

UNITED STATES GOVERNMENT

Memorandum

TO : Director of Basic and Geographic Intelligence DATE: 30 April 1970

FROM : Chief, Cartography Division, OBGI

SUBJECT: Cartography Division Response to the Inspector General's Report

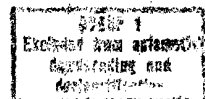
A. General Comments:

On the whole the Inspector General has presented a true, and in most instances, a factual report on the Cartography Division. However, because of his lack of knowledge of cartographic and graphic technology and procedures, the judgments and criticisms expressed have been largely based on personal interviews with Division personnel and the relatively superficial observations he made of work in progress. As a result certain recommendations (such as Recommendation No. 13) are totally unrealistic and impractical of application. Also, he failed to weigh carefully the personal bias of individuals, who for one reason or another, took the opportunity of talking with him to unload their gripes and prejudices.

It should be noted that many of the comments and criticisms are made against an organization no longer in existence and that the reorganization of the Division as of 1 April 1970 came about because of management's recognition of the same deficiencies.

There is somewhat of a feeling that the Inspector General did not have in his possession for review all the Division's memoranda and publications which had been formulated to provide written guidance as to Division policy regarding the duties and responsibilities of individual assignments. The Division has prided itself on the quality of the training and indoctrination of new personnel and its program of upgrading the capabilities of its people on a continuing basis. The area of the report taking the Division to task for not having clearly defined responsibilities for each employee is somewhat exaggerated and involves generally the difficulty the Cartographic Drafting Section has had in resolving technical construction problems with four compilation branches.

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B. Comments and Responses to Recommendations:

Page 31, item 3: The statements here are ambiguous. First we develop a corps of experts who take pride in their work and make the Division their career. So we have a problem because some stay on until they retire and others, therefore, cannot progress beyond the GS-13 level. If the DDI Career Board's recommendations for earlier promotions are followed, this problem will be aggravated! What is the alternative to no turnover of highly qualified career personnel who are so specialized that rotation to other areas of the Agency is impossible?

Page 31, item 5: The statement that the four compilation branches work with "non-current...mostly maps for the NIS" is not accurate. If the NIS were not in existence, base maps would have to be constructed as at present. A careful review of the production records will refute that statement.

Recommendation No. 12, Page 34

"That the Director, Basic and Geographic Intelligence, direct that the Chief, Cartography Division, adopt the practice of periodically rotating experienced compilers to new geographic areas in order to broaden their area expertise and give the Division increased flexibility in handling shifts in workload requirements."

Over the years the Cartography Division has had a policy of rotating personnel among the regional compilation branches. Senior compilers were rotated into assigned deputy chief positions where they were production area specialists and had an opportunity to gain managerial experience when serving as chief during the absences of their superior. We have moved compilers and cartographers into CD/X for both rotational and permanent assignments, and we have encouraged the assignment of personnel [REDACTED] who when they returned, were invariably reassigned to a different branch.

The reorganization of the former compilation branches into "Desks" will provide a more flexible opportunity for management to rotate area assignments. The Division has recognized that some personnel have desired greater challenges but at no time have individuals requested reassignment and been denied. In fact in two cases recently management has offered to transfer individuals from CD/X to compilation branches and has been turned down! The "Desk" concept will permit the assignment of projects on a branch basis, particularly when an overload in one area occurs.

Page 33, item 8: It is worth noting that of the claimed 20% of total Division staff who were supervisors (14 individuals), four were compilation deputy branch chiefs, now eliminated, whose responsibilities were approximately 10% supervisory and 90% production. These people were assigned as deputy chiefs in order to provide for supervision of the component during the absence of the chief. The Deputy Branch Chief of the All-Source Branch also serves

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as the supervisor of the Publications Section, thus eliminating a section chief. In addition the branch chiefs of the two smaller branches frequently--not infrequently--did production work.

Recommendation No. 13, Page 36

"That the Director, Basic and Geographic Intelligence, direct that:

a. A Graphics Support Branch be established in the Cartography Division and that those personnel in the former All-Source Branch, the Technical Support Branch, and the Graphic Support Branch of the Publications Division engaged in the production of non-map graphics be transferred to this Branch;

b. Those personnel in the former All-Source Branch and the Technical Support Branch engaged in the production of maps be transferred to the Cartographic Research Branch."

In commenting on Item a. it is necessary to point out that the production of visual materials, whether maps, charts, diagrams, pictograms, etc., is a highly complex technical operation. Over the past 20 years or more the Cartography Division has struggled with the problem of defining graphics and working out the most efficient way of producing them for intelligence publications and uses. To try to compartmentalize graphic and map production as proposed in Items a. and b. in our judgment would not be efficient. Mixing 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; the assignment and scheduling of jobs would be impossible.

In the Phase II portion of our reorganization plan, certain consolidation and adjustment of responsibilities is contemplated; however, not to the extent recommended in Item a. As proposed the All-Source Branch, renamed the Current Intelligence Branch, will have a Publications Section and a Presentation Section whose energies will be concentrated exclusively on the "newspaper" operation of processing rush current intelligence graphics of all kinds required for selected types of current publications which have high-level mandatory, short deadlines. The Presentation Section will continue to produce briefing materials for top level briefing requirements, as well as those projects requiring the skills of the artist rather than the cartographer.

We would also oppose Item b. on the following grounds: The Cartographic Research Branch is composed of academically trained geographic/cartographic specialists who are doing basic cartographic research for the production of base and thematic maps. Their output is a manuscript map and specifications which are then processed by highly skilled draftsmen for multiple color reproduction. The personnel working on maps in the All-Source Branch and the Technical Support Branch, in most instances, do not qualify academically for research assignments. They lack the geographic knowledge gained from academic

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training. This is not to imply that they cannot qualify through course work in local schools. Some are qualifying and in time will be assigned research in depth responsibilities.

Recommendation No. 14, Page 39:

"That the Director, Basic and Geographic Intelligence, with a view toward substantially reducing overtime, direct the Chief, Cartography Division, to:

- a. Develop a more effective system for identifying job priorities and matching workloads to Division capabilities.
- b. Consider adjusting the internal distribution of workload by transferring one or two positions from the regional branches to the drafting section.
- c. Grant compensatory time in lieu of payment for overtime to the maximum extent feasible."

Item a.: The problem of developing effective job priorities and scheduling for the matching of workloads has received more attention than any other major problem. The Division takes on approximately 600 new jobs a month and has from 900 to 1,200 items as a backlog at all times. In addition to a rigid scheduling of NIS Summary and Final maps, the Division must plan work production with a constant awareness of the changeability of intelligence requirements. We are constantly at the mercy of requesters whose schedules of production frequently change. It becomes extremely difficult to develop a nice, convenient, noninterruptable production schedule.

In this report we are faulted for not turning away graphic work, and in some degree the criticism is justified. However, the Cartography Division mission is to support the map and graphic requirements of the Agency, and experience has proved it is very difficult for us to refuse to produce graphics when requested. We can only put obstacles in a requesters way, such as requiring an official request be sent to us through ~~our Director~~ *the Director, or the DDJ*. The Division has an enviable reputation for the support it has provided Agency components, due in part from our inability, as well as the inappropriateness, of our saying "No."

There are other factors involved in this very complex problem of workload. Many requesters are totally ignorant of the length of time required to produce a map or graphic. It is not uncommon for analysts to complete their research and writing before requesting graphic support at which time the project is listed as "awaiting graphics." This places a burden on the scheduling routine. Except for the NIS Summary Map, few maps and charts fall into the "series" category. The variety of jobs is virtually limitless, and each has its own peculiarities. All have varying deadlines, and they come from all components of the Agency and the Department of State. It is not uncommon for the last job received to have the closest deadline, regardless of the magnitude of the

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project. Scheduling and rescheduling, therefore, becomes a daily and sometimes hourly process, and when deadlines pile up the only solution has been the use of overtime. As a service organization it is difficult to assess the relative priority of projects originating in a variety of other components. Previous attempts to coordinate priorities amongst requesters have been unrewarding simply because one component is not particularly concerned or sympathetic to the map and graphic requirements of another, much less the Department of State.

In summary of Item a. the Cartography Division will continue its efforts to devise a better system for accepting work and for scheduling the workload. It will endeavor to realistically evaluate the need for graphics with each requester, and it will be more realistic in determining the Division capability to perform a particular task.

Item b.: For some time the Division has recognized that an imbalance between production capability in drafting and compilation has existed. This imbalance has developed through the inability of the Division to procure draftsmen to replace those who have left and those assigned to the Automation Section. This has necessitated an excess of overtime, which, as the I.G. has expressed it, has become a way of life and an unhealthy situation. This situation should show marked improvement in the near future, since two new draftsmen are in training and a third is in process. In addition a freeze on hiring new I.O. Cartographers, which was initiated in 1968, will continue.

The transfer of slots from compilation to the drafting operation is not a practical solution at this time since two compilation slots were used to reduce the T.O. for FY 1970 and 1971, and it is planned to assign one or more compilers to the Automation effort in the near future.

Item c.: By law compensatory leave or payment for overtime is at the option of the employee. Management has not interfered with this prerogative. Although the overtime has been judged to be heavy by the I.G., it has been done only after permission has been secured on a daily basis from the Division Chief, and it has been authorized to support primarily the NIS program because of managements inability to provide draftsmen. Also, at no time has any employee, unless in support of CD/X requirements, been compelled to work overtime; in drafting it has strictly been on a voluntary basis. Although free to do so, only on rare occasions have individuals requested compensatory time, ~~and that usually to build up vacation leave.~~


Recommendation No. 15, Page 40:

"That the Director, Basic and Geographic Intelligence, direct the Chief, Cartography Division, to examine the map filing practices of the Division with a view to reducing the number of points where the same map is filed."

Unfortunately, the I.G. has been misinformed as to the number of places identical maps are filed and the reasons for filing same.

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The filing of printed maps and the materials to construct them is a critical necessity to the Division's ability to service map intelligence requirements. The system in use requires that a historical production record and retention of all production items be kept because of potential re-use for future requirements. The original separation plates, the negatives used to print the map, and the jacket materials accumulated in its production are filed for future use. In addition each branch keeps a file of its own production (as well as copies of the original initiation form) for ready reference. Each compilation branch, with the exception of CD/X, does not keep copies of all production. A copy of all printed material produced by the Division (with the exception of CD/X which maintains its own master file) is filed in the Office of the Chief for ready response to telephone and other inquiries, and an additional copy is forwarded to Records Center for archival storage. The Technical Support Branch does not maintain any files of maps, not even its own production. Instead, it accumulates looseleaf binders of uniquely designed or constructed graphics for future design ideas.

It should be noted that the I.G. is in error when he says the beachhead of the Map Library files all copies of our production. They merely keep the latest items of maps produced and do not file any of the non-map graphics.

However, in response to this recommendation, the Division will initiate a careful review of the situation and eliminate any unnecessary duplicative filing.



Recommendation No. 16, Page 42:

"That the Director, Basic and Geographic Intelligence, direct the Chief, Cartography Division, to develop and issue comprehensive instructions prescribing the map production process in the Division, and defining the duties and responsibilities of all concerned in this process."

This recommendation reflects a situation that has existed for many years. Management has relied upon the Staff members to implement Division directives, but unfortunately there has been too many members who have carried back to their people particulars colored by their own beliefs. The reorganization of the Division should improve this situation; there will be fewer Staff members (the Branch Chiefs, Deputy and Division Chiefs) and a more formal procedure for periodic issuances of significant policy changes. The Staff meeting minutes, which will incorporate agreed-to-changes or new procedures, will be circulated to all components. At present the Deputy Division Chief and the Chiefs of the Cartographic Research and Technical Support Branches are formulating new procedures for issuance, which will correct the deficiencies listed by the I.G. in Item 20.

Recommendation No. 17, Page 42:

"That the Director, Basic and Geographic Intelligence, direct the Chief, Cartography Division, to develop and publish a series of issuances

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setting forth the Division's policies and regulations for the information and guidance of all concerned."

First, I would like to take exception to the I.G.'s statement that "major policies are approved by the "Staff," instead of by the Division Chief." This statement is not factually correct. It is true that the Staff has been involved in the decision making process, possibly more deeply than appropriate in the eyes of the I.G., but this has been primarily because the organization of the Division forced their involvement for the most efficient control of production. However, final decisions are made by the Division Chief, or his Deputy, and not by the Staff.

In response to Recommendation No. 17, however, the Division shortly will begin issuing a series of memoranda formalizing Division policies and regulations for the guidance of all personnel.

Recommendation No. 18, Page 47:

"That the Director, Basic and Geographic Intelligence:

a. Instruct the Chief, Cartography Division, to make a special effort, by reassignment of personnel, to complete the development of a second data bank at the earliest practicable date.

b. Initiate a review of the Automapping Program with a view to ensuring that adequate plans are being made for the most effective expansion of its capabilities, and that the right number and kinds of personnel will be available to exploit and manage this capability satisfactorily."

Items a. and b.: The development of the Automap Program has been production oriented as pointed out in the I.G.'s report. It must be remembered, however, that when this program started in 1963 there was considerable skepticism exhibited by top management over the value to computer processing, and the idea that maps could be made by machine had many skeptics. The Division established the approach of orienting experimental work along the lines of production requirements and selected personnel from existing components to develop the new techniques, programs, and procedures. At that time this was the only practical way to proceed. Over the past years of development, experimentation has not been neglected in favor of production; in fact, the capability of equipment has been the limiting concern, particularly the development of the World Data Bank II. Additional personnel cannot be assigned to its development until new equipment, which is on order, is in hand. When it becomes available in the fall, it is planned to assign personnel from the Cartographic Research Branch to assist in the completion of the data bank. The Division certainly recognizes the importance of providing the data base for compilation involvement in the Automap System, in fact, has been working toward this objective from the very beginning, and future long-range plans

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for assignment or procurement of people best qualified to develop the system to its fullest extent has been discussed frequently and in detail. The Division does not agree with the judgment of the I.G. that by implication we have not selected personnel with leadership qualifications for assignment to the development of automated cartography. Automated mapping is a technique which will require personnel skilled in programming and in cartography and at this stage of development, where we are in the forefront in the art, we do have the skill and competence to remain there.

The development of ADP in map production has been a challenging experience. The Division has had excellent cooperative assistance from OCS, on whom we rely for computer and programming assistance, and on ORD for assistance in evaluating and selecting equipment. This cooperative effort will continue. The Special Assistant for Research and Development attached to the Office of the Chief has as his basic responsibility the maintenance of a continuing dialogue with counterparts working on automated cartography in industry, the academic community, and other Government agencies. In this way the Division has kept abreast of and utilized specific advances in technique and equipment appropriate to our program. Through these contacts guidance for training of personnel, visits to operating units and attendance at technical symposiums and exhibits has been developed.

The Division believes that implimentation of Recommendation No. 18 should proceed cautiously since there are many unanswered questions on the future developments of automated cartography and to overreact in the reassignment of manpower or over expansion of facilities would not be to the best interest of the program.

C. Office Management Considerations:

Recommendation No. 25, Page 70:

"That the Director, Basic and Geographic Intelligence, make greater use of official issuances to employees on personnel and other matters of professional interest and concern, and that he update and re-issue, as appropriate, existing notices."

The Cartography Division recognizes the desirability of good communications, particularly as a Division distant from its main office and whose principal contact has been by telephone. Under such circumstances it is essential that management in the Division and the Director's Office recognize the importance of making special efforts to interchange information through appropriate operating channels. From the Division point of view it would be helpful to management if closer attention was given to the following:

- a. That the personnel of the Office of the Director not bypass the Office of the Chief when giving instructions or requesting information of lower echelon supervisors.
- b. That top officials of the Office tour the Division at regular

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intervals. Some members of the Division, particularly newer employees, have expressed disappointment at not meeting the Director more frequently. (It is worth noting in this context that the last visit to the Cartography Division of the DDI was in 1965!)

c. That periodic attendance at Division Staff meetings by the Director or Deputy Director be continued and made more frequent. These meetings could be used for summary announcements of Office plans for production of intelligence reports, discussions and suggestions for initiation of map projects to fill known map gaps, and guidance in coordinating Division activities with those of the other Divisions in the Office.

d. That an effort be made to develop better communication between the components of the Cartography Division. Heretofore, the Staff approach was the basic method used to communicate downward. This should continue under the new organization, but additional devices should be developed to inform personnel of the Division's aims and objectives.

Recommendation No. 26, Page 70:

"That the Director, Basic and Geographic Intelligence, direct his five Division Chiefs to familiarize themselves with existing regulations pertaining to Honor and Merit Awards and the Quality Step Increase and to be alert to opportunities for singling out deserving employees for recognition under these programs."

The Cartography Division has utilized the Quality Step Increase as a means of awarding special recognition to deserving employees. Since 1967 the Division has honored four individuals for outstanding services, and, at present, has two potential nominees to propose to the Career Board.

Recommendation No. 27, Page 72:

"That the Director, Basic and Geographic Intelligence, examine the statistical reporting programs of the Divisions, publish guidelines for the categories of information required by his Office, and reduce these activities to the minimum required to satisfy those requirements."

The statistical program in the Cartography Division is designed to provide internal administrative control of the production and distribution of maps and graphics. The efficient handling of approximately 6,500 items a year, each of which has original art work, negatives, and printed copies, requires that a careful recording be made for reference and recall purposes. The summation of production in the form of monthly statistical reports is necessary to advise the Director of the production workload.

The area of statistical keeping questioned by the I.G. is the man-hours accredited to each Agency component. It would be a measurable saving of man-hours if this practice was discontinued. The Division itself has no significant need for summarizing this information, except as requested when preparing yearly reports, planning papers, and answering frequent inquiries for statistical information (such as a recent one, "How many man-hours did we

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spend supporting the SALT talks?) from OPPB.

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D. Comments from [REDACTED]

Item 1.:

"Cartography Division people work in a large open area that is typical of graphics production areas. Partitions should be available to afford some privacy and to cut down on the idle chatter which usually occurs under such conditions."

The nature of the cartographic and graphic effort requires numerous pieces of equipment of relatively large size--map cases, light tables, filing cabinets, etc., many of which are used in common by all the individuals in the unit. The difficulty of arranging this equipment and its subsequent use in such a way as to provide partitions for employee privacy has been a major obstacle to partitioning areas. At one time the Division had partitioned its components in smaller units, but the results were not satisfactory in controlling idle chatter nor in production of an acceptable quantity of work. Cartographic production cannot legitimately be compared to office-type work. Both the drafting and the compilation activities should be under constant supervision for the immediate resolution of questions arising during graphic production; compartmentalization isolates the supervisor.

Item 2.:

"Two draftsmen share a single drafting table in the Cartography Division drafting section. Every one agreed that this situation is unsatisfactory and that it could be remedied by the expenditure of a relatively small sum of money to buy four drafting tables."

The inconvenience of two draftsmen using one light table has been an adjustment made on the basis of space and equipment. However, the suggestion has so much merit that the Division will look into replacing the existing light tables with smaller ones and expanding the area of the Section to accommodate one table for each draftsman. We do not have sufficient space to simply add four more tables of the existing size.

Item 3.:

"We encountered complaints in the Cartography Division about the clerical support provided by the front office. If the division continues to perform some clerical duties centrally, such as time and attendance record-keeping, steps should be taken to ensure that the clerical personnel involved do not inadvertently antagonize senior officials and other division employees.

The I.G. has been duped by certain senior individuals in the Division who attempted to manipulate reporting of attendance and who were offended by the refusal of the Front Office clerk who would not accept falsification of

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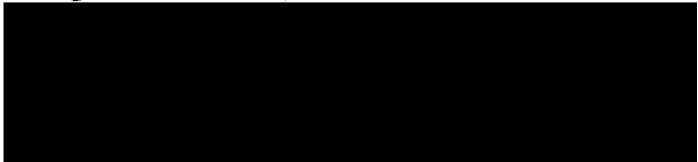
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the attendance. The time and attendance clerk had been instructed by me to follow Government regulations in maintaining her records, which she did, with the result she was accused of noncooperation and of having an abrasive personality. It is too bad that [REDACTED] did not bring this complaint to the attention of the Division Chief during the investigation.

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