

REVIEW OF THE 1970
CARTOGRAPHY DIVISION REORGANIZATION

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OBGI
20 April 1973

STAFF STUDY

REVIEW OF THE 1970 CARTOGRAPHY DIVISION REORGANIZATION

I. BACKGROUND

This staff study was conducted during the period 12 March to 12 April 1973 in the Cartography Division, Office of Basic and Geographic Intelligence. The main purpose was to take an "objective look" at the results of the 1970 reorganization.

As part of the Study, approximately 50% of the 72 employees in the Division were interviewed on-the-job at Headquarters. Some overall impressions, gained from these interviews and the review of numerous background papers, are that the Division is conservatively and effectively managed, has competent and dedicated employees, makes good use of its excellent technical cartographic equipment, and has made impressive advances in the field of automated cartography.

The Division has the professional distinction of being the country's leader in the fields of thematic and computer-aided cartography and provides far better cartographic and graphic service than it did at the time this writer left it in 1961. This can be attested to by the records and the commendations received from many satisfied customers over the past years.

Although there are "slight differences of opinion" among several senior IO cartographers, there were definite improvements that resulted from the 1970 restructuring and consolidation. Specifically, the inefficiencies that resulted

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from the isolation and fragmentation were corrected in Phases I and II; more effective responses were made to the growing Codeword production demands; and management action was made more direct with only 3 branch chiefs instead of a committee of 6!

Three years have now elapsed since reorganization and like any other business, modifications in the management and staffing could be made to improve the day-to-day operations, re-tune the Division to present requirements, and realign certain functions with a view toward the future. The refinements would basically retain the present 3 branch structure and could be considered as a further step (Phase III) toward improving the organization. Some of these suggested modifications were previously mentioned in the 1970 IG Report and were discussed in detail during certain interviews.

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II. RECOMMENDATIONS

Presented in the following pages (see Part III) are comments on my observations and some "bold step" recommendations for the future. They do not require any increase in staffing or grade structure. Specifically, the recommendations are:

Consolidate Visual Information Specialists into a single unit called the Graphics Branch

Strengthen the Automation Section and reassign the Assistant for Research and Development from the Office of the Division Chief to the Technical Branch

Increase the capabilities of the Cartographic Research Branch and complete World Data Bank II

Establish in the Division Chief's Office a 3-4 position Support Action Staff comprised of the three career types

Reduce what appears to be an overkill on daily priority meetings, production control methods, summary map meetings and branch record keeping

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RECOMMENDATION A

Consolidate Visual Information Specialists into a single unit called the Graphics Branch

Prior to the 1970 reorganization, the production of graphics was carried out in two separate branches in two physical locations at Headquarters because of security classifications and regulations in effect at that time. As a result of the relocation and consolidation in 1970, the problem of security was overcome by converting all Cartography rooms in the GH corridor into secure areas with special locks.

Although the security problem was solved over two years ago, production of non-map graphics continues to be done in two separate branches. Jobs are now assigned to the both branches (according to requesting components) for the purpose of "balancing the load" or for other "political reasons." (i. e., OER and OSI items are assigned to the Technical Support Branch; OSR and OCI items are assigned to the Current Intelligence Branch; ONE graphic projects are divided between branches on the basis of military vs. non-military.) At this point, it is worthwhile to mention that some coordination problems do arise for the requesters with this split situation.

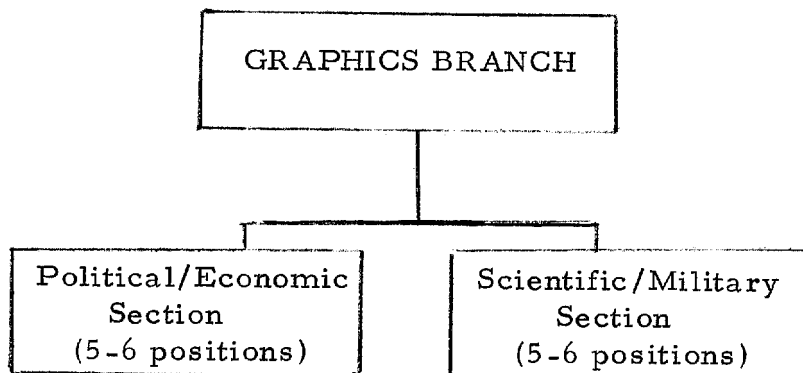
It is difficult to defend this separation today or to allow it to continue into the future. Fragmentation of graphics work across two branches does not allow for maximum use of graphic manpower resources. Visual Information Specialists work in the Technical Support Branch is production oriented and is not supported by the Cartographic Construction Section. This situation was mentioned in the 1970 IG Report, "We believe that the Division should bring together all of its non-map graphics personnel into one organizational unit . . . Graphic Artists want an identity of their own."

Because Agency management is now taking a "hard look" at the dissemination of published reports, this may be an opportune time to examine graphic production and realign our manpower resources for the future. It should be noted that a large portion of work in the

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Special Projects Section of the Technical Support Branch is non-cartographic and certain existing cartographic positions could be converted to VIS positions in a restructured "Graphics Branch." It is also possible that by consolidating these manpower resources and making more extensive use of the peripheral device for the automated plotting of graphics on the Hewlett-Packard calculator/computer, some manpower savings could be realized.

The following proposed structure would allow VIS individuals to continue some of the political-economic and scientific-military graphic specialization that has evolved over the years. (A desire expressed by several of the graphics people.)



Required staffing would be established in accordance with current workloads and adjusted as needed. Presentation artists and publications graphic people could be mixed in the sections and rotated later for career development. It would be "one giant step" toward establishing a career status for Visual Information Specialists. This approach would strengthen our in-house capabilities in the field of visual communications and would provide the artists with an "identity" short of the centralized Agency management of all graphics production that was proposed by [REDACTED] and rejected by the DDI last year.

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Finally, this action would be in step with the President's message of May 1972 to 63 Federal agencies to determine ways to improve Federal graphics and publications.

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RECOMMENDATION B

Strengthen the Automation Section of the Technical Support Branch and reassign the Assistant for Research and Development from the Office of the Division Chief to the Technical Support Branch

Because the Division's automated cartographic activities are a new growth area and have expanded greatly since the 1970 re-organization, it is important to reassess the critical day-to-day production requirements, long term support to cartographic research, and the manpower required to staff this section.

Presently, there are 3-4 positions assigned to this unit for day-to-day activities plus a part-time research and development person for the World Data Bank II operation. It is becoming more difficult for the Chief of the Automation Section to handle all the technical and administrative matters, including the early morning and Sunday assignments connected with the plotting of weather map overlays for COMIREX. Considerable time is required for digitizing the map data for World Data Bank II, for numerous trips to the Computer Center to obtain plot tapes, and to use the Computer Center cathode ray tube (CRT) for editing the digitized map data.

Requests are constantly increasing for plotter time in support of COMIREX and other Agency activities. These requirements plus the possibility of digitizing IMP data for the Geography Division and providing support for any future geographic information system will present a real challenge to the managers of this [REDACTED] 25X1A investment in automation equipment. With two plotters now operating and with program plans to purchase a [REDACTED] 25X1A raster-plotter in FY 1975; it is an appropriate time to consider strengthening this Automation Section. This ADP installation is the only fully operational system in this country (according to a recent survey by a task force of government cartographers working for the Office of Management and Budget.)

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It is imperative that we make full use of this expensive advanced system and that all of its resources be utilized in the most cost effective manner. In-house seminars were initiated this month in the Cartography Division to "enlighten" all personnel in automation applications. Three dimensional computer graphics will be another new field that will make use of this equipment.

In order to accomplish our automated map production goals, it is recommended that the Assistant for Research and Development be reassigned from the office of the division chief to the Technical Support Branch, where his full-time is now needed in production applications. Although research and development must be continued, we are approaching a critical period for practical applications.

Another recommendation is to assign a cartographer (presently in Current Intelligence Branch) to this ADP unit because his activity is already supporting COMIREX on a full-time basis.

With this additional manpower assigned to the ADP Section, more attention can be focused on the real priority which is to complete the digitizing of World Data Bank II without stretching it over the next three years. This matter was brought forth in the 1970 IG Report and was further emphasized by the DDI as a major Office objective.

RECOMMENDATION C

Increase Capabilities of the Cartographic Research
Branch and Complete World Data Bank II

Prior to the 1970 reorganization, several IO Cartographers were detached from the four old compilation branches to staff a Special X Branch, which provided map support to compartmented intelligence activities. When the X Branch was reorganized in 1970 into the present Current Intelligence Branch, the IO Cartographers were not reassigned to the Cartographic Research Branch, although the security requirements for special intelligence had been changed by the relocation of all cartographic activities into the GH corridor at Headquarters.

This separation of IO Cartographers continued after 1970 because the Director of Basic and Geographic Intelligence stated in response to the 1970 IG Report on this matter that:

"Mixing of production of maps for current
publications with basic and thematic research
would create an impossible managerial situation.
The nature of the two operations are too dissimilar."

This 1970 position is no longer valid because almost all IO Cartographers have had rotation in the two branches over the past years. They can do either job!

The 1970 reorganization of four compilation branches into the present Cartographic Research Branch did result in certain improvements such as more direct management action and a more orderly establishment of priorities in cooperation with the Technical Support Branch. However, the Senior Desk Officers still hang on to old procedures and administrative duties instead of getting into actual production.

The Cartographic Research Branch was severely affected by the reduction of personnel to staff the earlier X Branch and more recently affected by the time devoted to writing history. It is now an appropriate time to "bit the bullet" and strengthen this Cartographic Research Branch into a viable organization.

It is now recommended that the IO Cartographers in the present Current Intelligence Branch be reassigned to the Cartographic Research Branch to provide added strength to the branch and to improve the area expertise of these cartographers. Also recommended is a branch structure that would eliminate the need for the "area desk" concept and would establish Eastern and Western groups. (This would be comparable to the present OBGI NIS Division.)

Each research compiler would have his own area or countries of responsibility. Two producing group leaders would assist in training and guiding less experienced IO Cartographers, which would allow the branch chief and deputy to concentrate on production scheduling and other administrative matters. This arrangement would allow for appointing a senior IO Cartographer as branch editor, a valuable function that existed many years ago and would be a real improvement in the checking procedures (one complete checking state instead of two).

It is imperative that a strengthened Cartographic Research Branch proceed "full speed ahead" with World Data Bank II to meet the needs of the future. They should not abdicate cartographic research responsibilities to other "geographers."

As to the branch chiefs administration of the proposed Eastern and Western groups of 9-10 positions each, some concern might arise over such matters as amount of paper work and the large number of fitness reports. This situation is not uncommon in other large OBGI branches and it can be effectively handled. Another consideration would be to establish senior research positions as needed to handle long range special projects independently (this might be a boost for morale and could solve some internal friction).

These combined actions should improve the quality as well as the quantity of production. With regard to the revision of 30

Summary Maps each year, this is not really being accomplished and it is believed that some revisions are not complete and thorough enough to maintain high standards of quality. Only two maps were completely revised in FY 1973 and only 7 will be new or completely revised in FY 1974. It should also be noted that only 2 of these 7 in FY 1974 will be derived from World Data Bank II. Many of the existing Summary Maps (some covering critical areas in the Middle East) trace their genealogy to 1950 sources! If the lag in production continues, more of these maps will become out of date each year.

A final observation and recommendation is that IO Research Cartographers should not be using their valuable time to write type orders or instructions to the Technical Support Branch concerning the worksheets. Technical Branch personnel can and should do all of this type of work.

RECOMMENDATION D

Establish in the Division Chief's office a 3-4 position Support Staff comprised of the three career types.

In connection with my recommendations to consolidate all Visual Information Specialists into a single "Graphics Branch" and to reassign the IO Cartographers from the present Current Intelligence Branch to the Cartographic Research Branch, a small senior action staff of 3-4 positions would be needed to apply "task force" action to the high-level, short-deadline requests (i. e., DCI and OCI briefings; White House requests).

Senior officers, selected from the three career types, could be assigned for short rotational periods into this action staff, which would be similar to an Operations Center activity. The staff could draw additional support from other components of the Division when needed.

At least one of these positions could provide an effective liaison between OCI or OSR on a full-time or part-time basis, as required.

The position of the Deputy Division Chief could be a useful addition to this senior action staff. More time could be applied to overall production matters and less on summary map production meetings and production control records.

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RECOMMENDATION E

Reduce what appears to be an overkill on daily priority meetings, production control methods, summary map committee meetings, and branch recordkeeping.

With regard to the above recommendation, my general impression (derived from on-the-job observations and employee comments) is that priorities between the Cartographic Research Branch and Technical Support Branch should be resolved without the formal daily meetings. "I" Branch and the Special Support Section manage far more graphic priorities without day-to-day formal meetings and attendance by the Deputy Division Chief.

The discussions involved in Summary Map meetings are primarily substantive research matters that can be managed by the Chiefs of the Cartographic Research Branch and the Technical Support Branch.

The production control methods, which involve daily updating and Xeroxing of record sheets and weekly automated printouts, seems to be excessive. Recordkeeping in the Cartographic Research and Technical Support branches could be reduced significantly and still be effective enough for the monthly reports communicated to the Office Director. The statistical programs are more elaborate and time-consuming than is required by the purposes they serve. Attention is needed in these areas of activity.

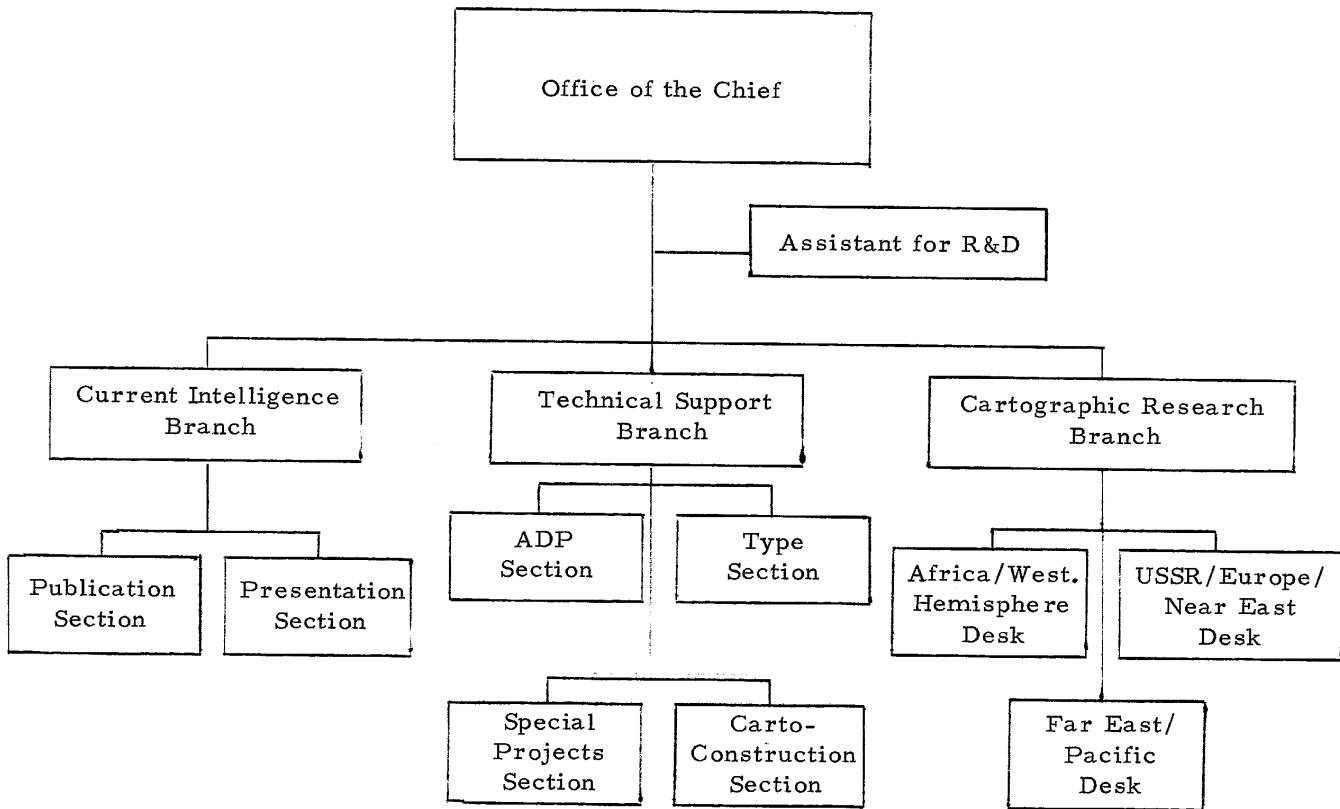
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TAB A

PRESENT ORGANIZATION
CARTOGRAPHY DIVISION



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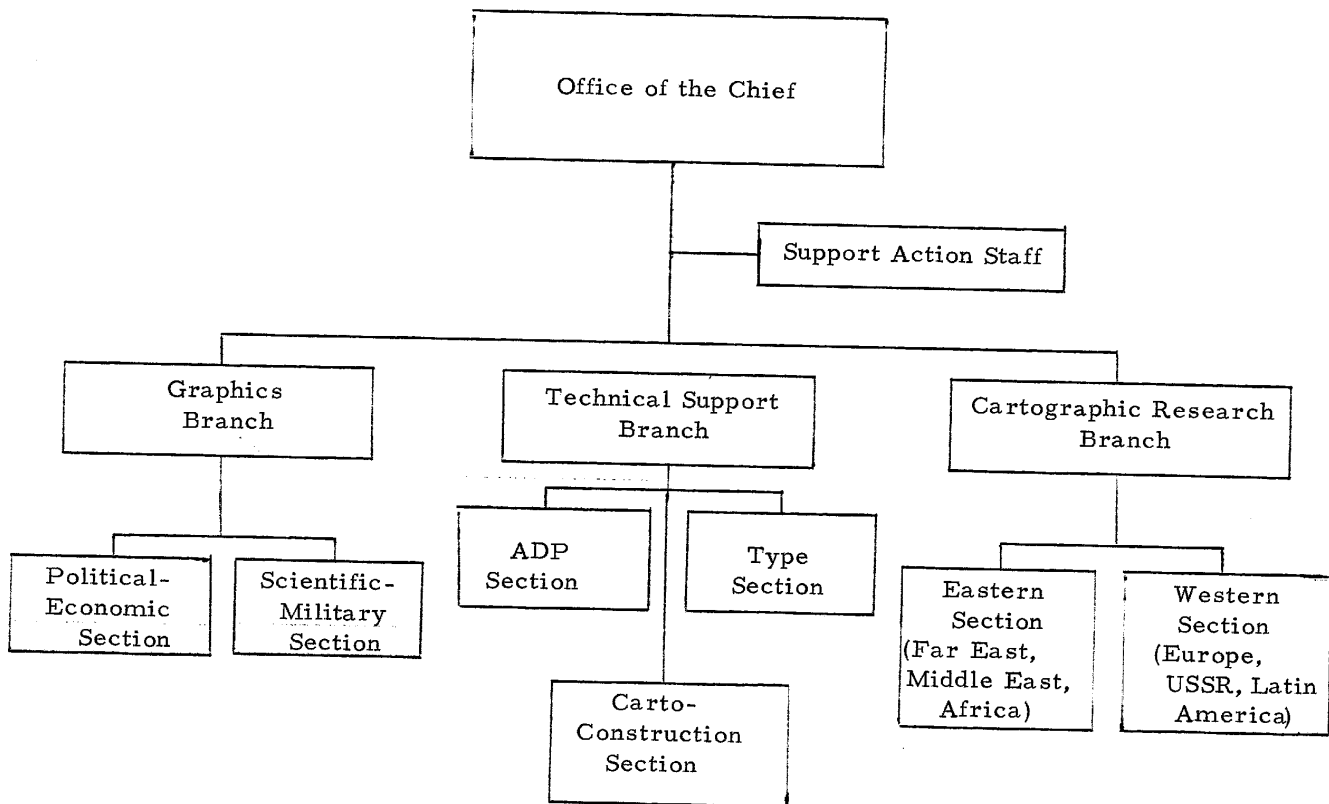
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TAB B

PROPOSED ORGANIZATION
CARTOGRAPHY DIVISION



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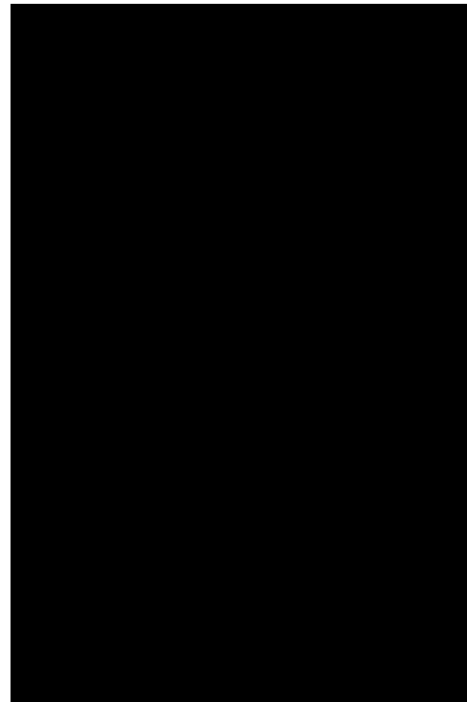
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CARTOGRAPHY DIVISION PERSONNEL
INTERVIEWED DURING THE STAFF STUDY*

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*Approximately ten other OBGI personnel were consulted on matters such as summary map quality, size of research groups, and area allocation of resources. (NISD - 6; GD - 2; MLD - 2)