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**Appeals Court Sets Guidelines  
 For Withholding U.S. Records**

WASHINGTON, Aug. 21 (AP) —The United States Court of Appeals for the District of Columbia has set detailed rules that the Government must follow if it wants to withhold information under the Freedom of Information Act.

The court set these guidelines:

Federal agencies must give the court a detailed analysis of reasons for any refusal to disclose information.

Government agencies are to establish an indexing system that divides documents into manageable parts that are cross-referenced.

Trial courts can designate special examiners, called masters, to examine documents and evaluate an agency's documents and evaluate an agency's contention of exemption so the court can handle "the enormous document-generating capacity of government agencies."

The decision yesterday was on a case brought by Ralph Nader's Freedom of Information Clearinghouse on behalf of Robert Vaughn, an American University law professor seeking to obtain access to Civil Service Commission reports evaluating the efficiency of Federal agencies.

Commission officials contended that the material was exempt from the Freedom of Information Act because it related to internal rules and practices of an agency and consisted of personal and medical files whose disclosure would constitute invasion of personal privacy.

The three-judge panel said the Government's refusal to disclose information "seriously distorts the traditional adversary nature" of the legal system because "the person with the greatest interest in obtaining disclosure is at a loss to argue with desirable legal precision for the revelation of the concealed information."

The trial court had dismissed the case without argument. The case will be sent back to the trial court for a decision based on the new guidelines.