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CODIB-D-111/1.1/4
15 January 1967

U N I T E D S T A T E S I N T E L L I G E N C E B O A R D

COMMITTEE ON DOCUMENTATION

TASK TEAM I -- CONTENT CONTROL

FINAL REPORT

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Group 1
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downgrading and
declassification.

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CODIB-D-111/1.1/4
15 January 1967

UNITED STATES INTELLIGENCE BOARD
COMMITTEE ON DOCUMENTATION

TASK TEAM I - CONTENT CONTROL

MEMORANDUM FOR: Chairman, Committee on Documentation

SUBJECT: Transmittal of Task Team I Final Report

REFERENCE: CODIB-D-111/1.1/2, 30 October 1964

1. CODIB Task Team I - Content Control submits herewith its final report and a proposed USIB Content Control Code for CODIB consideration and approval. The substance of the Task Team's Interim Report (T/1/R-1, 3 January 1966) is incorporated into this final report.

2. The Task Team performed all of its tasks and designed a scheme which it believes satisfies all of the parameters as stated in its Terms of Reference. Incremental implementation should now proceed as recommended in this report.

3. The Chairman wishes to commend highly the members of the Task Team for more than two years of dedicated endeavor in developing this product. The members were: [redacted] NSA; [redacted] CIA; [redacted] DIA; Mr. Robert Whipp and Mrs. Mary Veilleux, Department of State, and [redacted] CODIB Support Staff.

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Chairman
Task Team I - Content Control

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UNITED STATES INTELLIGENCE BOARD

COMMITTEE ON DOCUMENTATION

TASK TEAM I - CONTENT CONTROL

Final Report

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6. Area Content Control Design Characteristics

ATTACHMENT

Proposed USIB Content Control Code

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I. Introduction

In accordance with its Terms of Reference, Appendix 1, the Content Control Team has completed its assignment. It has:

1. identified the major publishers of intelligence items and the primary distribution points through which these items flow;
2. reviewed existing subject codes with special emphasis on those used by analysts to express their intelligence interests;
3. developed a tentative content control scheme, conducted a series of design tests, and received comments thereon from persons responsible for the production and distribution of intelligence items;
4. completed the design and development of the proposed Content Control Code whose three schedules for coding by geographic-political area, by subject matter, and by specifics of an identifying nature;
5. determined potential values and advantages of implementing and maintaining the proposed Code;
6. estimated the type and amount of training necessary for an individual to apply the Code to intelligence items;
7. estimated the performance of the proposed system in terms of effectiveness, efficiency and economy;
8. recommended procedures for implementing and monitoring content control code applications. The proposed Content Control Code is attached to this report.

II. Major Publishers and Item Flow.

The Team first addressed itself to identifying the major publishers of intelligence items and the primary distribution points through which these items flow. Listings of the major publishers and primary and secondary distribution points for intelligence and information reports were compiled by the team members for their respective agencies (see Appendix 2). Following team review of these compilations, arrangements were made with DIA,

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h. National Intelligence Survey - NIS Areas

i. Names of Selected Major Political Areas of the World (Board on Geographic Names)

2. Early in the deliberations it was noted that there appear to exist two conceptual poles to which most of these area structures gravitate. These poles represent, on one hand, primary geographic orientation and on the other, primary political orientation. However, none of the systems examined is exclusively oriented one way or the other. The systems achieve a middle ground between geographic and political orientation usually on a case-by-case basis. It is interesting to note that where geographic and political boundaries coincide the structures of the systems are markedly compatible. There is an apparent degree of compatibility approaching 50% among the systems analyzed. However, problems of compatibility in structure appear to arise in connection with the treatment of non-contiguous political subdivisions, off-shore islands, and island and island group dependencies. Variations in nomenclature apparent in existing systems seem to reflect the use of different authoritative sources and different dates of information. Factors giving rise to the decision to give an entity its own coding or to treat it as a cross reference included under another coding appear closely related to the purposes for which the particular structure was initially designed. It is also indicative of a need for subdivision of political entities below the country/dependency level, at least in certain areas.

3. In summation, the area content control problem is not one of simply agreeing upon a certain notation scheme, but of agreeing upon the definition of each entry in the structure itself. For example, should or should not the coding for Italy include Sardinia, Sicily and Pantelleria? Should the coded entry be the Mascarene Islands, or should this geographic entity be divided along political lines and separate codes be assigned to the French overseas territory, La Reunion and the British Colony of Mauritius? Should Ecuador include the Galapagos Islands or should the Galapagos Islands be made a separate coded entry? In essence, should problems such as these be dealt with on a case-by-case basis, or should some general rule be developed and be followed in all cases? It is apparent that the case-by-case basis is the most popular solution and that on such a basis different decisions are made by designers at different times. These differences are frequently based on particular, current needs of the using organization.

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4. The foregoing considerations demonstrated the need for further study to determine whether geography or political affiliation should be the primary consideration in dealing with an area. For this purpose the Task Team acquired and studied a number of authoritative sources as follows:

- a. Encyclopaedia Britannica, 1963 Edition with Yearbooks for 1964 and 1965.
- b. National Geographic Atlas of the World, 1963.
- c. Profiles of Newly Independent States. Department of State Geographic Bulletin #1, Revisions dated July 1964 and May 1965.
- d. Status of the World's Nations, Department of State Geographic Bulletin #20. Revisions dated March, 1964 and May 1965.
- e. Survey of the French Republic, Department of State Geographic Bulletin #4 dated April, 1965.
- f. United States and Outlying Areas, Department of State Geographic Bulletin #5 dated April, 1965 and Geographic Report #4 same title dated February 7, 1963.
- g. Portugal and Overseas Provinces, Department of State Geographic Report #5 dated August 11, 1961.
- h. Kingdom of the Netherlands, Department of State Geographic Report #6, dated November 30, 1961.
- i. Kingdom of Denmark, Department of State Geographic Report #7 dated April 6, 1962.
- j. The Spanish State, Department of State Geographic Report #8 dated June 7, 1962.
- k. Geographic Regions of Asia: South and East. Reprinted from the Department of State Bulletin February 1, 1960 (Revised).
- l. The Middle East, an Indefinable Region. Reprinted from the Department of State Bulletin. Released June, 1964.

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m. Names and Places in Latin America.
Reprinted from the Department of State Bulletin.
Released October, 1961.

n. Geographic Terminology of Europe.
Reprinted from the Department of State Bulletin.
Undated.

o. Africa: Names and Concepts. Reprinted
from the Department of State Bulletin. Undated.

Also, during these deliberations comments and guidance were obtained from the Office of the Geographer, Department of State and the Board on Geographic Names (BGN).

5. The Team considered many possibilities and studied a number of existing subject codes, finally selecting three established community codes for detailed study and comparison: the ISC which is the USIB-sponsored classification scheme; the Department of State's Classification Handbook which has a "content control" type application; and the Intelligence Publications Index (IPI), a contrasting broad subject scheme. A draft content control code prepared by the SCIPS Staff was also included in the detailed comparison in order to benefit from the earlier effort. DIA's Statement of Intelligence Interest was studied with interest from a functional viewpoint but was considered parallel to the ISC in structure. The comparison showed that the four codes had a surprising degree of similarity. The differences, however, provided grounds for considerable discussion and ultimately led to the decision to design a new code.

6. Attached as Appendix 5 is a reproduction of 6 charts originally prepared as working aids for the Team. Chart #1 compares the four subject codes at the chapter or primary heading level. The other five charts compare the four codes at the secondary level; that is, at the next level within each of five principal subject headings.

7. The ISC is a scheme for indexing in some depth, having about 5000 subject entries which may be combined with many modifiers. The scheme is divided into seven principal chapters, including the five common to the other schemes: POLITICS, SOCIAL and CULTURAL, ECONOMICS, SCIENCE, and ARMED FORCES: and two unique

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categories: COMMODITIES/WEAPONS and TRANSPORTATION/COMMUNICATIONS. The ISC is subdivided at the secondary level by some 50 broad headings used only for organization of the scheme and not for indexing.

8. The Department of State's Records Classification Handbook scheme, as mentioned previously, provides the basis for an official file system. The Handbook is subdivided into seven principal groupings which, like the secondary headings of the ISC, are used only for organization of the book itself. It is distinguished from the other schemes principally by the combination of POLITICS and DEFENSE and the separation of CULTURE and INFORMATION from SOCIAL. Other parochial interests result in the two headings ADMIN and CONSULAR. The scheme has 55 subject headings within the seven groupings mentioned above.

9. The IPI is designed for the indexing of finished intelligence and for this purpose has found it appropriate to have INTELLIGENCE, COMMUNICATIONS EQUIPMENT, MILITARY WEAPONS, and GEOGRAPHY in addition to five others for a total of nine primary headings. There are 57 secondary headings.

10. The SCIPS preliminary content control scheme shows a relationship to the IPI but has separated as primary headings TRANSPORTATION and ATOMIC ENERGY, in addition to COMMUNICATIONS, WEAPONS and GEOGRAPHY.

11. The four schemes reflect a consensus on the division of information into the principal categories of POLITICS, SOCIAL and CULTURAL, ECONOMICS, SCIENCE and ARMED FORCES, although each has its own unique headings. However, the categories of TRANSPORTATION and COMMUNICATION receive diverse treatment in the four schemes. They are combined into one chapter of the ISC, are both subsumed under ECONOMICS in the State scheme, are split into separate main categories of the SCIPS scheme, while in the Intelligency Publications Index, COMMUNICATIONS is a separate category and TRANSPORTATION is subsumed under ECONOMICS.

12. The question of how to handle commodities was even more difficult. COMMODITIES form a chapter of the ISC, but fall under ECONOMICS in the State, SCIPS, and IPI schemes. However, military weapons are separate main categories in the SCIPS and IPI schemes, fall under POLITICAL and DEFENSE in the State Code, and are grouped with the other commodities in the ISC.

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V. Design and Development of a Content Control Scheme.

The Terms of Reference, Appendix 1, contain a list of parameters or characteristics which should be reflected in a content control code. In this Section, each of these parameters is described in terms of operating characteristics encountered in the community. The method selected by the Team to satisfy each of these parameters is discussed in detail below. With this background information in mind, it is possible to evaluate the extent to which these parameters have been met by the proposed Content Control Code in its final form.

1. The first parameter stated that the proposed Code should encompass all subject areas germane to U. S. intelligence. In an effort to ensure the satisfaction of this criterion the Team reviewed the major existing area and subject codes used within the intelligence community and made sure that the major elements of each could be properly subsumed under a section of the Code. The Team also recognized that analysts of the intelligence community use several different approaches in organizing intelligence information. For example, information may be organized by geographic-political entities, by subject categories, and by the names of persons, organizations and things. However, these elements are treated differently by different analysts. Some analysts may use area as a major category with subject headings and names as minor subdivisions, others consider special subjects such as Economics and Communications as major categories with geographic areas and names of specifics being treated as minor subdivisions. Therefore, it was decided that the Code should be responsive to each of these three approaches. In this way the contents of intelligence items can be represented in a manner generally reflecting the needs of the greatest number of users.

2. The second parameter stated that the proposed Code should be applicable to material of all sources and classifications. The Task Team did not restrict itself to any source or to any classification. However, no effort has been made to ferret out all of those areas of the intelligence community which have a need for content control. Instead, the Task Team has concentrated its effort on its third parameter which was to design a scheme applicable to the bulk quantity of intelligence items.

3. Although the proposed Code as designed is considered applicable to a wide range of intelligence items, the Team noted that studies and intelligence summaries which usually have des-

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volving place names (which quite often appear in reporting), and location (by geographic coordinates or other grid system).

6. However, many dissemination and retrieval requirements are indicated in terms of geographic regions rather than by specific countries and dependencies. There are also numerous reports issued which may treat selectively on an entire region. Instances were noted in existing systems where geographic regions are defined differently in terms of countries and dependencies involved. For example, Turkey and Cyprus might be placed in Europe or in the Near East, the United Arab Republic in Africa or in the Near East, the Soviet Union in Europe, in Asia, in both or in neither.

7. For the purposes of content control, it was considered absolutely essential that aggregations such as these be defined in an unambiguous manner. A trigraph coding was developed which indicates the assigned World Region as its first character. The second and third characters make up a unique digraph to indicate specific countries or dependencies. Thus each World Region is automatically definable in terms of the countries and dependencies which comprise it. The countries and dependencies themselves are defined in scope notes.

8. When political subdivisions of countries or dependencies fall in World Regions different from the World Region in which the bulk of their parent state falls, they are given the first character coding of the World Region in which they fall. Thus, the trigraph coding for the Azores, which is a first order political subdivision of Portugal, is NPO since it lies 900-1200 miles west of Lisbon in the Atlantic Ocean. The rest of Portugal is trigraph coded, LPO indicating that it falls geographically in Western Europe. Note that the second and third characters are PO in both cases. Consequently when all of Portugal is required, the first character can be ignored and selection can be based on the second and third characters.

9. In identifying and defining subjects for content control purposes, a hierarchical scheme was used for study and comparison purposes and as a check on completeness of coverage. The subject categories ultimately selected, although grouped into the following 7 sections, stand independent of any subordination.

- Section 1 - Government and Politics
- Section 2 - Social Structure and Cultural Affairs
- Section 3 - Science and Technology
- Section 4 - Economics

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Section 5 - Transportation
Section 6 - Communications
Section 7 - Armed Forces

Much time and effort was spent in preparing scope notes and appropriate cross references for each subject category. These were considered of utmost importance in minimizing ambiguity of interpretation and ensuring uniform application of the codings.

10. Fourteen subject modifiers are provided in the proposed Code. These modifiers allow additional specificity when used in conjunction with the subject categories and keep redundancy in subject categories to a minimum. One set of modifiers is provided to indicate the status (research and development, production, or use) of natural resources, materials, commodities, equipment, and related installations; and an additional modifier is included for import and export data. A second set of eight modifiers is provided to indicate military services. A single modifier is provided to indicate the presence of order-of-battle data and a second single modifier to indicate communist or communist-inspired activities in non-communist countries.

11. Eight identifiers are included in the proposed Code to flag the fact that proper names, addresses, equipment designations, etc. appear in the text. These specific classes of information can be of significant intelligence value and often form the basis for organizing reference files and registers.

12. The fifth parameter in the Team's Terms of Reference specified that application of the proposed Code should require little index training. In addition to the relatively small number of elements in each part of the code, each subject element is represented by a mnemonic tetragraph and each modifier and identifier with a single letter. Serious consideration was also given to recommending a mnemonic tetragraph for geographic areas but this suggestion was reluctantly discarded because of the desire for compatibility with government-wide standardization efforts and because of the reluctance to discard the usefulness of the two-level hierarchy which is a feature of the recommended trigraphic geographic-political coding.

13. The proposed Code contains general and specific instructions for applying the codings together with examples

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thereof. The scope notes appearing in the various schedules are very specific in directing the coder to the appropriate geographic-political entity or subject category. An alphabetical index of subjects, modifiers, and identifiers is provided to bridge the language barrier that frequently exists between specialized subject matter and the generalized statements of a coding system. A conscientious effort was made to identify all potentially ambiguous entries and provide sufficient clarification to achieve consistent application.

14. The proposed Code is adaptable to machine processing (parameter 6). It does not mix alphabetic and numeric characters. It uses standard characters to separate the various parts and elements of the notations and is therefore suitable for a variety of orderings.

15. The Task Team believes that the proposed Code is practicable to maintain (parameter 7).

a. Each geographic-political entity is based on one of five criteria which are relatively easy to apply. Separate codes have been established for:

1. Sovereign states, quasi-independent states, neutral zones between states.

2. Political subdivisions of states which fall in World Regions other than the region to which their capital is assigned. (The second and third characters of the notation are those of their sovereign state).

3. Dependencies of states including islands and island groups. (Where an island or island group is divided politically, this division is respected and multiple notations assigned accordingly).

4. Water areas and international waterways.

5. Extraterrestrial bodies.

Careful adherence to these criteria prevents the code from degenerating into an unbalanced and overlapping set of entities chosen in an ad hoc manner to meet transient demands.

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b. In defining the subject categories, the Team sought to establish the elements on a uniformly generic level which would give equal treatment to the specialties of the several agencies involved. It is anticipated that future changes will be largely improvements in scope notes, cross references and index entries but not in the elements themselves. Efforts to make the code more specific by increasing the number of entries should be resisted.

16. The last parameter in the Terms of Reference stated that provision be made for maintenance and control of the Code. This requirement is covered in Section XI, Recommendation 6.

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APPENDIX 3
DOCUMENT FLOW
(Information as of January 1965)

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APPENDIX 4
CHARACTERISTICS OF EXISTING AREA CODES
(Information as of January 1965)

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APPENDIX 5

CHARACTERISTICS OF EXISTING SUBJECT CODES

(Information as of January 1965)

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APPENDIX 5

This appendix is a reproduction of briefing charts originally prepared for the internal use of the Task Team. The purpose of these charts was to reflect the similarities of the schemes studied as well as to suggest the subjects which would require special consideration.

The first chart compares the four schemes at the "chapter" level. The other five charts compare the schemes at principal subject headings within the five most common chapters: Politics, Social and Cultural, Science, Economics, Armed Forces. The primary subject headings for each scheme appear in capital letters. Lower case entries indicate that the subject is subsumed in that scheme under the heading which is indicated by a line number in parentheses.

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APPENDIX 6

AREA CONTENT CONTROL SCHEME DESIGN CHARACTERISTICS

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