

[REDACTED]

20 December 1991

MEMORANDUM FOR: Director of Central Intelligence

FROM: Task Force on Greater CIA Openness

SUBJECT: Task Force Report on Greater CIA Openness

REFERENCE: Memo for D/PAO fr DCI, dtd 18 Nov, Subj:  
Greater CIA Openness (Tab A)

1. In response to your referenced request, the Task Force addressed the following:

- How can we do a better job of informing the general public and key constituencies about the need for a strong intelligence effort and about the missions and accomplishments of the Intelligence Community in a changing world, and
- To what extent do the dramatic changes in the world situation and the needs of oversight and accountability to the American people and their representatives dictate a reexamination of policies on classification and release of records, and finally
- How can we use openness to learn from others outside the Agency in order to improve our capabilities and our people.

2. Senior officials in the media, in the Executive and Legislative Branches, in the business/private sector and in academia all shared their views on CIA openness with the Task Force. (See Tab B) We also consulted Agency retirees and employees throughout the organization.

3. Many of those interviewed said the CIA was sufficiently open; all thought the CIA could do more to declassify and make available portions of its historical archives, especially regarding CIA successes and scientific/technical accomplishments; some said the CIA will have to work harder at explaining the need for intelligence in a post-cold war world.

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Approved for Release  
Date 1 APR 1992



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All agreed that an effective public affairs program for the CIA was necessary and that whatever changes were made to increase openness, all would expect the CIA to keep the secrets it is charged to protect.

4. In whatever program we pursue, we should:
- get our employees on board first
  - be consistent
  - be excellent
  - be credible--admit when we are wrong
  - personalize the Agency
  - preserve the mystique

We should also ensure a coordinated PAO-OCA effort for this program. It will be important to get the Hill on board with the Agency's public position on various issues and to articulate the overall Agency strategy to Congress to honor your commitment re openness.

5. Before we can pursue greater openness, it is important to understand the Agency's current program in this area to put down a marker for possible change in the future. To provide some context you should be aware that while PAO grew during Judge Webster's tenure to meet the needs of increased requirements and an expanded program, PAO is now being told to downsize by about 33%. We recognize that a program of increased openness will require commitment of additional resources, not only for PAO but for other parts of the Agency. The Directorates will need to assess the resource implications of these recommendations.

6. In most of our discussions with outsiders as well as within the task force there was substantial agreement that we generally need to make the institution and the process more visible and understandable rather than strive for openness on specific substantive issues. To do this, we need to develop a strategic vision of what we want to be open about, why we want to be more open and to whom we want to be more open. Our suggestion for such a vision statement is:

CIA, the most open intelligence agency in the world, wants to be recognized as an organization of high caliber and culturally diverse people who achieve technical and analytic excellence and operational effectiveness in fulfilling their mission with integrity and the trust of the American people. We believe that it is important for



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the American public to see CIA as a law-abiding organization whose role supporting national security policymakers continues to be important in an even more complex and dangerous world.

Formal acceptance of this statement by the Agency, or one similar to it, will provide a necessary and well-understood framework for taking the steps to achieve greater CIA openness.

7. We have an important story to tell, a story that bears repeating. We are the most open intelligence agency in the world which is proper in our form of democracy. (In fact, several foreign intelligence organizations have sought advice from PAO on how to establish a mechanism for dealing with the public.) That said, many Americans do not understand the intelligence process and the role of intelligence in national security policymaking. Many still operate with a romanticized or erroneous view of intelligence from the movies, TV, books and newspapers. These views often damage our reputation and make it harder for us to fulfill our mission. There are steps we can take which will benefit us and the American people.

8. To increase CIA openness and signal a change in how we do business, we need to take initiatives to share our history through the declassification of old records, explain our mission and functions in a changing world through an expanded briefing program within and outside of government, and develop a strategy for expanding our work with the media as a means of reaching an even broader audience. Our major recommendations address these issues:

A. Declassifying and releasing records that describe CIA's history and activities would go a long way to educating the public on the work of intelligence. Our voluntary Historical Review Program has proceeded very slowly, and recent legislation (H.R. 1415) has mandated greater access to our records by State Department historians. Presently, policy and resource constraints severely limit the amount of historical records released by the CIA. Therefore, we recommend that you:

- 1) Establish a senior-led, Agency-wide group to review the Agency's policy and practices related to declassification and release of records under the Historical Review and FOIA programs, as they relate to the changing international environment and counterintelligence threat, and with a view to accelerating the process.

\_\_\_\_ Approve

\_\_\_\_ Disapprove



- [REDACTED]
- 2) Initiate in the near-term the declassification of historical materials on specific events, particularly those which are repeatedly the subject of false allegations, such as the 1948 Italian Elections, 1953 Iranian Coup, 1954 Guatemalan Coup, 1958 Indonesian Coup and the Cuban Missile Crisis in 1962. Notify the public of the availability of the resulting materials.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

- 3) Have OTE publish an unclassified version of Studies in Intelligence and make it available to the public for sale through the National Technical Information Service and have it listed in the Social Science Index.<sup>1</sup>

\_\_\_\_ Approve

\_\_\_\_ Disapprove

- 4) Publish compendiums of papers delivered at conferences sponsored or cosponsored by CIA.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

B. Many people inside and outside of government do not understand what we do or how we do it. It is important that we increase our efforts to tell people both what we do and what we don't do. To this end, we recommend that you:

- 1) Commission PAO, working in concert with OCA and the directorates, to develop additional unclassified material on CIA, its mission, functions, and changing role into the next century.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

<sup>1</sup> The Editorial Board of Studies has identified several hundred unclassified or declassified articles and taken steps to interest scholars and publishers in them. About half a dozen university presses have expressed interest, but to date none have actively begun the editorial process.

2) Expand the Agency's briefing program for:

- new members of Congress
- key Congressional staffers, as appropriate
- Congressional Research Service (CRS) and Office of Technology Assessment (OTA) staff members
- new political appointees in relevant agencies, (especially important to prepare for in an election year)
- Agency contractors
- Academic consultants
- Academic, business and other private sector groups

\_\_\_\_\_ Approve

\_\_\_\_\_ Disapprove

C. To reach our objective of greater openness, we must come up with a better balance in dealing with the media in a world where television is the primary conveyor of information to most Americans. In the past we have been reluctant to do television (Judge Webster appeared only three times before he announced his retirement), and some would still caution against it because of the special risks involved. Yet the opportunity for impact is so great that we believe the time has come to change our position. One of the things that is leading us in this direction is the strong view from many quarters that we need a visible Agency spokesperson, such as the D/PAO, to refute allegations and set the record straight. When such false allegations come from television, we need to be able to speak to them in the same forum.<sup>2</sup> To this end, we recommend that you:

- 1) Commission the D/PAO to develop in consultation with the Deputy Directors a media strategy for the '90's that

<sup>2</sup> For example, an Agency spokesperson reading our statement in response to the allegations made by Nightline in summer 1991 would have been more effective than Ted Koppel's reading of it with raised eyebrows and a look of "What do you expect given the source?".



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increases the visibility of the DCI and the intelligence process, expands the role of the Agency spokesperson and takes a more proactive approach toward the media in general.

\_\_\_\_\_ Approve

\_\_\_\_\_ Disapprove

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8. In most of our discussions we defined the audiences for greater CIA openness as the following: the media, academia, business, the private sector, government and our own employees. We have used these categories to describe our current program related to openness which provides a context for offering our other recommendations.

A. **MEDIA**

1) Current Program:

a) PAO now has relationships with reporters from every major wire service, newspaper, news weekly, and television network in the nation. This has helped us turn some "intelligence failure" stories into "intelligence success" stories, and it has contributed to the accuracy of countless others. In many instances, we have persuaded reporters to postpone, change, hold, or even scrap stories that could have adversely affected national security interests or jeopardized sources and methods.

b. PAO spokespersons build and maintain these professional relationships with reporters by responding to daily inquiries from them over the telephone (3369 in 1991), by providing unclassified background briefings to them at Headquarters (174 in 1991), and by arranging for them to interview the DCI, DDCI and other senior Agency officials (164 in 1991).

c. PAO responds to numerous requests from authors, researchers, filmmakers, and others seeking information, guidance, or cooperation from the Agency in their endeavours. Some responses can be handled in a one-shot telephone call. Others, such as Life Magazine's proposed photo essay, BBC's six-part series, Ron Kessler's requests for information for his Agency book, and the need for an Agency focal point in the Rochester Institute of Technology controversy drew heavily on PAO resources.

d. PAO has also reviewed some film scripts about the Agency, documentary and fictional, at the request of filmmakers seeking guidance on accuracy and authenticity. In a few instances,



[REDACTED]

*we facilitated the filming of a few scenes on Agency premises. Responding positively to these requests in a limited way has provided PAO with the opportunity to help others depict the Agency and its activities accurately and without negative distortions. Except for responding to such requests, we do not seek to play a role in filmmaking ventures about the Agency which come to our attention. For example, although we knew that Oliver Stone's movie on JFK was in the works for some time, we did not contact him to volunteer an Agency viewpoint.*

*e. PAO coordinates the preparation of detailed background materials, usually in Q&A format, on major news issues for the DCI and DDCI for their appearances before media groups, world affairs councils, universities, and business and professional groups. PAO also prepares verbatim transcripts of their interviews with reporters and their appearances before media groups.*

2) Recommendations:

a. Provide more background briefings, when practical, to a greater number of print and electronic media journalists. Respond more quickly to telephone queries from the media, especially on fast-breaking events. PAO should continue to work with area analysts and specialists so that PAO can respond telephonically to these questions, rather than insisting on an eventual in-person background briefings at Langley. Keep PAO as the conduit for these efforts and ensure that media across the U.S., not only those in the Washington, D.C. area, are aware of our program.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

b. Find more opportunities for the deputy directors to have on-the-record interviews with the media to talk about process and, on occasion, substantive issues.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

c. When there is a major international event that requires the attention of CIA (i.e., the Persian Gulf war), PAO should consider inviting a number of reporters to CIA Headquarters for an unclassified background briefing.

\_\_\_\_ Approve

\_\_\_\_ Disapprove



[REDACTED]

d. Look for ways to emphasize the changing nature of the intelligence work force and the growing number of women and minorities in each directorate and increasingly in more senior positions. Consider support for some individual profiles which help personalize the world of intelligence in broad circulation newspapers or magazines.<sup>3</sup>

\_\_\_\_ Approve

\_\_\_\_ Disapprove

B. ACADEMIA

1) Current Program

a. *The Agency has a wide range of contacts with academics through recruiting, professional societies, contractual arrangements and OTE. PAO has recently been designated the focal point for all information about CIA's relations with the academic community. As such, PAO is building a database of information about Agency contacts with academia--conferences and seminars, recruiting, officers and scholars-in-residence, contracts, teaching--and serves as the clearinghouse of such information for Agency employees.*

b. *PAO officers also speak to approximately 250 academic audiences a year. Subject areas vary, but most focus on the structure and functions of the CIA, its role in the intelligence community, the intelligence process, and congressional oversight. PAO has developed a speakers' package for Agency officers and retirees who speak in public, including an annually updated Q&A package to aid the speaker in answering a broad array of questions.*

c. *PAO maintains a mailing list of 700 academicians who receive unclassified Agency publications four times a year. Recipients write to praise the quality of the products and to claim that these mailings are one of the most effective ways of reaching out.*

d. *PAO sponsors the DCI Program for Deans twice a year. This program seeks to expose administrators of academic institutions to senior Agency officials--the DCI, the DDCI, all the DDs, and heads of independent offices--and to give them a sense of what the Agency does, how it operates, and how it fits in and relates to American society.*

<sup>3</sup> The recent Denison University Alumni Magazine feature on Martha Kessler is a good example. (See Tab C)



2) Recommendations:

a. The Officer-in-Residence (OIR) program is seen by many as an excellent means of providing a window into CIA for the academic community. The program (currently 13 participants) could be enhanced with dedicated slots and resources, under central management. At present, individual offices provide the positions and about \$100,000 per officer. Such enhancement would ensure that selection of schools and officers meets our needs.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

b. PAO should work with OTE and OP to develop a program for CIA employees involved in recruiting to ensure that they are conversant on all issues affecting the CIA with emphasis on the intelligence process and multicultural sensitivities. Provide for periodic update for recruiters on long-term assignment.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

c. PAO's Coordinator for Academic Affairs should take steps to see that CIA becomes an institutional member of relevant scientific and professional societies. Agency employees should participate openly in such meetings as CIA officers. Procedures for individuals to present papers in such fora need to be updated.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

d. Sponsor either unilaterally or in cooperation with academic institutions or other government agencies conferences on the history and craft of intelligence, as well as on other areas of common interest. PAO will work with OTE's Center for the Study of Intelligence on these programs.<sup>4</sup>

\_\_\_\_ Approve

\_\_\_\_ Disapprove

<sup>4</sup> For example, PAO is currently talking with the Truman Library about a conference in late 1992 or 1993 on the origins of the Intelligence Community. A similar conference with the Wilson Center is being considered to mark the 30th anniversary of the Cuban Missile Crisis next fall.



b. Explore with the SSCI and HPSCI leadership the possibility of having the oversight committees issue an unclassified annual report on the performance of the Intelligence Community.

\_\_\_\_\_ Approve

\_\_\_\_\_ Disapprove

c. The DDI and DDS&T in coordination with OCA should reassess the Agency's relationship with CRS and OTA.<sup>5</sup>

\_\_\_\_\_ Approve

\_\_\_\_\_ Disapprove

d. PAO should work with PCS to look for ways to reach broader military audiences with information about our programs.

\_\_\_\_\_ Approve

\_\_\_\_\_ Disapprove

#### D. BUSINESS

##### 1. Current Program:

a. *The Agency currently has three types of basic relationships with the US business sector. First, business is an important source of intelligence information via NR collection activities. Second, the US corporate sector is involved in the vast bulk of the Agency's contracting efforts. Finally, business receives selected briefings by the Agency--talks on the counterintelligence challenge, counterterrorism and other presentations at business-oriented conferences organized by groups such as SASA. Given the emphasis on economic security for the United States in the '90s, the business sector is looking to the potential contributions the Intelligence Community can make in this area.*

<sup>5</sup> Hill staffers rely heavily on OTA and CRS products. Moreover, active interaction with these congressional support organizations can provide invaluable insights into issues that key House and Senate committees and individual members believe are important, as well as what legislation is under consideration or in the conceptual stage. Some Hill staffers have suggested that CIA assign officers to act as liaison through OCA for relevant OTA projects, as the military services do. For example, OTA is now focusing on two projects of particular interest to several congressional committees, proliferation and economic analyses of other nations as they relate to U.S. industrial competitiveness.



b. This past year, PAO provided remarks and support for the DCI and DDCI for some 40 appearances before outside audiences-- including a wide range of groups from the business, legal and civic communities. Most of these appearances were covered by the media giving even more visibility to our leaders' comments.

c. PAO participates in providing briefings on the CIA to participants in AFCEA's biannual "Intelligence Community" course, attended by nearly 200 industry and government representatives.

## 2. Recommendations

a. Establish a program with appropriate guidelines for providing unclassified, off-the-record (or on background) country-specific briefings (similar to those given to journalists) to corporate leaders. NR should act as the focal point for this effort to consider the potential gain for the Agency in providing such information.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

b. Host groups of CEOs at the Agency for day-long programs similar to the DCI's Program for Deans.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

c. Task the DDS&T to take the lead in a program to consider declassifying the relationship between CIA and many of its contractors that have historically been classified. Many benefits could be derived by the Agency and by the contractors if these relationships and perhaps the general nature of the work involved were revealed.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

## E. PRIVATE SECTOR

### 1. Current Program:

a. PAO officers this year made presentations about the CIA to members of more than 60 civic and service clubs. Rotary and Kiwanis Clubs in particular have been the recipients of this service. PAO took steps to establish a speakers' bureau last spring to increase the number of presentations that the Agency could provide.



*b. PAO responds to nearly 4000 pieces of correspondence a year from the public. Queries range from the ridiculous to the scholarly request for information. PAO also answers some 6,000 telephone queries from the public annually.*

2. Recommendation:

a. Assign PAO the resources to fund and manage its speaker's bureau to develop a group of effective Agency speakers who can talk about the intelligence process and the role of CIA in a changing world.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

F. INTERNAL AUDIENCE

1. Current Program:

a. Every business day PAO produces Media Highlights a 50-75 page collation of newspaper articles, editorials, and commentaries on the Agency and intelligence-related subjects. The staff produces 172 copies of Highlights for distribution throughout the Agency. Modified versions of Highlights have also been prepared and forwarded to the DCI during his trips abroad.

b. In addition, PAO posts "Agency Views" on the Public Affairs bulletin boards throughout the Agency. These are compilations of statements by the DCI, DDCI, and PAO spokesmen on the Agency or intelligence-related issues of the day.

c. PAO also publishes a newsletter quarterly called The Public Eye to inform employees about the activities of PAO and the Agency issues which are being discussed in the media. PAO ensures that transcripts of selected DCI speeches are made available to employees through employee bulletins, on line and in the library.

2. Recommendations:

a. PAO should work with OTE to develop a training course for employees to better understand our relationship with the media with particular emphasis on the rules for background briefings.

\_\_\_\_ Approve

\_\_\_\_ Disapprove



[REDACTED]

b. PAO should work with OTE to invite more members of the media to speak to CIA groups, either in a class (i.e. mid-career) or at an offsite/seminar. More people in the Agency will need to be exposed to media representatives to better understand and appreciate the work of the media and its appropriate interaction with the Intelligence Community.

\_\_\_\_ Approve

\_\_\_\_ Disapprove

c. The Task Force on Internal Communications is addressing the subject of communications with our own employees, which is the responsibility of Agency managers at all levels. Current and former Agency officers emphasized, however, the need for a program of increased CIA openness to be part of our corporate strategy. That is senior managers must be on board and the employees informed that we are increasing the openness of the Agency and how we plan to do it. To this end we recommend that you:

- Distribute an employee bulletin describing the program for increased CIA openness
- Task senior managers to talk about the program
- Address employees in the bubble on this program and take questions

\_\_\_\_ Approve

\_\_\_\_ Disapprove

#### EVALUATION OF INCREASED OPENNESS

10. In recommending ways to increase CIA openness, we also wanted to come up with some means to measure the results of these efforts and to make changes in course, as appropriate. Since these are not programs or initiatives that lend themselves readily to quantifiable impact, we need to rely on an evaluation of how the perception of the Agency has changed. This can manifest itself in many ways including: a friendlier, more cooperative working environment for our officers, more interest in employment, more accurate reporting on our activities, etc. To this end, we recommend that you:

- a. Task all NR Station Chiefs to provide an annual evaluation of our openness program as it



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is seen from their perspective and to make recommendations for changes.

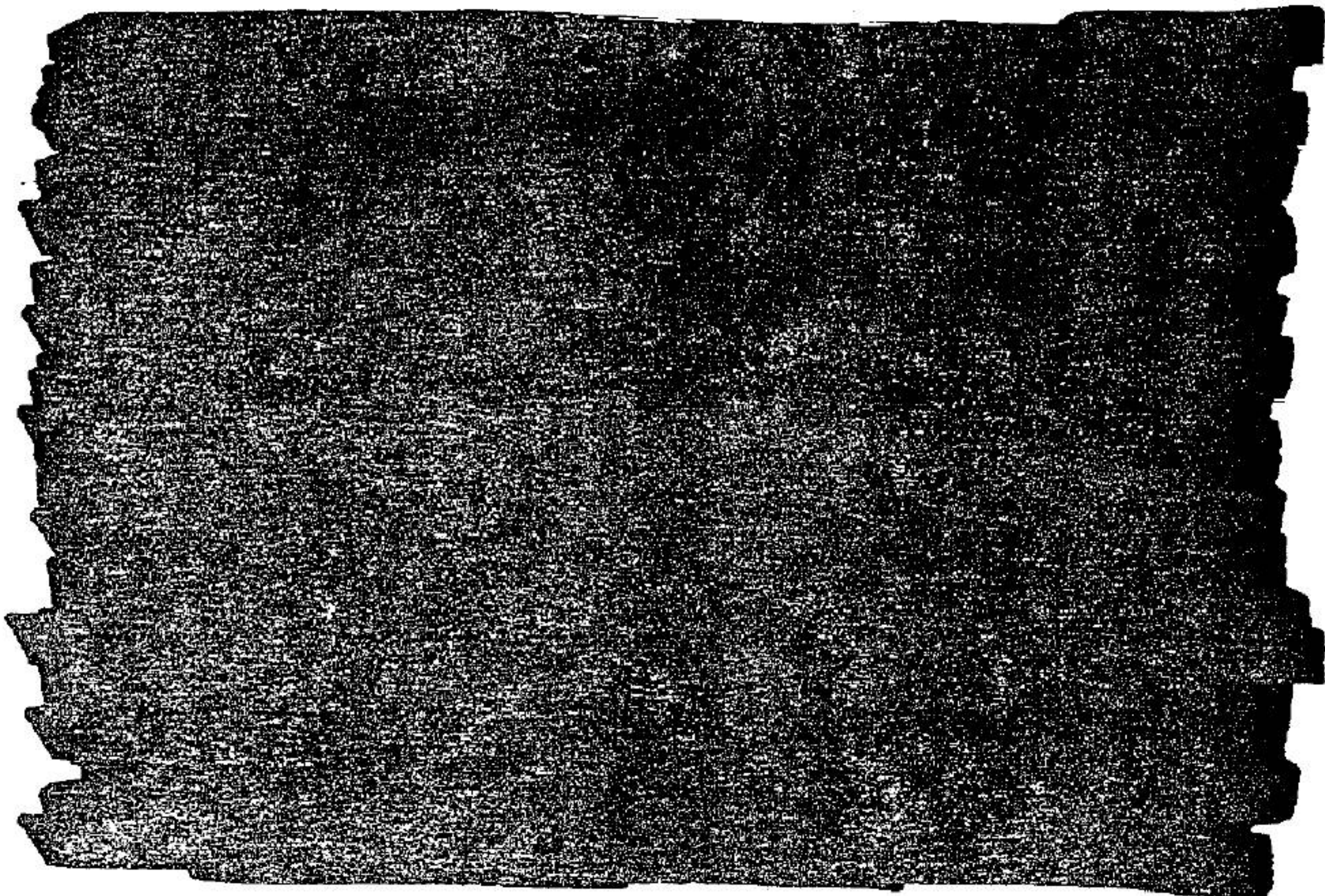
\_\_\_\_ Approve

\_\_\_\_ Disapprove

b. Establish an advisory group of senior business, academics, and government leaders to provide advice on and evaluation of CIA efforts to explain the role of intelligence in the '90s.

\_\_\_\_ Approve

\_\_\_\_ Disapprove





[REDACTED] [REDACTED]

18 November 1991

MEMORANDUM FOR: Director of Public Affairs  
FROM: Director of Central Intelligence  
SUBJECT: Greater CIA Openness

1. In my hearings, I indicated my desire to continue Director Webster's policies in terms of improving accessibility to information about CIA by the public and overall openness to the extent possible, whether through background briefings for the press, public speeches by senior officials, or appearances on college campuses and elsewhere by professionals within CIA. I would like for you to appoint a task force to review these practices and see how they can be improved, and also to suggest additional proposals for making more information about the Agency available to the American people and to give greater transparency to our organization, internal control mechanisms, and steps that we take to ensure compliance with the law, actions consistent with the values of the American people, and cooperation with Congress. I invite you to include non-Agency individuals in your task force if that is appropriate and useful.

2. I would like to have your report and recommendations by 20 December 1991.

*RG*  
Robert M. Gates

[REDACTED] [REDACTED]



The Task Force Members received views on Greater CIA Openness from the following:

