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IHC

USIB-D-71.10/1
8 April 1971

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UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT : Evaluation of the File and Program Catalog System (FPCS)

REFERENCES : a. USIB-M-450, 6 October 1966, Secretary's Note No. 1
b. USIB-D-39.7/17, 7 September 1966

1. The attached memorandum on this subject from the Chairman of the Intelligence Information Handling Committee (IHC) and its enclosure are circulated for Board consideration of the IHC request that the USIB note the enclosed report and approve its recommendations on page five:

- a. that, after publication of the File and Program Catalogs now being prepared, the Catalogs in their present form be discontinued;
- b. that individual IHC members, where appropriate, distribute for community use catalogs of automated intelligence data files which they maintain; and
- c. that, for the time being, no attempt be made to provide a substitute for the FPCS Program Catalog.

The subject report responds to Board direction (reference b) to the Committee on Documentation (the predecessor of the IHC) that a comprehensive evaluation of the FPCS be conducted and its findings and recommendations submitted to USIB.

2. The first three pages of the IHC report summarize the evaluations received from forty-three participants in the FPCS which provided the basis for the above recommendations as well as for the Committee's Conclusions on page four. The report also includes three Annexes which provide:

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USIB-D-71.10/1
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(I) additional information on the Evaluation Methods; (II) a more detailed statistical consolidation of the responses to the IHC questionnaire; and (III) a copy of the IHC Chairman's letter of March 1970 requesting an evaluation by each FPCS participant.

USIB ACTION REQUESTED

3. Board members are requested to indicate by close of business 20 April their concurrence in or other views on the IHC request in paragraph five of the attached memorandum.

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Executive Secretary

Attachment

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Attachment
USIB-D-71.10/1
8 April 1971
IHC-D-111/1.9/19
6 April 1971

UNITED STATES INTELLIGENCE BOARD
INTELLIGENCE INFORMATION HANDLING COMMITTEE

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT : Evaluation of the File and Program Catalog System (FPCS)

REFERENCES: a. USIB-M-450, 6 October 1966
b. USIB-D-39.7/17, 7 September 1966
c. CODIB-D-111/1.9/6, 1 September 1966

1. The enclosed report, Evaluation of the USIB File and Program Catalog System (FPCS), was prepared under the direction of the Intelligence Information Handling Committee (IHC) by the IHC Support Staff. CODIB had originally been directed by USIB in references a., b., and c. (Section D, recommendation 4.) to plan for and conduct a comprehensive evaluation of the FPCS and submit findings and recommendations to USIB.

2. This report is based on forty-three evaluations received from participants in the FPCS in response to a request for evaluation which was sent to all recipients of the File and Program Catalogs. The forty-three evaluations were consolidated by the IHC Support Staff and provided the basis for the conclusions and recommendations of the IHC which were adopted at a meeting on 31 March 1971.

3. The IHC has concluded that:

- a. to meet the need for exchange of information on intelligence files available in the community a more effective and less costly means than the File Catalog, in its present form, is required;

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Attachment
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- b. the Program Catalog has had virtually no effect in promoting the exchange of software in the community; and
 - c. the usefulness of the Indexes to the Catalogs is marginal at best.
4. The IHC recommends:
- a. that after publication of the File and Program Catalogs now being prepared, the Catalogs in their present form be discontinued;
 - b. that individual IHC members, where appropriate, distribute for community use catalogs of automated intelligence data files which they maintain; and
 - c. that, for the time being, no attempt be made to provide a substitute for the FPCS Program Catalog.
5. It is requested that USIB note the attached FPCS Evaluation report and approve the recommendations therein.

[Redacted Signature]

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Chairman, IHC

Enclosure:
As stated

Distribution List

IHC Members
Chairmen, Ad Hoc Panels

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Enclosure

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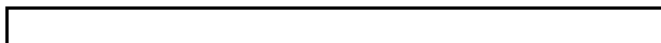
Attachment
USIB-D-71.10/1
8 April 1971
Enclosure
IHC-D-111/1.9/19

EVALUATION OF THE
USIB
FILE AND PROGRAM CATALOG SYSTEM
(FPCS)

6 April 1971

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Enclosure
Attachment
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8 April 1971

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SUMMARIES OF EVALUATIONS

General

1. Evaluations of the USIB File and Program Catalog System (FPCS) made between 30 March and 20 May 1970 by 43 participants in the system are summarized below. It should be noted that these summaries reflect the preponderance of opinion expressed in the evaluations received and that significant variations from them can be found in evaluations made by various participants.

Summary of File Catalog Evaluations

2. The File Catalog was rated as useful or better by 19 of 43 respondents, 16 rated it as marginally useful and eight said it was not useful. Of the 25 who said the catalog should be continued in its present form, four qualified their responses. Sixteen said it should not be continued, of whom nine qualified their responses. Those making evaluations have submitted 719 file descriptions and expect to submit 417 more during the next three years; they have deleted 249 descriptions so far and expect to delete 240 during the next three years. Listings in the File Catalog have stimulated 102 requests for files or file documentation and participants estimate that 205 requests will be initiated in the next three years. Consolidation of cost estimates made by 25 participants shows an expenditure of 1766 man/days and 202.7 machine/hours in 1967 through 1969. Estimates from five participants show a saving, at a minimum, of 4473 man/days and 47 machine/hours, as well as savings of \$40,000 evenly distributed between 1968 and 1969.

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Summary of Program Catalog Evaluations

3. The Program Catalog was rated as useful or better by 13 of 41 respondents, 13 rated it marginally useful and 15 said it was not useful. Of the 23 who said the catalog should be continued in its present form, four qualified their responses; 16 said it should not be continued, of whom eight qualified their responses. Those who made evaluations have submitted 1587 program descriptions so far and expect to submit 964 during the next three years. They have deleted 420 descriptions so far and expect to delete 528 during the next three years. Listings in the Program Catalog have stimulated two requests for programs so far and participants estimate that 90 requests will be initiated during the next three years. Consolidation of cost estimates made by 21 participants shows an expenditure of 1800 man/days and 144 machine/hours in 1967 through 1969. Estimates from two participants show savings, all in 1969, of 268 man/days and 42 machine/hours.

Summary of Index Evaluations

4. A number of suggestions for better indexing were made by some participants. However, the indexes were considered adequate by about half of the participants in the system.

Summary of Remarks and Comments

5. The remarks and comments provided by respondents in their evaluation of the FPCS (available in the IHC Support Staff)

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are too varied and numerous to be summarized. They include:

- a. suggestions for improving the contents and formats of the catalogs and indexes, some in considerable detail with references and illustrations;
- b. suggestions for improved procedures to facilitate operation of the system; and
- c. a detailed rationale for abolishing the system.

[REDACTED]

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CONCLUSIONS

Consideration of the data collected for evaluation of the FPCS has led to the following conclusions:

- a. to meet the need for exchange of information on intelligence files available in the community a more effective and less costly means than the File Catalog, in its present form, is required;
- b. the Program Catalog has had virtually no effect in promoting the exchange of software in the community; and
- c. the usefulness of the Indexes to the Catalogs is marginal at best.

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RECOMMENDATIONS

On the basis of the evaluation of the FPCS it is recommended:

- a. that, after publication of the File and Program Catalogs now being prepared, the Catalogs in their present form be discontinued;
- b. that individual IHC members, where appropriate, distribute for community use catalogs of automated intelligence data files which they maintain; and
- c. that, for the time being, no attempt be made to provide a substitute for the FPCS Program Catalog.

CONSOLIDATED EVALUATIONS

Evaluation Methods

1. In preparing for the evaluation of the FPCS, the IHC Support Staff, in coordination with IHC Members, developed a questionnaire to be used by recipients of the Catalogs in evaluating the system. The questionnaire was distributed to IHC Members as Attachment B to IHC-D-111/1.9/14, 30 March 1970, Subject: Request for Evaluation of the USIB File and Program Catalog System (FPCS): (Annex III). Distribution of the questionnaire to DoD recipients of the Catalogs was made by DIA and responses from them were received through DIA.

2. In addition to 43 recipients of the catalogs who returned questionnaires containing data, 18 sent responses indicating that they could not provide the detail required by the questionnaire. One of the 18 requested that he no longer be sent the catalogs, one indicated that they are "useful" and another said that they are "essential for planning purposes".

3. In the consolidation of responses presented in Annex II no attempt has been made to weight the individual responses. The individual responses themselves and the tabulations from them made during preparation of this report are on file in the IHC Support Staff.

ANNEX II

CONSOLIDATION OF RESPONSES

Catalog Evaluations

1. File Catalog

a. Number of File Descriptions Submitted

(1) Descriptions for 719 files have been submitted since FPCS started.

(2) Of that number, 249 files have been deleted.

(3) The number of file descriptions updated for three successive issues of the catalog are as follows:

(a) November 1968	56
(b) May 1969	219
(c) November 1969	<u>227</u>
TOTAL	502

(4) Respondents expect to submit 417 file descriptions during the next three years.

(5) Respondents expect to delete 240 file descriptions during the same period.

b. Number of requests as a result of listings in catalog

(1) There have been 71 requests for file documentation.

(2) There have been 31 requests for copies of the files.



(3) It is expected that 205 requests for file documentation and copies of the files will be initiated in next three years.

c. Usefulness of File Catalog

(1) Usefulness of the catalog was rated by 43 respondents on the following scale.

	<u>Rating</u>	<u>Number of Respondents</u>
(a)	Most Beneficial	1
(b)	Very Useful	5
(c)	Useful	13
(d)	Marginally Useful	16
(e)	Not Useful	8

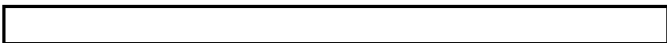
(2) Explanations of their ratings were given by all 43 respondents.

(3) Forty-one respondents answered the question "Should the file catalog be continued in its present form? Comments?"

RESPONSES

Yes	Qualified Yes*	No	Qualified No*	Total
21	4	8	8	41

* Comments and remarks indicate that improvements are required.



2. Program Catalog

a. Number of Program Descriptions Submitted

(1) Descriptions for 1587 programs have been submitted since FPCS started.

(2) Of that number, 420 programs have been deleted.

(3) The number of program descriptions updated for three successive issues of the catalog are as follows:

(a) November 1968	219
(b) May 1969	442
(c) November 1969	<u>612</u>
TOTAL	1273

(4) Respondents expect to submit 964 program descriptions during the next three years.

(5) Respondents expect to delete 528 program descriptions during the same period.

b. Requests for programs as a result of listings in catalog.

(1) There have been two requests for programs.

(2) It is expected that 90 requests for programs will be initiated during next three years.



c. Usefulness of program catalog

(1) Usefulness of the catalog was rated by 41 respondents on the following scale.

<u>Rating</u>	<u>Number of Respondents</u>
(a) Most Beneficial	0
(b) Very Useful	1
(c) Useful	12
(d) Marginally Useful	13
(e) Not Useful	15

(2) Explanations of the rating were given by 40 of 41 respondents.

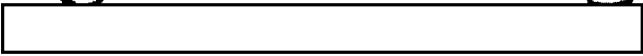
(3) Thirty-nine respondents answered the question "Should the program catalog be continued in its present form? Comments?"

RESPONSES

Yes	Qualified Yes*	No	Qualified No*	Total
19	4	8	8	39

* Comments and remarks indicate that improvements are required.





Index Evaluations

3. Index Ratings

The three indexes to the file catalog and the index to the program catalog were rated by respondents as shown below.

CONSOLIDATED INDEX RATINGS

Rating Scale	Indexes to File Catalog			Index to Program Catalog
	KWIC ^a	IAC ^b	ISC ^c	
a. Always useful	3	Ø	Ø	Ø
b. Often Useful	11	4	5	8
c. Sometimes Useful	10	13	11	12
d. Seldom Useful	8	9	10	10
e. Never Useful	<u>10</u>	<u>13</u>	<u>13</u>	<u>11</u>
TOTAL	42	39	39	41

4. Suggestions for better indexing

A request for suggestions for better indexing elicited 15 suggestions of various kinds from 11 respondents. Five suggestions concerned correlation of the catalogs to systems (hardware, software or information processing), two concerned geopolitical indexes, and the rest were directed toward clarification by eliminating codes or toward reducing the bulk of the indexes.

^aKeyword in Context
^bIntelligence Activity Code
^cIntelligence Subject Code



FPCS Evaluation of Manuals

5. Manuals Used

Five respondents use the CODIB Manual, thirty-three respondents use the DIA Manual, and five respondents use neither.

6. Ease of Use of Manuals

One respondent indicated there were difficulties in following the manual and enumerated them; four others offered comments but indicated no difficulties.

7. Card Data Content

The responses to eight questions in this section were extremely sparse. In addition to scattered indications of the need to add or delete data items in file and program descriptions, a detailed suggestion for improving program descriptions was provided by one respondent.

Cost Evaluation

8. File Catalog

a. Estimated Expenditures

Twenty-five respondents provided estimates of the resources expended in preparing and updating file descriptions. Their estimates are consolidated on page seven.

[Redacted]

FILE CATALOG
CONSOLIDATED ESTIMATED EXPENDITURES

Year	Manpower (in Man/Days)		Computer Time (in Machine/Hours)
	Professional	Clerical	
1967	560	81	82.1
1968	459	66	57.3
1969	<u>485</u>	<u>115</u>	<u>63.3</u>
TOTAL	1504	262	202.7

b. Estimated Savings

Five respondents estimated savings achieved through the use of file catalog. Their estimates are consolidated below.

FILE CATALOG
CONSOLIDATED ESTIMATED SAVINGS

Year	Manpower (in Man/Days)		Computer Time (in Machine/Hours)	Funds
	Professional	Clerical		
1967	1300 ^a	Ø	Ø	Ø
1968	1560 ^a	Ø	Ø	\$20,000
1969	<u>1612^a</u>	<u>1</u>	<u>47</u>	\$20,000
TOTAL	4472	1	47	\$40,000

9. Program Catalog

a. Twenty-one respondents provided estimates of the resources expended in preparing and updating program descriptions. Their estimates are consolidated on page eight.

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Annex II

PROGRAM CATALOG
CONSOLIDATED ESTIMATED EXPENDITURES

Year	Manpower (in Man/Days)		Computer (in Machine/Hours)
	Professional	Clerical	
1967	588	25	47.8
1968	563	23	47.6
1969	<u>572</u>	<u>29</u>	<u>48.6</u>
TOTAL	1723	77	144.0

- b. Two respondents estimated saving achieved through the use of the program catalog. Their estimates are consolidated below.

PROGRAM CATALOG
CONSOLIDATED ESTIMATED SAVINGS

Year	Manpower (in Man/Days)		Computer Time (in Machine/Hours)
	Professional	Clerical	
1967	Ø	Ø	Ø
1968	Ø	Ø	Ø
1969	<u>267</u>	<u>1</u>	<u>42</u>
TOTAL	267	1	42

Remarks

10. Twenty-three respondents provided remarks. Of these, three advocated revision of the system as a whole in specific ways; four indicated that the system procedures are cumbersome; three indicated that the presentation of data is poor; three indicated support for the system as a concept; and eight supported various improvements. Of the two in which discontinuation of the FPCS was recommended, one gave a comprehensive rationale from a community viewpoint.

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ANNEX III

IHC-D-111/1.9/14
30 March 1970

UNITED STATES INTELLIGENCE BOARD
INTELLIGENCE INFORMATION HANDLING COMMITTEE

MEMORANDUM FOR: Distribution List

SUBJECT: Request for Evaluation of the USIB File and
Program Catalog System (FPCS)

1. As a participant in the USIB and DIA File and Program Catalog System (FPCS), you are requested to evaluate the System. Please complete the attached USIB FPCS Evaluation Form and return it to the USIB IHC Support Staff by 13 May 1970. A DIA representative working with the IHC Support Staff will analyze and evaluate the comments submitted by DoD organizations. The IHC Support Staff will consolidate the evaluations into a report to be submitted by the IHC to USIB with appropriate recommendations.

2. Background. The USIB File and Program Catalog System (FPCS) was established in 1966 to facilitate the exchange of files, programs and intelligence information among members of the intelligence community. Since the DIA FPCS, which was then about to be implemented, was designed to provide (among other things) all the elements of information necessary for the USIB FPCS, DIA was requested to operate their system for the whole community. The Reporting Manual for the USIB FPCS is substantially a revised and annotated version of the manual for the DIA FPCS. The chief difference between the two manuals is that, although the data elements listed in each are identical, the USIB manual makes some of them optional rather than mandatory.

3. When the USIB FPCS was initiated, it was recognized that evaluation of the system would be required and the task was assigned to the Committee on Documentation (CODIB) Support Staff. This task was among those inherited by the Intelligence Information Handling Committee (IHC) Support Staff when the IHC was created in April 1968.

4. To support recommendations for modification of the FPCS to enhance its effectiveness, an evaluation of the

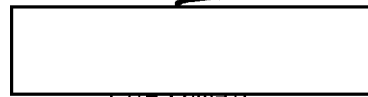
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Annex III

system must be based on valid data on its current status, its costs to the community, the benefits it provides and its prospects for future usefulness. The attached form is intended to facilitate evaluation of the FPCS by those who participate in the system.



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Chairman

Attachments:

- A. Distribution List
- B. Evaluation Form (not included)

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Annex III
ATTACHMENT A
IHC-D-111/1.9/14

DISTRIBUTION LIST

CIA (O/PPB)	14
DIA	131
DIRNSA (L-214)	5
STATE (ATTN: O/SNS)	1
Department of the Army (ACSI)	1
Department of the Navy (NAVINTCOM (OP92OR))	1
Department of the Air Force (AFNIN)	1
FBI (Mr. Earl W. McCoy)	1
AEC (Mr. Kirby A. Gean)	1

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