Expected to be Reviewed.

The following breakdown of quantities by category complies with **Item 4, Section C "Content," pages 4 & 5,** of the ISOO declassification plan guidance, dated 08 November 2004.

a. Estimated quantity of textual records expected to be reviewed.
4,750,000 pages

b. Total quantity of textual records expected to be declassified.
730.000 pages

c. Total quantity of textual records expected to be exempted.
4,020,000 pages

d. Total quantity of textual records expected to be referred to other agencies*.
65,000 pages

* This number represents the total of multiple referrals of single documents. Includes only referral of CIA records. An additional 305,000 pages of Presidential Library documents are projected to be referred.

e. Total quantity of textual records expected to be referred to your agency**.
800,000 pages.

f. Total quantity of textual documents expected to be excluded from automatic declassification.
0 pages.

g. Total quantity of special media expected to be reviewed.
500,000 pages.

h. Total quantity of special media expected to be declassified.
350,000 pages.

i. Total quantity of special media expected to be exempted.
150,000 pages.

j. Total quantity of special media expected to be referred to your agency.
0 pages.

k. Total quantity of special media expected to be excluded from automatic declassification.
0 pages.

2.11 Aggregate of 25-Year Legacy Textual Records Expected to be Reviewed by 31 December 2006 or 31 December 2009; Legacy Special Media that can be Delayed until December 31, 2011 or Referred through 31 December 2016

The following breakdown of quantities, by category, complies with **Item 5, Section C "Content," page 5**, of the ISOO declassification plan guidance, dated 08 November 2004.

a. Estimated quantity of textual records that will be reviewed by 31 December 2006.
37,400,000 pages

b. Estimated quantity of textual records that will be declassified by 31 December 2006.
7,125,000 pages

c. Estimated quantity of textual records that will be exempted from automatic declassification by 31 December 2006.
30,275,000 pages

d. Estimated quantity of textual records that are expected to be referred to other agencies by 31 December 2006*.
1,090,000 pages

** The amount that CIA actually reviewed; CIA does not have reliable referral notification information.

* This number represents the total of multiple referrals of single documents. Includes only referral of CIA records. An additional 1,100,000 pages of Presidential Library documents are expected to be referred.

e. Estimated quantity of textual records that are expected to be referred to your agency for declassification or exemption by 31 December 2009.
19,700,000 pages

f. Estimated quantity of textual records that are expected to be excluded by 31 December 2006.
14,000 pages

g. Estimated quantity of special media that can be delayed until 31 December 2011.
60,250,000 pages**

h. Expected quantity of special media your agency expects to declassify by 31 December 2011.
20,000,000 pages

i. Estimated quantity of special media your agency expects to exempt by 31 December 2011.
40,250,000 pages

j. Estimated quantity of special media that your agency expects to refer to other agencies by 31 December 2011.
454,000 pages

k. Estimated quantity of special media that you expect to be referred to your agency for declassification or exemption by December 31, 2016.
800,000 pages

Last year, CIA estimated it would review through 31 December 2011, an aggregated total of 131 million pages, of which it would declassify 33.5 million pages and exempt 97.5 million pages. Last year's numbers included additional workload and production that either derived from NGA review or were outside the scope of the 25-Year Program. The CIA only 25-year legacy (pre-1982) workload numbers are detailed above and they aggregate to 118.2 million pages reviewed with 31.1 million pages released and 87.1 million pages exempted through 31 December 2016. These variances are explained in more detail in Annex "C."

2.12 In FY 2007: The Estimate of the Aggregate Quantity of Records that are Expected to be Reviewed

The following breakdown of quantities, by category, complies with **Item 6, Section C "Content," pages 5 & 6**, of the ISOO declassification plan guidance, dated 08 November 2004. Note: 25-Year Program legacy records (pre-1982) are processed in the referral and special media categories; textual records are from the "Rolling Period" (post-1981) or early file series exempt re-review (CIA file series exempt review are first due in 2010). "Rolling Period" and file series exempt re-review will also generate outgoing referrals and possibly some incoming, but these figures have not been included in the above estimates.

a. Estimated quantity of textual records expected to be reviewed.
2,700,000 pages

b. Total quantity of textual records expected to be declassified.
275,000 pages

** Includes figures reported for prior years.

c. Total quantity of textual records expected to be exempted.
2,425,000 pages

d. Total quantity of textual records expected to be referred to other agencies*.
65,000 pages

e. Total quantity of textual documents expected to be referred to your agency**.
2,800,000 pages

f. Total quantity of textual documents expected to be excluded from automatic declassification.
0 pages

g. Total quantity of special media that are expected to be reviewed.
2,600,000 pages

h. Total quantity of special media that are expected to be declassified.
400,000 pages

i. Total quantity of special media expected to be exempted.
2,200,000 pages

j. Total quantity of special media expected to be referred to other agencies.
0 pages

k. Total quantity of special media expected to be referred to your agency.
0 pages

l. Total quantity of special media expected to be excluded from automatic declassification.
0 pages

2.13 Application of Integral File Block Concept

Integral File Blocking (IFB) will now allow CIA to assign a single date to a box for those boxes that contain documents straddling the cut-off date of 1981, or the single year of the "rolling period" in the future. Because the amended EO with the IFB language was promulgated in March 2003, most of the workload due 31 December 2006 has already been processed without making use of IFB.

* This number represents the total of multiple referrals of single documents. An additional 305,000 pages of Presidential Library documents are expected to be referred.

** The amount that CIA actually expects to review; CIA does not have reliable referral notification information

Therefore, CIA will apply integral file blocking only to unprocessed boxes with material straddling the 1981 cut-off date. This approach results in six million pages subject to integral file blocking. For material file blocked, the new declassification date and the corresponding job and box numbers will be appropriately documented in CIA's detailed inventory and tracking database.

The detailed application of IFB to the first year of the "rolling period" will be provided in next year's plan.

2.14 The Process

Because of its enormous holdings of classified historically significant material spanning almost half a century and yearly growth in archived materials, CIA maintains a large-scale centralized declassification service in order to comply fully with the provisions of the EO. In its effort to process a high volume of material in a timely fashion, CIA conducts manual and automated declassification reviews that are based on the results of careful physical box and file surveys.

Manual Review: One manual hardcopy review process exploits the nature of structured uniform records originally prepared with formats that indicate information of low sensitivity. While attempts are made to declassify these documents in full, the documents generally undergo page-level pass/fail decisions.

In addition, CIA employs two other manual review systems that target classified materials based on information and analysis in the surveys that determined specific material is of either uniform moderate or high sensitivity and will be difficult to redact. In these cases, redaction is impractical because of resource constraints and/or the judgment that very little releasable information would remain after redaction, or the substantive content would be significantly degraded by redaction. These two manual review systems are named Special Processing Review for Expedited Exemption (SPREE) and TRIAGE.

Under the SPREE process records are judged exempt at the folder level based on the general analysis of box contents. Under the TRIAGE manual process, which is applied at the folder level to collections with less homogeneity, folders are failed at the first instance of exempted material if the contents are judged to be of low historical value and either too complex to review or will require redaction that will result in little releasable information or substantive content would be significantly degraded by redaction. Any folders judged to require straightforward review and possessing at least moderate historical value are manually processed on a document-by-document basis or, as appropriate, submitted for automated declassification review.

Automated Review: In addition to conducting traditional manual reviews, which under certain conditions provide greater efficiency, CIA has established and maintains an automated review "factory" based capability. The [redacted] is the current workhorse of CIA's automated declassification effort. Another system, called QUIRT, is used to conduct pass/fail review of lower sensitivity collections.

CIA automated review entails conversion of hardcopy and microform records to digital form; online indexing; online declassification review, typically involving redaction; and automated workflow through a multi-level review and production process. The concept, along with supporting standardized operating procedures and guidelines and production metrics, has provided efficiency, control, search capabilities and quality assurance. See Annex "D" for a more detailed discussion of the current automated review process.

Using its automated online capability, CIA has through FY 2004 reviewed approximately 12.5 million pages of records, of which it released over 9.4 million pages.

[redacted] CIA has currently in train a new automated review system, [redacted] designed to replace the current [redacted] system and the simpler QUIRT pass/fail automated system. CIA is pressing forward with its plans to implement [redacted] by summer of FY 2005. Work is currently under way to transition to [redacted] and various CIA units are involved in preparations for the associated data migration and functional testing.

[redacted] is a significant and major undertaking. In one continuous system, [redacted] will further integrate the various functions and activities from document preparation, through review, on to final release. In addition to providing greater on-line continuity, [redacted] promises tighter workflow management and improved search capability. It will also replace and consolidate the records processed under all other CIA release programs.

Duplicate Detection and Resolution (DDR): In June 2002, CIA implemented Duplicate Detection and Resolution technology by placing this software subsystem directly into and at the front end of its automated [redacted] document review process. After scanning and indexing, all documents are processed through DDR in order to identify any duplicates that have been previously reviewed. Upon implementation of [redacted], any documents identified with duplicates that were previously reviewed or released will be reconciled with documents identified as duplicates prior to release to ensure review consistency. By 31 December 2004, approximately 260,000 documents containing over 1,500,000 pages will have been processed for duplicates via DDR. About 17 percent of the documents passing through the DDR process are duplicates of previously reviewed documents.

CIA Records Search Tool (CREST): In May 2000, in an effort to make CIA declassified documents readily accessible to researchers, CIA installed the CREST search system at NARA II in College Park, MD.

The standalone system, which consolidates CIA's declassified materials, was upgraded in time for the start of FY 2005. The system now consists of four CIA-funded workstations and associated printers. The system also contains the declassified records of the National Geospatial–Intelligence Agency (NGA) reviewed at the CIA Declassification Center.

CREST maintains the archival integrity of the released records. It contains images of declassified documents, and is searchable by full-text and index information. Researchers can also search by the original CIA finding aid listing of job, box, and folder.

The system contains just over nine million pages of declassified information from all CIA releases from 1998-2004. During FY 2004 alone, researchers printed about 147,000 pages, primarily declassified documents, from the CREST system.

During the past year, an upgraded and classified version of the CREST has been deployed to four of the Presidential Libraries to aid in the archival processing of records returned under the Remote Archive Capture Program (see Section 4.1). CIA also continues to examine the feasibility of deploying additional unclassified CREST systems to Presidential Libraries and other archives.

2.15 Cost Estimates to Implement the Plan

Please see, in the attached classified annex (Annex "A"), CIA's Cost Estimates.

3.0 Declassification Guide and File Series Exemptions

3.1 CIA Declassification Guide

CIA prepared and submitted its first declassification guide to the Information Security Oversight Office (ISOO) and the Information Security Classification Appeals Panel (ISCAP) approval in August 1996. Following preparation of a revised version of the guide that incorporated ISOO recommendations, the guide was again submitted to ISOO/ISCAP in January 2001. ISCAP unanimously approved the guide in May 2001. The guide is dated 17 May 2001 and requires five-year updating in 2006 under ISOO implementing directive 32 CFR 2001.32 (d). CIA plans to submit an updated guide for ISCAP approval in early 2006.

3.2 File Series Exemptions

In 1998, the National Security Council approved CIA's request to the President for file series exemption. Please see CIA report, *(U) Revised Request for File Series Exemptions*, dated August 1998. The request for exemption also included the records of the NGA that belonged to components inherited from CIA (such as the former National Photographic Interpretation Center---NPIC), because of ambiguity at the time regarding ownership of certain file series records.

CIA determined, and the NSC agreed, that the records identified in the exemption request were replete with information protected from automatic declassification because they "almost invariably" fell into one of the nine exemption categories described in Section 3.4 (b) of the original EO (currently Section 3.3 (b) of the amended EO). CIA's classified file series exemption covers records that would be redacted extensively under many of the categories and redaction would result in very little releasable information and/or the significant degrading of the substantive content of the records in question.

The EO implicitly acknowledges through the file series exemption that a cost effective balance must exist between review and the usefulness of the released material. Importantly, the approval of CIA's request has allowed it to apply its resources to other high-value records that can be effectively redacted and largely retain their clarity and meaning after redaction.

Because of the high sensitivity of CIA's mission, a significant portion of its permanent records contains exempt information. In the approved request which included NGA

records, CIA reported that the EO affects 157.2 million pages of CIA permanent records. CIA requested and received approval for exemption of 94.5 million pages. The remaining 62.7 million pages of the 157.2 million pages total required declassification review.

Since the approval for exemption was granted in March 1999, the estimated number of file series exempted pages and pages subject to declassification review has grown to a total of approximately 198.7 million pages (excluding 10.3 million pages of NGA records) as a result of our improved understanding of our record holdings and the six-year extension provided under the two amendments to the EO. (This figure also excludes approximately 18 million pages included in the original estimate which were subsequently declared unclassified.)

Six additional years of records, either now in-scope or recently retired, have become eligible for file series exemption. The file series exempt total is estimated to have grown to 101.0 million pages (excluding 6.8 million pages of NGA records). The remaining nonexempt CIA records now total about 97.7 million pages (excluding 3.4 million pages of NGA records). These nonexempt internal CIA records continue to undergo declassification review.

Unless world events or operational circumstances dictate, the CIA currently has no plans to seek approval to broaden its file series exemptions. Clearly, however, the volume of records subject to the approved file series exemption will increase because of new retirements or, after 31 December 2006, when more records become in-scope because of their creation date. CIA will extend the file series exemption to these additional records.

4.0 Other Factors

4.1 Interagency Cooperative and Innovative Approaches

CIA actively continues to reach out to the declassification community to ensure that all agencies share a common understanding of their sensitive equities and that the necessary communications channels exist to support the complex challenges of addressing matters that touch on multiple agencies. CIA strongly believes such efforts improve efficiency and timeliness, provide for quality assurance, and diminish the risk of inadvertent releases.

In this section CIA updates many of the on-going cooperative and innovative programs it cited in last year's report to ISOO.

Participation in ERWG. CIA has been an active and strong participant in the External Referral Working Group (ERWG) and believes the group continues to fulfill its primary mission to facilitate the interagency flow of referred classified documents that are subject to the EO. The Chief of the CDC serves as chair of the working group, and in this capacity coordinates the development of policy and procedures in support of interagency referrals. CDC also provides administrative support to this very active working group that has over 25 participating agencies.

The Interagency Referral Center (IRC). CIA will be an active participant in the newly created Interagency Referral Center (IRC). The purpose of the IRC is to facilitate the review of classified materials which have been accessioned to NARA that contain multiple equities. At the new "online" center, a secure vault seating 40 individuals, such referred materials will be available to all affected agencies for review. The center began limited operations in December 2004.

Although the method of review will remain manual hardcopy, reviewers will input their page pass/fail release decisions into NARA's updated Archives Document Review and Redaction System (ADRRES). CIA is negotiating with NARA to ensure ADRRES will also be able to reflect sanitization instructions, thus capturing our previous release-in-part declassification decisions, and allowing for increased flexibility in the future.

In the near future, a computer program will be installed that will allow information contained in the CDC-NARA database, which contains projects CIA has completed during the past six years, to be imported into ADRRES to reduce requirements for data input. A record of CIA work recorded in ADRRES will also co-exist on the CDC-NARA database.

NARA On-Site Team. In 1998, in close partnership with NARA, CIA established a declassification review team at NARA II, College Park, MD. The team focuses on the review of CIA equities in the records of other government agencies that have been accessioned to NARA.

The on-site review and continuing presence at NARA has also fostered frequent interaction between CIA and NARA personnel facilitating the resolution of issues pertaining to equity recognition and declassification review at NARA. Through FY 2004, CIA has reviewed for declassification almost five million pages of the current estimated 13 million pages of CIA equities that exist at NARA II. We have also reviewed over two million additional pages at NARA which, though not formally referred to CIA, were part of collections that were judged somewhat likely to contain CIA equity. We are pleased to report the results were largely negative ("no CIA equity found"). With improved equity identification training and the upcoming implementation of the Document Declassification Support System (see below), we have curtailed these supplemental and costly redundant reviews.

In addition, CIA has participated in the NARA Withheld Project, which began in May 2003. Each month, NARA selects a collection of material for review by other government agencies that it believes is of interest to researchers. Through 30 September 2004, the CIA onsite team at NARA reviewed almost 84,000 pages of material in the Withheld Project containing CIA equities. This activity will be incorporated into the new Interagency Referral Center.

Identification of Restricted and Formerly Restricted Data (RD/FRD). An essential part of CIA's plan to protect sensitive classified material has been to host and conduct specific training in support of the Department of Energy (DOE) for the identification of RD/FRD. CIA's RD/FRD identification training program complies with the intent of the Kyl Amendment to the National Defense Authorization Act for 1999, Section 3161, and incorporated in Public Law 105-261. DOE- trained reviewers at CIA exclude documents

containing RD/FRD from automatic declassification and mark them RD/FRD. CIA refers all questionable documents to the Department of Energy for adjudication.

Department of Energy Audit. In November 2001, under the provisions of Public Law 105-261, Section 3161, "Protection Against Inadvertent Release of Restricted Data and Formerly Restricted Data" the Department of Energy (DOE) conducted a Quality Assurance Review (QAR) of CIA's compliance with the DOE Special Historical Records Review Plan (SHRRP). The DOE QAR consisted of a review of the CDC SHRRP and other relevant material and information, as well as discussions with CDC personnel. As a result of their QAR, DOE concluded that CIA is in full compliance with the requirements of their SHRRP.

National Geospatial-Intelligence Agency (NGA). CIA continues its cooperative program with NGA. Under this program, since 1998, NGA has kept a team of declassification reviewers at the CIA declassification facility. The team reviews CIA records, inherited by NGA from the former National Photographic Interpretation Center (NPIC) and imagery and mapping related equities in CIA holdings. Through FY 2004, the successful program has resulted in the review of approximately 3.1 million pages. In our judgment the joint CIA-NGA effort has resulted in considerable saving for both agencies and has expedited the review of a major segment of NGA records.

Support to the National Aeronautics and Space Agency (NASA). CIA has developed a reimbursable program that provides for equity review by CIA of NASA records. These reviews are primarily performed at the CIA Declassification Center. The purpose of the effort is to identify NASA, CIA, and other government agency equities. While searching for these equities, CIA reviewers who are DOE trained routinely search for Restricted and Formerly Restricted data and any errant codeword material. In addition, CIA is also assisting NASA in the development of its declassification guide.

CIA's Remote Equities Program. CIA has been proactive in its effort to locate, identify, and process its equities in records of permanent historical value existing at other government agency sites.

In July 2003, CIA established a new database called [redacted] that summarizes the status of current and potential sites and provides a quick review of site information collected by CIA to facilitate on-site surveys and prioritization. A separate master database contains specific records of all site contacts, the purpose of the contact, and any associated data concerning CIA equities. As they are identified, new organizations and sites are added.

Using these databases, 119 known or potential sites holding records with CIA equities were identified. At 54 of these sites CIA completed surveys and determined no CIA equities exist. CIA reviewed over 555,000 pages at 10 of the remaining 65 sites in FY 2004. Of the other 55 sites, 51 remain to be contacted or are in the process of providing referral data to CIA. CIA has contacted the four remaining sites, with a total estimated CIA equity count of 300,000 pages, and is preparing to conduct reviews of the material.

Remote Archive Capture (RAC) Program. The RAC program is the result of a joint initiative by the CIA and NARA to accommodate the extensive review requirements for classified historical records from Presidential Libraries.

Under the RAC program, CIA has scanned approximately 2.4 million pages of records on-site at the Eisenhower, Kennedy, Johnson, Ford, and Carter Presidential Libraries for review by over 25 government agencies. An additional 105, 000 pages of Nixon Presidential material has been scanned at NARA II, College Park, MD.

CIA has deployed classified CREST systems to four Presidential Libraries to assist archivists in processing records under the RAC program.

State of the Art Information Review System (STAIRS). At the CIA Declassification Center, in support of the RAC program, CIA has equipped and set aside a facility in support of other government agencies. At this facility, agencies can perform automated review on the standalone STAIRS system of Presidential Library information collected under the RAC Program containing their equities. Currently, 12 government agencies participate in the program. Through FY 2004, over 152,000 pages have been reviewed by agencies other than CIA. In the same period, CIA reviewed 424,000 pages of Presidential Library material on its separate [redacted] automated system.

Document Declassification Support System (DDSS). In FY 2004, CIA received Congressional funding for the development and implementation of a database that would facilitate the referral of documents containing multiple agency equities throughout the declassification community. CIA appointed a technical project manager and a customer representative to coordinate requirements with other US Government agencies, develop the Request for Proposals, and to perform a competitive procurement. The development contractor was selected in late FY 2004, and the initial operating capability is scheduled for July 2005.

The declassification community will be able to use the database to electronically provide information on documents that contain other agency equities and that require declassification review by these responsible agencies. DDSS will provide basic unclassified locational information for these equities and monitor the status of reviews. DDSS will consolidate, in effect, the dozens of local databases and paper records in different formats that are currently maintained by most agencies. It will also serve to register referrals for notification and acknowledgement so that the three-year period permitted for completion under the amended EO may be tracked. Based on current estimates, by October 2005, 80 percent of the approximately 70 million pages of referrals will be tracked in DDSS. Funding for FY 2006 and beyond for the system, however, continues to be a concern.

Quality Assurance Review of State Department Electronic Cables. Last year, CIA participated in a novel program along with Air Force and the Department of Energy to assist the State Department in the identification of other agency equity in about 1.3 million State Department electronic cables and related products, ranging from 1973-75. Using an automated system developed by CIA, State electronic cables were subjected to a keyword review (often referred to as a "dirty word check") to locate, in our case, CIA equities that were inadvertently missed in State Department's line-by-line review of this massive collection. The CIA tool for keyword searching was also made available to the Air Force for use in their State cable effort. The benefits to this cooperative effort were the identification of a relatively small percentage of additional "missed equity" and the development of refined equity identification guidelines, subsequently used in training

sessions for State and NARA reviewers (see below). In addition, the continual refinement of electronic cable review techniques which will be very useful as State processes cables from the post-1975 era, and without question will become increasingly more important as the declassification effort moves forward in time and other agencies encounter electronic records.

4.2 Delegation of Declassification Authority

CIA has no plans to delegate broad declassification authority to other government agencies. In fact, CIA has rescinded past arrangements under which it delegated limited declassification authority to NARA. To date, however, 13 government agencies with limited classified holdings have delegated declassification authority to CIA. NSA has delegated to CIA the authority to exempt NSA equity in certain circumstances.

Despite a robust and largely successful equity identification training program, CIA remains concerned about the accuracy and rigor of equity identification for intelligence equities. CIA materials are difficult to identify because of widely ranging reporting formats, the broad dissemination of its information, the inherent protection of source materials, and the existence of seamlessly embedded equities in the reports of other government agencies. CIA, therefore, strongly believes that declassification review, an obviously even more complex task than equity identification, is best performed by trained and experienced CIA reviewers operating under the most current guidelines.

4.3 Equity Identification Training

CIA has long recognized the need for equity identification training for not only its own records but also the records of other government agencies. As noted above, CIA continues to be concerned about equity identification training and the handling of CIA records and the importance of both rigor and accuracy in the protection of still-sensitive intelligence equities. We are also concerned about the resource cost of redundant reviews as the mechanism to mitigate risk (that is a referral agency feeling obligated to review entire boxes or collections because of concerns re the accuracy of equity identification by the record owning agency). In an effort to address these concerns, we have been a proactive participant in ERWG-sponsored equity training and have provided training independently for other government agencies. In particular, during the past year, CIA conducted several well-attended equity identification training sessions for reviewers at the Department of State and NARA.

4.4 External Factors Affecting Ability to Comply with the EO

Changing budgetary priorities—within both the CIA and the Executive Branch at large—directly impact the Agency's ability to sustain previous levels of document declassification. In addition, the Agency regards the review of external referrals as a particularly challenging aspect of the EO and is concerned about the rigor and accuracy of records equity identification throughout the Executive Branch. That concern extends to the clarity of the notification process for referred equities even when they are properly identified. CIA expects that equity identification training and the successful implementation of DDSS will significantly reduce these referral concerns.

4.5 Re-Review of Records

The EO requires that exempted information be assigned a specific date or event for automatic declassification. The sole exception is the identity of a confidential human source or human intelligence source.

Many of CIA's methods, techniques, and operations over 25 years old are still active. In some cases, currently inactive sources and methods may be reactivated, depending upon future targets and requirements. Because of these uncertainties, it has not been considered feasible to identify with assurance a definitive date or event for automatic declassification of exempt CIA information. Therefore, CIA has asserted its right to re-review records before an assigned date/event. This approach has been accepted both in the approved File Series Exemption Request and in the approved Declassification Guide.

File Series Exempt Information: As described in our File Series Exemption Request, approved March 1999, file series exempt information other than human source will be re-reviewed before it is 50 years old or by the year 2010, whichever is later, using declassification guidance in effect at the time of the re-review. Information will be automatically declassified 50 years after its creation, or in 2010, whichever is later, unless it has been judged exempt in the re-review.

Non-Exempt Information: The CIA Declassification Guide, approved in May 2001, states that nonexempt information (i.e., information not file series exempt) other than human source will be re-reviewed before it is 50 years old or by the year 2015, whichever is later, using declassification guidance in effect at the time of the re-review. Information will be automatically declassified 50 years after its creation, or in 2015, whichever is later, unless it has been judged exempt in the re-review.

Through FY 2015, after applying integral file blocking[5], CIA expects to re-review an estimated 15 million pages of non-human source file series exempt material. Because of database limitations and the complexities of integral file blocking, this figure must be considered preliminary. In addition, CIA will re-review an estimated 17 million pages of CIA non-human source records subjected to declassification review that were either exempted or released in part. Finally, an estimated four million pages of referrals will require re-review[6]. Because of the high sensitivity and relatively recent review of many of these records, CIA estimates that less than 10 percent can be further declassified.

[5] Integral file blocking has been applied at the job level for non-human source file series exempt records, and at box level, where appropriate, for exempted reviewed records. Ultimately, we may be able to apply IFB at the box level for non-human source file series exempt records, which may result in as many as an estimated 10 million additional pages.

[6] These numbers differ from last year's (32 million pages non-human source file series exempt and 33 million non-human source reviewed and exempted records) because of the application of integral file blocking; the subtraction of NGA workload, and the inclusion of estimates of referral re-review.

4.6 The "Rolling Period"

As concerns the "rolling period," CIA has begun researching its databases and surveying records in order to determine which records are subject to review, in particular records originally dated prior to 1982 but in boxes that have been integral file blocked (IFBed) to 1982, and other records in boxes uniformly dated 1982, some of which may be delayed due to special media. Additional boxes, which contain records from 1982 and years beyond will be deferred to future declassification dates via integral file blocking.

We estimate that after IFB (an estimated four million pages), 2.9 million pages of CIA-owned material are in boxes dated 1982 or are in boxes IFBed to 1982, in both cases the automatic declassification date is 31 December 2007. Of the 2.9 million pages, 700,000 are textual and due by 31 December 2007, the remaining 2.2 million are special media for which we are requesting a delay to 31 December 2012. We further estimate that an additional 300,000 pages of 1982 material will be referred to CIA. We expect to defer that material to 31 December 2010. In 2006 and 2007, we will review the textual subset of the CIA-owned 1982 material. This is, of course, in addition to the ongoing requirements for legacy review (pre-1982) records involving textual records (2006), and external referrals and special media (2006 and 2007). In 2007, we will further begin the re-review of non-human source file series exempt records and also begin to review records due for declassification in 2008 and 2009 in order to stay ahead of all declassification deadlines. The review capacity of the CIA Declassification Center will be prioritized to ensure that the 2006/2007 textual automatic declassification deadlines are met.

5.0 Conclusion

CIA believes that this updated plan continues to comply with the EO and fulfills the EO's intent to strike a balance between protecting information critical to the nation's security and releasing historically valuable records that no longer meet the standards for protection. CIA fully expects to meet the 31 December 2006 deadline; our resource constraints, however, coupled with the increasing complexity of the records under review, will preclude maintaining the level of released records that have been achieved in the past. In the face of these challenges, CIA will concentrate its efforts on the review and release of those records that are deemed to have the highest importance to the American public.

ANNEX "C"

FY 2005 CIA Declassification Plan
Required Under Executive Order 12958,
"Classified National Security Information," as Amended

Explanation of Variances from the CIA Workload and Production Estimates Provided in the January 2004 CIA Declassification Plan

Submitted to the
Information Security Oversight Office
31 January 2005

FY 2005 CIA Declassification Plan, dated 31 January 2005,
Annex "C"

Explanation of Variances from the CIA Workload and Production Estimates Provided in the January 2004 CIA Declassification Plan

In its previous (FY 2004) declassification plan provided to ISOO in January 2004, CIA estimated that it had a 25-Year Program legacy workload of 131 million pages. That number has changed in this report to just over 118 million pages. There are several reasons for this change as detailed below:

- Previous CIA workload counts included material owned by the National Geospatial-Intelligence Agency (NGA). When the EO was first implemented NGA records were then still part of Agency holdings and were included as such in all early estimates of Agency requirements under the EO. NGA personnel were detailed to CIA to review these records. However, for clarity CIA and NGA have now agreed to report CIA numbers separately. *This change in accounting reduced CIA non-exempt workload counts by 3.5 million pages and CIA file series exemptions by almost 7 million pages. It also reduces CIA production counts by about 3.1 million pages.*
- CIA has now implemented Integral File Blocking congruent with the provisions of the amended EO. Previous CIA workload accounting used the begin date of boxes to determine the status of records. Any box containing even one document created prior to 1/1/1982 was assigned into the CIA workload. However, some CIA boxes contain records spanning 20 or more years and this led CIA to attempt to review for declassification documents created in the 1980s and 1990s. Unfortunately, this required many of these documents to be exempted, because of their increased sensitivity and the absence of declassification guidance. Under IFB, the CIA is now using the end date of the box to assign its declassification date. *This change only affects boxes not yet processed by CIA but has had the effect of shifting about 6 million pages of material previously reported as part of the "legacy" workload to outyears.* All numbers on legacy workload now exclude these records. As a declassification matter, CIA expects that re-scheduling these records into later years for review will allow CIA to declassify and release a higher percentage of these records than would be released with a current review.
- CIA constantly re-evaluates the records it believes require declassification review under the EO and refines its estimates of pages in its workload. CIA databases do not provide detailed information describing the amount of material in any box prior to its being processed. Therefore, page estimates only become true counts upon actual review of the material. In addition, CIA routinely scrubs its job and box lists to add new finds and to remove or update existing records as new information becomes available. This can change the overall workload estimates from year-to-year. *As shown below, this impact has been to reduce the CIA workload totals about 3 million pages since the last declassification plan.*

The net effect of these changes is the following:

Previous CIA workload estimate:	**131 million pages**
Less NGA holdings	*- 3.5 million pages*
Less Integral File Blocking	*- 6.0 million pages*
Less refinement of estimates	*- 3.5 million pages*
Current CIA workload estimate	**118 million pages**

It should be noted that material that has been integral file blocked is still part of the Agency 25-Year Program workload under the EO but not in the same sense as the remaining "legacy" collections. Instead, the file blocked records form part of the rolling review that will include other post-1981 records, also file blocked using box end dates. Beginning as soon as FY2006, CIA will begin to schedule rolling review into its annual production goals.

Also in its previous declassification plan, CIA included production of the resident NGA team and other material reviewed by the CIA Declassification Center but not part of the CIA EO workload requirements in its annual and cumulative production counts through FY 2003. For example, CIA has declassified and released most of the STAR GATE collection even though these records primarily are more recent than required for review under the EO. In addition, CIA has provided support to NASA performing equity identification, and performed additional equity identification reviews in some accessioned collections at NARA that were suspected of containing un-tabbed CIA equities. Finally, CIA has reviewed some records too recent to be required under the EO as part of efforts to preserve archival integrity and process entire Agency jobs at one time. Other than STAR GATE, these reviews have not produced declassified pages included in CIA production counts.

In past reporting of production, these efforts have been included to account for all activities of the CIA Declassification Center (CDC). However, CIA is now excluding any CDC production not covered under the 25-Year Program workload. *This change reduces CIA production counts by about 8.7 million pages.*

These production count changes are summarized as follows:

Previous CIA production (through FY 2003):	**92.7 million pages**
Plus FY 2004 production	*6.8 million pages*
Less Non-25-Year production, such as STAR GATE	*-5.6 million pages*
Less NGA production, now in the NGA plan	*- 3.1 million pages*
Revised CIA production (through FY 2004):	**90.8 million pages**

Similar factors affect the reporting of declassified (released) pages in the past:

Previous CIA released product (through FY 2003):	**26.8 million pages***
Plus FY 2004 released product	*1.8 million pages*
Less Non-25-Year released product	*- .1 million pages*
Less NGA released product	*- .2 million pages*
Revised CIA released product (through FY 2004):	**28.3 million pages**

* Reported as 27 million pages in the FY 2004 CIA Declassification Plan

ANNEX "D"

FY 2005 CIA Declassification Plan
Required Under Executive Order 12958,
"Classified National Security Information," as Amended

Annex D: Description of the CIA Multi-Level Automated Declassification Review Process

Submitted to the
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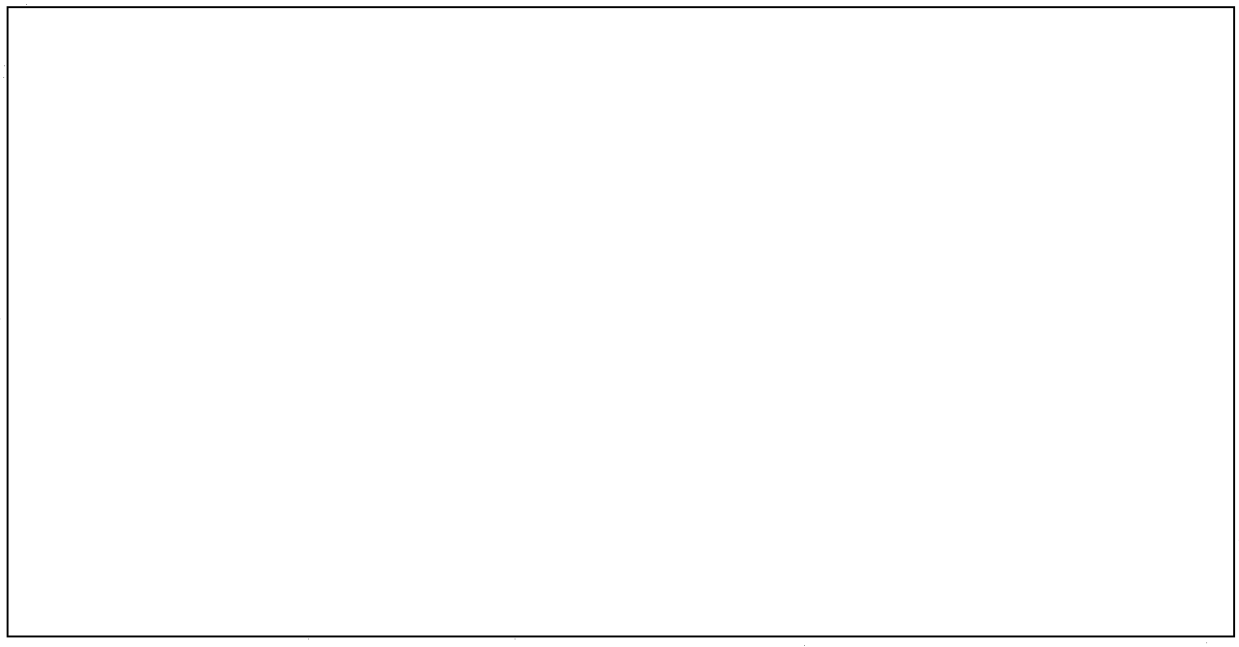
31 January 2005

FY 2005 CIA Declassification Plan, dated 31 January 2005,
Annex "D"

Description of the CIA Multi-Level Automated Declassification Review Process

As stated in our declassification plan, submitted 31 January 2005, CIA, in the implementation of its 25-Year declassification program, has attempted to strike a balance between protecting information critical to the Nation's security and releasing historically valuable records that no longer meet the standards for protection. A critical requirement for the automated review and redaction process has been to improve efficiency and reduce costs while maintaining high standards for review quality. The core component of review costs is personnel. Thus a goal of the program has been to continually improve ("re-engineer") processes to reduce review time and associated personnel costs.



With the growing experience of the reviewer workforce, and faced with a large volume of records and the ever-present need to maintain the pace of declassification review, CDC has continued to seek ways to re-engineer the process. Recently, CDC implemented modified processes for several of the review teams that streamline and reduce the number of levels of review while maintaining overall review quality.

Presently, CIA records undergoing declassification review are primarily from the Directorate of Intelligence (DI), the office of the Director of Central Intelligence (DCI), and the Presidential Libraries (Remote Archive Capture or RAC Program). Recently, we have implemented modified review processes that appropriately accommodate the nature of the records and product lines for records from the office of the DCI, the DI, and the two Presidential Libraries Teams.

These innovations reduce incorrect or unnecessary work by less experienced reviewers that ultimately requires correction by the more experienced reviewers stationed later in the process and focus effort on the most historically valuable documents.

In the case of the Presidential Libraries, all materials are by definition considered to be of significant historical value and therefore, regardless of content, undergo detailed and comprehensive review.

Though we have not adopted a triage step, the review of Presidential Library material is also undergoing modification with the introduction of a [redacted] review process the two Presidential Library Teams. In this case, at least initially, we have maintained the original model of more experienced reviewers last.

We have also re-engineered the process used for review of material from the DI. Because of the high level of experience of the current members of the DI contractor review team, we were able to implement a special version of a [redacted] contractor review for DI material. Based upon the priorities and needs of the program (e.g., historical significance of the material), DI documents are sent to designated members of the DI Team for a complete and thorough review. [redacted]

[1] The Implementing Directive permits "denial at first instance." See 2001.30 (n) *Redaction Standard.*

[redacted] All documents enter the standard referral and certification process. As is the case with the material from the other teams, released documents are subjected to final quality assurance review and "dirty word" search.

To make the streamlined process work, we are stepping up our training and re-training program and have instituted a group-wide quality assurance sampling process to ensure Agency equities are fully protected. In sum, CIA is closely monitoring and analyzing the volume and quality of materials reviewed under the streamlined processes that are now employed by the DCI, DI, and the two Presidential Library teams. But, additional review will be instituted if deemed necessary.

Through our in-depth automated metrics program and by encouraging the creativity and innovation of our reviewer cadre we hope to continue to improve the efficiency and quality of the review process without damage to national security.