

Approved For Release 2001/07/28 : CIA-RDP74-00390R000300020001-2

# FEDERAL RECORDS MANAGEMENT OFFICERS



## *9th Annual Conference*

MAY 26-28, 1970  
SEA SCAPE MOTEL  
OCEAN CITY, MARYLAND

Theme:

**SOLVING MAJOR PAPERWORK PROBLEMS**



sponsored by  
National Archives and Records Service  
General Services Administration

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## FEDERAL RECORDS MANAGEMENT OFFICERS' CONFERENCE

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TUESDAY, May 26, 1970

MORNING SESSION

- 9:00 a. m. Welcoming Remarks and Introductions
- 9:20 a. m. Air Force Records Management Program  
Colonel John F. Rash - Department of the Air Force
- 10:30 a. m. Criteria of a Directives Program  
Joseph R. Manno - Office of Economic Opportunity
- 11:15 a. m. Quick Indexing of Directives  
Jeremiah R. Thompson - Internal Revenue Service

AFTERNOON SESSION

1. 15 p. m. Directives Preparation by MTST  
Samuel T. Brown - Agricultural Stabilization and Conservation Service
- 2:00 p. m. U. S. Courts Records Management Project  
Dale H. Stouder - National Archives and Records Service
- 2:45 p. m. Office Landscaping Impact on Records Management  
Artel Ricks - National Archives and Records Service
- 3:30 p. m. Success in Controlling Magnetic Tape by Records Management  
Joseph F. Gorman - Atomic Energy Commission
- 4:15 p. m. A Vital Statistics Film System  
John H. Crandall - D. C. Government

WEDNESDAY, May 27, 1970

MORNING SESSION

- 9:00 a. m. Machine Language Communications Management  
Donald J. Simon - Department of State
- 9:45 a. m. Data Archives Status  
Gerald Rosenkrantz - National Archives and Records Service

- 10:30 a. m. Systems Analysis in Managing Records  
Raymond P. Schall - Department of the Navy
- 11:15 a. m. Universal Classification Systems  
William M. Kincaid - Department of the Navy

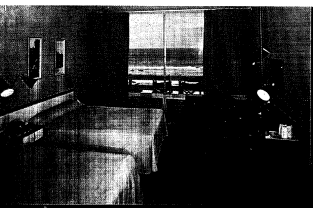
AFTERNOON SESSION

- 1:15 p. m. Participation -- Key to Forms Success  
Arthur McCarrick - Housing and Urban Development
- 2:00 p. m. Data Transmission System  
George P. Sheya - Social Security Administration
- 3:00 p. m. Shelf Filing vs. Mechanized Filing  
Richard E. Griebenow - Federal Home Loan Bank Board
- 3:30 p. m. Decision Logic Table for Records Disposal Schedules  
William R. Boucher - Department of the Air Force
- 4:15 p. m. Use of Records Centers  
Gordon L. Williams - National Archives and Records Service

THURSDAY, May 28, 1970

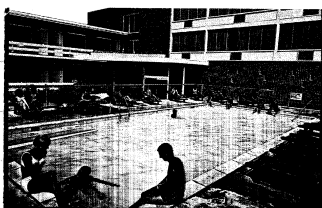
MORNING SESSION

- 9:00 a. m. Overview of Records Management  
Olton D. McCool - Department of the Army
- 10:00 a. m. Paper Size Study Report  
Artel Ricks - National Archives and Records Service
- 10:30 a. m. Records Management Internal Evaluations  
Rufus L. Carpenter - Veterans Administration
- 11:15 a. m. Changes in the Wind and Wrap-up  
Everett O. Alldredge - National Archives and Records Service



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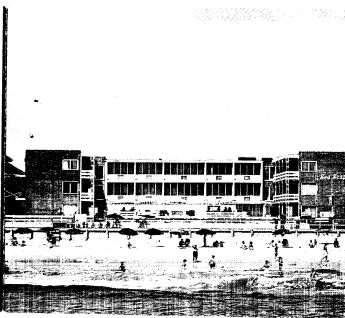
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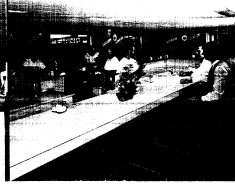
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Federal Records Management Officers Conference at the Sea Scape Motel,  
16th and Baltimore Avenue, Ocean City, Maryland, May 25-28, 1970.

STATINTL

Name of Each Person	Single	Twin	Double	Arrival Date and Time	Departure Date and Time
				Noon	Noon
[REDACTED]					
[REDACTED]					

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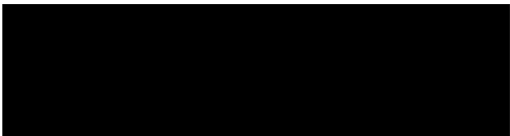
(This tariff covers all meals, room, and coffee breaks except Dinner on  
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Please do not send your reservations directly to the motel. By returning  
your request to us it will enable our maintaining a check and a smoother  
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*CIA Records Administration Officer*  
*Washington, D.C. 20505*

Agency and Address

RECORDS MANAGEMENT OFFICERS' CONFERENCE  
Ocean City, Maryland  
May 26-28, 1970

PROGRAM

MAY 26, MORNING

Selected Records Management Programs  
Establishing Directives Systems  
Indexing Directives

MAY 26, AFTERNOON

U.S. Courts Paperwork  
Office Landscaping  
Effect of Computer Terminals on Records Programs

25  
MAY 27, MORNING

Data Archives  
Establishing Control over Magnetic Tapes

MAY 27, AFTERNOON

Promoting Forms Management  
Shelf Filing vs. Mechanized Filing  
A Vital Statistics Film System

MAY 27, EVENING

Mail Management Studies and Results

MAY 28, MORNING

Use of Records Centers  
Paper Sizes

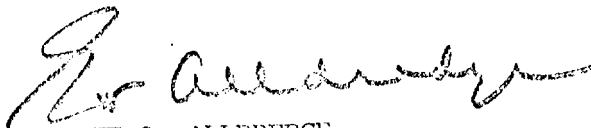
*Conference  
Ocala City*

TO: Agency Records Officers

The letter announcing the ninth Annual Conference of Federal Records Officers was mailed to your agency recently.

Will you please handle registration for those attending from your Agency? The registration form is enclosed.

The conference will begin with a dinner at 6:00 p.m., Monday May 25, 1970 and will end with the lunch on Thursday, May 28.



EVERETT O. ALLDREDGE  
Assistant Archivist  
for Records Management

Enclosure

22 JUL 1970

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*Conference*  
1970

FEDERAL RECORDS MANAGEMENT OFFICERS

9th ANNUAL CONFERENCE

MAY 26-28, 1970

Ocean City, Maryland

Colonel John F. Pash  
Director of Administration  
Headquarters, U.S. Air Force

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INTEGRATED DOCUMENTATION SYSTEMS

Good morning, ladies and gentlemen. It's a great pleasure for me to attend your "sabbatical by the seaside" and to be one of your first speakers. I told Bill Boucher, my Documentation Manager, that I wanted to find out what he does at these conferences. I think he looked a little worried that I might find out!

My subject this morning concerns a concept for an integrated documentation system. Before I get into that subject, however, I would like to briefly describe my organization, tell you how the parts fit together, and define what we mean by "documentation." As the Air Force Director of Administration, I have most of the paperwork functions assigned to me that are described in Subchapter B of the Federal Property Management Regulations, except the reports management area. That function is the responsibility of our Director of Data Automation - primarily because the function has been historically associated with the machine processing of data. Three of my eight divisions are primarily concerned with documentation preparation, handling, transmission, storage, retrieval, and disposition. These are Publications Management Division, the Administrative Communications Division, and the

Documentation Management Division. The latter division is assigned the responsibilities generally considered to be "records management" in other agencies. We use the term "Documentation" because we believe it better describes the varied communications media and systems that generate information and data in its many forms. In other words, we found the terms "records" and even "paperwork" too restrictive to describe the extent of the function and the products with which it deals.

I mention the breakout of my organization because I want to show you a chart - a rainbow chart - that shows some interesting interrelationships that exist between the three Divisions engaged in various actions relating to Documentation. This chart was prepared at least 5 years ago by a former Chief of the Publications Management Division in an attempt to explain the interaction that takes place from creation to final disposition of documentation.

You will note that the elements of the chart take you from an idea in the action officer's mind to the finished product and even what happens to that product after it has served its purpose. The three elements of my Directorate that I mentioned are all involved in the several aspects of the creation, transmission, use, and storage of documentation. Some of the elements have a dual interest in one or more of the actions. For example, content

development and format development apply to the various forms and publications which are the responsibility of the Publications Management Division but apply equally to correspondence and messages. The Administrative Communications Division prescribes Air Force-wide policy on how to prepare correspondence and messages (that is, content and format) and also provides guidance on how to write effectively for the proper reader response. Of course, the editors in Publications Management are also striving for proper reader response. The Documentation Management Division is involved in content and format from a "Records creation" standpoint and of course is totally involved in the storage and retrieval aspect and the final disposition of the product. My point here is that regardless of organizational designation, several elements of my Directorate are involved in one way or another with development, transmission, use and storage of the final document. I believe that we have placed too much reliance on our organizational structure to provide the impetus needed to run our total documentation management program. No matter how brilliant an idea or concept, there is no substitute for effective management.

To my way of thinking, the blending of these "ingredients" - the integration of the various actions - is the goal for which we must all strive if we are to solve some of the problems that we

face in assuring the proper creation, use, storage, retrieval, and disposition of documentation. I am convinced that we must integrate our documentation systems so that we can assure that the documentation we create is essential and adequate, is transmitted properly and swiftly to the recipient, is made available to all authorized users until its purpose has been served and then is properly disposed of. I suspect that the day is not too far off when organizational barriers that exist between activities engaged in the various elements of "paperwork" or "documentation" will crumble. I believe the existence of machines and systems designed to replace the manual manipulation of paperwork will erase these barriers and we will have truly integrated systems regardless of the type of documentation being created. Publications, electrical messages, reports, and correspondence will flow through the same systems and will be maintained in central data banks for instant recall.

Now let's examine the way in which documentation is presently being created, used, and maintained. Since we do not have integrated systems as yet, paperwork (documentation) comes into existence in various and unrelated ways. Data is gathered and reports required, directives and other publications developed and issued, correspondence and messages prepared and transmitted,

data processing systems installed, without overall guidance as to what is required to document a function. In other words, documentation has grown like Topsy. Many have despaired of ever being able to resolve the problems associated with assuring that documentation is valid and proper but I think the future can hold the answer. As you know, the present day documentation is transmitted through different systems . . . electronically, by mail, by messenger . . . and ends up in dispersed files, normally located in the operating official's office environment. Here the files are maintained with little or no access by other than the local operating official. I know I'm talking generalities at the moment and that there are exceptions to these general rules. However, I suspect that most documentation is prepared without much thought being given to its relationship to other documentation, that is transmitted by various means (most of them slow), and that is maintained in antiquated file cabinets where it remains relatively unmolested until its useful life has expired. Various methods are used to try to create better documentation, to speed its transmission, and to make it available from file. These methods include publications, forms, and records management techniques designed to assure that the product being created meets certain standards, and does not duplicate other media. Transmission of communications and distribution of publications

is constantly being improved. For example, we are using optical character recognition devices to speed transmission of our messages in the Air Force. Much of our mail goes by special pouch systems. Our publications distribution center in Baltimore is automated as much as practical in an attempt to move the huge bulk of material in and out of the center as fast as possible. We have installed a lexical/graphical composer printer (LGCP) in order to automate the formatting of our publications through the use of magnetic tape input devices. I'm sure other agencies are taking similar steps to overcome the lag that presently exists between author and reader. Before I get into my concept of an "integrated documentation system," let me briefly show you a chart that sets forth the eight elements of cost in the life cycle of any document. These costs may vary slightly depending upon the type of document (publication, letter, etc.). Bear in mind that this is the current situation and that any means by which we can reduce the cost of one of the eight elements is what most of us are doing now to improve the situation. What we must be ever mindful of is the danger of increasing cost in one of the other elements when we take any action to reduce in a particular element.

The first element is GENERATION. The cost of research, writing, rewriting, editing, layout, design, etc. This represents

approximately 27% of the total document cost. Parenthetically, this is where documentation management must begin if it is to be truly effective. Since I have been Air Force Director of Administration, I have insisted that Air Force documentation management people get involved in the preparation of all manuscripts of Air Force publications. They look at the directive from the viewpoint of what documentation is required, what is it used for, is it adequate from the standpoint of usage, how is it channelled through the military hierarchy, are there too many copies required, how should it be maintained, should it be microfilmed, and what is its ultimate disposition? If this job isn't done at the beginning, it is too late. Documentation management also gets involved in the same manner with other sources of documentation, such as requirements for forms, reports and studies, and with data automation proposals.

The second element is APPROVALS. We usually call it "coordination" and it results in final approval of the entire document. This element represents about 3% of the overall document cost.

The third element is REPRODUCTION. This applies primarily to the various types of publications but also applies to typing time for correspondence, messages, and reports. The cost incurred

by the reproduction processes will make up about 16% of the total document cost.

The fourth element is DISTRIBUTION. Sorting, packaging, handling, checking, delivery, etc., on the average will consume approximately 5% of the aggregate document cost.

The fifth element is READING. This cost varies depending upon the audience. For example, it will cost more to have engineering documents read by scientific personnel than to have certain administrative documents read by clerical or office personnel. Considering these factors, it can be expected that reading or using the document will cost something like 28% of the total.

The sixth element is FILING. After distribution and initial reading and use, the document is usually filed for future use. The cost for filing can approximate 11% of the total costs involved. This does not take into account the cost of more sophisticated systems of document storage and retrieval now replacing hard copy concepts.

The seventh element is RETRIEVAL. Experience has indicated that 5% of the total document cost is probably expended in retrieval from files.

The last element is DISPOSITION. The cost of removing and



destroying or retiring documents probably accounts for the remaining 5% of total document cost.

What's the answer to cutting costs, speeding transmission, and assuring adequate and useful storage and retrieval? Well, we in the Air Force are now working on a system which we call the "Administration Management Information System" for want of a better name. I'm having my Advanced Systems Planning Team prepare a series of studies designed to get the show on the road. Let me explain the concepts of the system and give you a few details about how we expect it to work. First, let me give you a few definitions of the terms we use in the system.

First, Documentary Communications: any graphic information, textual or pictorial, prepared or documented in human visible language. They may be directives, publications, reports, studies, etc., computer or automated output, paper or film and include administrative communications.

Now, Administrative Communication: is any form of written communication, normally temporary in nature, formal or informal, relating to U.S. Government business. They may be interoffice, directed from one office to another or from one organization to another, and include those prepared for transmission via electrical or nonelectrical means. Included are such media as letters, memoranda, orders, messages, microfilm, and magnetic tape.

Third, Automated Composition: a system which enables the original manual efforts used in the preparation of documentary communications (for example, typists' key strokes) to be applied, through computer integration, in the production and maintenance of the final output copy, whether it be full sized photo composition or microform format. This is considered a subsystem of the total documentary communications system or microform format.

Fourth, Automated distribution system: a system whereby the author may determine and designate the recipients of documentary communications and then equipment will automatically route the communication to the recipient in a manner compatible with the recipient's reception capability.

Fifth, Automated retrieval system: a system whereby the user may have timely access to accurate authorized information.

So much for definitions - now to a look at the system itself. The proposed system will affect all personnel within the Air Force involved with the creation, distribution, storage, retrieval, use and disposition of Air Force documentary communications. Although the system will have compatibility with the intelligence data handling systems, the national military command and control systems, management supporting data systems, and technical data systems, it will operate independently from them.

As you all know, the current methods of preparing and transmitting a documentary communication between an author and the intended recipient involve considerable manual effort which

is duplicative and wasteful. We plan to reduce these wasted manual efforts to a minimum - primarily through the use of automatic typewriters with playback capability which will prepare final products using optical character recognition fonts. Thus, the typing/retyping workload will be diminished since the information will be updated as it nears the final stages rather than retyped.

The proposed system envisions that each Air Force command headquarters and base would have a compatible documentary communications system consisting of a computer, input and output devices, and central information data banks. Final products would be input to the computer by OCR techniques. The computer would have both digital and video capabilities. Final products would be prepared primarily by automatic typewriter in the administrative communications area. Publications in many instances would be prepared by the use of the lexical graphical composer printer. The document originator and/or clearing authority would determine distribution and releasability, thereby triggering the automated distribution system. Dissemination and distribution would be accomplished electronically and/or videographically to the intended recipients. The recipients computer would produce the document for use purposes, either through cathode ray tube techniques or telephonically. The document would be indexed and microfilmed

at the central computer site and placed in a central information data bank where it could be recalled as needed. The central data bank at one headquarters could be queried by any other headquarters and information provided on a current basis. In this connection, the system would provide master indexes to all documentation with limited access codes. Therefore, it is conceivable that a person having a need to know about a certain subject could have access to all the documentation currently available in the Air Force on that subject, regardless of its location. Documentation would be retained in the central information data bank until removal for disposition under authorized records disposition schedules. Documentation of longer term or permanent value would be made available in microform to the appropriate records center or the National Archives.

I hope you haven't tuned me out or written off the system I have described as crack-pot or unattainable.

The benefits of such a system are many. Primarily, the purpose is to make essential information available in a controlled more efficient manner. Preparation and transmission would be reduced as well as storage and retrieval time. Another benefit would be the availability of information to all authorized users. Presently, much information is never used because of its unavailability or because its existence is unknown. Documentation in

our information data banks would be held inviolate - held properly for appropriate time periods without inadvertant removal, misfiling, or destruction - because the microform would never leave the master file - only an image would be transmitted. A system such as I have described will obviously be expensive, but I believe there are adequate offsetting costs to make the system economically feasible. Think of all the clerical time and filing equipment being used in hundreds of thousands of offices of record throughout the Federal Government (52,000 offices of record in the Air Force alone). Much of this could be saved by the use of central information data banks. True, there will be a need for some hard copy at operating offices but there will be no need to maintain it there for long periods of time since the data will be available centrally. Additional savings will occur when documentation of permanent or long-time value is retired. Archival and historically important documentation will be transferred to records centers and the National Archives in miniaturized form thus saving space, equipment, and transportation costs (or the necessity to convert to miniaturized media after receipt in the centers).

I want to emphasize one point about the system I have briefly described. The equipment, know-how, and communications systems necessary for its implementation are available now. Not tomorrow or next year but now. Of course, our time table does not contemplate

installing it today. Because of budgetary and coordination factors, we plan to extend the project over approximately six fiscal years. However, we won't wait that length of time to get going. For example, the automated composition system portion deals with document preparation in a staff office and envisions the use of remote terminals, magnetic tape encoders, and optical scanners as tools in the origination and maintenance of data banks. The planning stage is the current FY, analysis/design stage FY 1971, acquisition stage FY 1971/1972 and implementation stage starting FY 1972. The automated distribution system will enable the staff officer to determine the recipients of the document prepared by the composition system. Once entered into the data file, distribution would be made by digital network, microform, paper, or other means. The planning stage will be FY 1971/1972, the analysis design stage FY 1972/1973, the acquisition stage FY 1974, and the implementation stage starting FY 1975. The automated document storage and retrieval system (centralized information data banks) will provide a centralized source of important documentation in miniaturized (probably microform) format which can be machine searched, retrieved, and transmitted to users at peripheral sites. The planning stage would be FY 1971/1972, the analysis/design stage during FY 1973, the acquisition stage during FY 1974, and the implementation stage starting FY 1975.

You may be wondering a little about the cost of such a system. To obtain such an estimate, we made several assumptions. We know that 120,000 military and civil service positions in the Air Force require mandatory typing skill. Though each of these clerical positions is numerically supporting 9 other positions (we have 1.1 million military and civilians in the Air Force), this does not necessarily mean that each of these positions would require the automated composition equipment. When the varied requirements of our larger major commands such as Strategic and Tactical Air Commands, Air Force Systems Command, and Air Force Logistics Command were considered, we decided we would need approximately 200 major data banks placed at Air Force installations throughout the Zone of Interior and overseas. This means that we would need communications facilities, computer output microfilm devices, and basic computer equipment at the 200 locations. Then we considered the users . . . the action officers who will require access to the system. We decided upon approximately 220,000 retrieval stations consisting of microform readers or reader/printers, cathode ray tubes, microform processors, and similar equipment. Fortunately much of this equipment is available or will be available for other uses and thus can be jointly used by our proposed system. The large computers presently being made available at each Air Force base can probably be used at least in the beginning to provide data processing

facilities for our system. Computer output to microform equipment is presently being considered in several other major areas. For example, our Air Force Logistics Command will have COM equipment available at Wright-Patterson AFB and at the six Air Materiel Areas in the near future. This equipment has such tremendous capacity that we can almost certainly share its use with other functional areas. Microfilm readers/printers/processors/cameras are available at all Air Force bases. Automatic typing equipment with playback capability (such as the IBM MTST) is available at many bases and headquarters, and is presently being used to prepare many administrative communications.

All this is not to deny that a significant capital investment will be required, but rather is intended to put that problem in perspective. Frankly, we really don't know at this point in the study, what the cost of the system will be but as I said earlier, I am convinced it is economically feasible and administratively most desirable.

In closing, I want to reiterate that many of the systems we are currently using in our documentation, publications, and administrative communications areas are obsolete. Today's technology provides the capability, if properly adapted, to do the job better and faster. Within a relatively short period of time we will all be living with central data banks,

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cathode ray tube readout stations, greatly expanded use of microforms, and all the rest that make-up the integrated documentation system I have described - so why not exercise some ingenuity and good management and bring the elements together in an integrated system? I see that as the real challenge to administrators in the next 5 - 10 years.

Neither Bill Boucher nor I will be around the Air Force to see our plans come to fruition. As some of you know, Bill is retiring the end of next month and I will retire from active duty in November. But we are confident that the seeds we have planted will mature. It's been a pleasure talking with you and I hope I have challenged your thinking concerning the future of integrated documentation systems.

Thank you.

