#### REMARKS OF

Clay T. Whitehead, Director

Office of Telecommunications Policy Executive Office of the President

before the

Washington Chapter, AFCEA

Shoreham Hotel Washington, D. C.

February 3, 1972

Mr. President, distinguished guests, and members of AFCEA.

It is a distinct pleasure for me to be with you here today.

In addition to being enjoyable, it's also quite a challenge. Considering the responsibilities that you people in military communications have, and the record of achievement that you have accumulated, it would almost be presumptuous for a person of my tender years to try to put together a message that you haven't already heard.

When I spoke at the National Convention of AFCEA in June 1970, I said that we had a new Office of Telecommunications Policy with no staff, no charter, no money, and no director. We have made a lot of progress in the last year and a half. So I'd like to take this opportunity to tell you what OTP is up to these days, and how it may affect Armed Forces communications.

Our work falls roughly into three broad areas: national policy, spectrum management, and Federal communications policy and planning.

In the national policy area we are concerned about the regulation of broadcasting, the growth of cable television, the role of the specialized carriers versus existing common carriers, international communications, the domestic satellite, the Public Broadcasting Act, and the means of achieving increased capabilities in mobile radio.

On the spectrum management side, we are responsible for assigning radio frequencies to all Federal Government radio stations. We are also

concerned with the broader question of how the spectrum is carved up in the United States. We are working with the FCC to develop some improved concepts for managing this vital national resource.

In the area of Federal communications, our job is to assure the President and the Congress that the communications systems of the Federal Government are as efficient and effective as possible, and that they will meet the vital needs of the nation under emergency conditions.

The words efficient and effective, of course, cover a multitude of sins. They are open to many interpretations. To the economist, efficiency means the optimum use of economic resources. We might translate it to say -- the most bits per buck.

It's hard to measure economic efficiency in a complicated area like communications. So we sometimes take it on faith that achieving certain specific objectives will increase efficiency automatically. Over the last ten years the main objectives which have been pursued that way have been:

- -- centralized management
- -- standardization of equipment
- -- consolidation of facilities, and
- -- integration of systems.

Movement in these directions has been very slow, and organizational parochialism is frequently cited as the reason why. I think there may be

a more fundamental reason -- that the real economic payoff of these measures has not been demonstrated.

Consider a specific example. When I first took over this job, one of the major issues needing attention was the question of whether the AUTOVON and FTS telephone networks should be integrated. These are two of the largest and most expensive networks in the National Communications System. The requirements though not identical are quite similar. The government has been studying ways to integrate these networks for over five years, and these studies have cost several million dollars.

We looked at this question, working together with the Department of Defense, the General Services Administration, and the National Communications System staff. We concluded that a simple integration of the two into a single network would compromise performance for military or civil users, or both. As the payoff for that compromise, we could achieve a small increase in the operating efficiency of the networks. We have no assurance that any increase in efficiency would be translated into tariff reductions and budget savings. In short, there is precious little evidence that the pain is worth the gain, and substantial (if qualitative) evidence the other way.

There are qualitative arguments in favor of integrated systems, such as increased flexibility, compatibility, more coordinated planning for the future, and so on. But on the other side, large integrated systems

may be less efficient:

- -- because they are complex to manage
- -- because management gets further and further from the user, and
- -- because users with different needs may be forced to accept some standard device or service.

We have to strike a balance between being efficient and being responsive to a wide array of diverse needs. The next ten years will find an increase in the diversity of communications services and suppliers in the nation as a whole. We must also expect to have a degree of diversity within the Federal Government.

Now don't get me wrong. I am not promoting chaos. There has to be some degree of centralized planning and management of communications in the Federal Government. We can't have every field installation doing their own thing. Communications systems must be designed and run by organizations large enough to have the specialized skills and the technical depth to do a good job. We must centralize enough to produce competent and aggressive technical and management leadership. Beyond that, coordination must be accomplished without unduly watering down the responsibility of the basic operating elements.

There must be continuing review of areas where many communications systems are emerging to perform identical or similar functions. In such areas, we have to see if there should be only a few systems, or perhaps one. In doing this it is best to focus on future systems instead of existing, stabilized systems. By the time any system becomes operational, a goodly chunk of its life cycle cost -- all of the research, development, and investment -- has already been spent. There is no way to recoup that cost if the system is turned off in favor of another system. So it's hard to save much money by consolidating systems that are already operational. For this reason, we intend to focus our attention mainly on systems that are not yet in the field, or on systems that have a considerable period of growth still ahead of them.

A good example is the area of radio navigation aids. There are several long-range, general purpose navigation systems, and a great variety of medium and short-range, special purpose ones in various stages of development and use. The Federal Government may spend between one and three billion dollars annually over the next ten years in this area, mostly for new hardware. We plan to work with the departments involved in this field to assure that a sound national program is developed -- to avoid controversies like FTS/AUTOVON in the future.

One of the things we are frequently asked is how do we make policy? Sometimes, the way the question is asked, I get the feeling people think that we are a policy factory, and they want to see the assembly line. I try to explain to them that it isn't like that at all.

Particularly in the government communications area, there is a thin line between policy making and planning. What is needed in the government is a sound planning process -- one which constantly recognizes new technology and new needs, and which identifies basic long-range and short-range choices that have to be made. Some of these choices are of broad interest within the government, even beyond the government.

These are the policy questions.

So to make policy effectively, there has to be a sound planning process. It must tap into the best reservoirs of knowledge inside and outside the government. It must be a mutual process involving the people responsible for policy, management, operations, development, production and procurement. One of my major goals is to bring the planning process for government communications closer to this ideal.

As a first step, I have invited key policy officials from the Federal Departments and Agencies with major communications operating missions to become members of a Council for Government Communications Policy and Planning. This Council will advise me in the development of policies affecting Federal Government communications. It will provide a means for coordinating, at a broad level, the communications activities of the Federal Government. I plan to consult with the Council before making recommendations to the President on policies, programs or budgets.

I also hope the Council will be a means for getting experts
throughout the Federal Government together to tackle problems of
broad importance -- before they become crises or beyond repair.

Sometimes the people who know the most about a current problem
aren't assigned to a place where they can help solve it. I hope through
the Council we can identify the most critical problems and find the
right people to work on them.

Earlier I mentioned basic goals of efficiency and effectiveness. I said efficiency means getting the most bits for the buck. In those terms, effectiveness means getting the bits from where they start to where they are needed, and getting them there accurately and in time. One of the big problems in communications is that no one person usually has the overall responsibility for that kind of communication effectiveness.

Sure, the communicators are responsible from communications center to communications center, but then in many cases other people take over -- messenger services, internal office distribution routines, the staffing process, the computer center, and so on. When someone -- usually someone in Washington -- doesn't know something he should have known, the problem is labelled a communications failure. But it's frequently not the kind of communications failure for which anyone in particular can be held responsible.

The command and control community has a pretty good grasp of this problem, and I think Dave Packard understood it very well when he issued the new directive on the Worldwide Military Command and Control System. If I read that new directive correctly, somebody is going to be responsible for designing the system from top to bottom. He is not just going to be concerned with hardware, but with everything that determines whether the necessary facts get into the hands of the national command authorities -- personnel and procedures included. I think that's a tremendous concept. It provides a framework to judge the effectiveness of existing communications and data processing services, and the need for new systems. It will be hard to implement it, but it's essential to succeed.

My point is that to really understand the effectiveness of communications, you have to take a pretty broad point of view. I am not really interested in knowing whether a circuit was up 99 percent of the time or 99.5 percent of the time unless I also know what difference it makes. We will be looking for ways to measure communications effectiveness in the most meaningful way, working with you on decisions to move ahead with needed improvements.

The next ten years are going to be very exciting ones. I think
we are going to see a tremendous increase in new communications and
electronic devices and services in the home, the office, the automobile,

probably even in the pocket. Certainly the hardware required for these services is going to be technically feasible and probably economically feasible. The limiting factors are going to be the availability of spectrum, the ability to assure privacy and security, and the ability to adapt our laws and institutions with enough speed and wisdom.

We in the Federal Government's communication fraternity are going to have to adapt to this new environment just as the private sector will have to do. We have our problems, but in some ways, I think we are ahead -- as indeed we should be. I look forward to working with you to keep improving.

Thank you.

END

### Armed Forces Communications and Electronics Association

Publishers of SIGNAL—Official Journal of the AFCEA 1725 EYE STREET, N.W., WASHINGTON, D. C. 20006

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Dear Tom:

I am delighted to have fulfilled my promise to you that I intended to publish your outstanding talk before the Washington AFCEA Chapter. This was an excellent talk and I am delighted that our members will have the opportunity to read what you said.

My sincere thanks go to you and my congratulations on the outstanding job that you are doing in a most difficult position.

Very sincerely,

Colonel, USA (Ret.) Editor, SIGNAL

Mr. Clay T. Whitehead Director, Office of Telecommunications Policy Executive Office of the President Washington, D. C. 20504

WJB:t

Enclosure: SIGNAL Magazine

1-9 Speech 2/3/72 AMERICAN TELEPHONE AND TELEGRAPH COMPANY 2055 L STREET, N.W. WASHINGTON, D. C. 20036 BENJAMIN H. OLIVER, JR. VICE PRESIDENT-GOVERNMENT COMMUNICATIONS February 3, 1972 Dear Tom: I am dictating this note to my secretary, Claire Knight, striving to match in my own words the thoughtfulness and sincerity that you had in your closing comments subsequent to the presentation made at AFCEA today. The things you said were simple and from the heart and sincere, and I expect that is just why I evaluate them so highly in my mind. The words written here are merely my attempt to try to equal the sincerity you

expressed in yours.

May I wish you well in your various endeavors and the numerous Hearings at which you are appearing.

I have a lot of faith in your ability, and just know that somehow things will work out as they should for you. Susie and I send our very best wishes in this connection, and she asked me to also tell you how thoughtful you were this noontime.

Sincerely,









The Honorable C. T. Whitehead
Director
Office of Telecommunications Policy
Executive Office of the President
Washington, D. C. 20504



## BENJAMIN H. OLIVER, JR. 2055 L STREET, N. W. WASHINGTON, D. C. 20036

OFFICE OF TELECOMMUNICATIONS POLICY

EXECUTIVE OFFICE OF THE PRESIDENT

WASHINGTON, D.C. 20504

November 9, 1971

MEMORANDUM FOR MR. WHITEHEAD

FROM: Chuck Jiggetts

SUBJECT: Follow-Un AFCEA Invitation

I think you should accept and I agree with Linda on the February 3rd date (you will be returning from SAC Trip on January 6th).

Unless you have decided on a subject already, I will take on an unofficial sampling within the AFCEA hierarchy to see what would be a subject of maximum interest. I should have this by Friday.

Mr. Linda Smith
Mr. Joyce
Mr. Lamb

11/8

# OFFICE OF TELECOMMUNICATIONS POLICY EXECUTIVE OFFICE OF THE PRESIDENT WASHINGTON, D.C. 20504 November 5, 1971

MEMORANDUM FOR MR. WHITEHEAD

FROM: Linda Smith UNS

SUBJECT: Follow-up AFCEA Invitation

Mr. John Mullin of COMSAT has called to issue another invitation to a monthly AFCEA lunch, similar to the one you were invited to on December 2, 1971, by Henry Catucci.

You have a choice of addressing 300-400 AFCEA members, DOD officials and industry members on January 6 or on February 3, 1972. You have been asked to speak on any topic you choose, for approximately ½ hour.

There will be a dais of 10-12 people. There will be no other speakers.

I recommend you accept (as you solicited this invitation) -- but I think the February 3rd date would be better -- as it gives you more time to prepare. I have asked Charlie and Chuck for their comments.

cc: Mr. Joyce
Col. Jiggetts
Mr. Lamb

Mr. Henry G. Catucci President A.F.C.B.A. c/o Western Union International, Inc. Suite 303 - 2100 M Street, N.W. Washington, D.C. 20037

Dear Henry:

Thank you for the invitation to speak at the Armed Forces Communications and Electronics Association Luncheon to be held on December 2, 1971. Unfortunately, my schedule makes it impossible for me to accept.

I greatly regret not being able to participate in the luncheon, and I hope to be able to do so some time in the future. I know Brian Lamb of my Office has been in touch with George Lawler about this.

Once again, my thanks for the invitation. I look forward to seeing you soon.

Sincerely,

15/20m

Clay T. Whitehead

LKS/dgm/11-1-71

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MR. WHITEHEAD (2)

DR. MANSUR

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MR. LAMB

November 1, 1971

NOTE:

Brian called Henry Lawler at COMSAT from whom the invitation had originally been issued, to greatly regret that Mr. Whitehead could not attend.

Brian said CTW would be delighted to speak to A.F.C.E.A. at another time, and that we would be glad to work on this. Mr. Lawler said he would be calling Brian back.



### ARMED FORCES COMMUNICATIONS AND ELECTRONICS ASSOCIATION

October 27, 1971

WASHINGTON CHAPTER 1971-72

The Honorable Clay T. Whitehead Director Office of Telecommunications Policy Executive Office of the President Washington, D. C. 20504

Dear Mr. Whitehead:

We would like you to be our Guest Speaker for the Armed Forces Communications and Electronics Association (AFCEA) Luncheon to be held on Thursday, December 2, 1971, in the Regency Ballroom of the Shoreham Hotel in Washington, D. C.

Approximately eight hundred members and guests will attend this luncheon; they represent Industry, Government, and Military, and are the top leaders of our Nation. AFCEA is dedicated to the Military/Government/Civilian partnership; we promote the spirit of patriotism and fellowship to strengthen the security and preparedness of our Nation. AFCEA is the largest organization of its kind in the world.

We realize you maintain a very busy schedule; we not only want you for this important event, we need you. We will soon be in touch with your office to request an appointment hoping you will give our request favorable consideration.

It would indeed be a high honor if you could join us.

Sincerely,

H. G. Catucci President Elect

H. G. Catucci Vice President Western Union International 2100 M Street, N. W. Washington, D. C. 20037

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IDENTS
F.J. Fitzpatrick, USN
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S.L. Gravely, Jr. USN
L.M. Paschall, USAF
G.E. Fickett, USA

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C.W. Tusnes
Control Data Corp.

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Radiation Systems, Inc.
R.A. Ballard
Honeywell

10:00 Mrs. Harriett Manley called to advise the AFCEA luncheon will be in the Regency Ballroom of the Shoreham.

They would like to have copies of Mr. Whitehead's speech. They also ask that he be there between 11:30 and 12:00.

12:15

938-4000, Ext. 422