

7 July

P+R

### ROUTING AND RECORD SHEET

SUBJECT: (Optional)

P&PD Support to FBIS

FROM:

John M. Ray  
Director of Logistics

EXTENSION

NO

01-0029-87

DATE

16 July 1987

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. ADDA  
7D24 Hqs.

2.

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DDA

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1. The Reston printing plant will have little impact on our support to FBIS. A dedicated printing system in support of JPRS publications already exists. The requirements for color levied upon P&PD have to do with manpower to produce more color graphics--a very scarce commodity in the marketplace today.

2. The two-day throughput time is totally unrealistic. This would put these publications on a priority slightly below that of the President's Daily Brief and the NID. Are you aware that these articles are "massaged" for weeks before they arrive at P&PD's door? Translations, in fact, sometimes take months.

3. The increased demand for color printing levied on us by CPAS is now taking 2/3 of a day longer to meet time-sensitive, critical intelligence printing requirements.

4. I informed both the D/FBIS and the DD/S&T that they have spelled out only one side of the story (by the way, this ridiculousness has even been discussed in the DD/S&T staff meeting). They were advised they would be receiving our side.

[Redacted Signature Box]

John M. Ray

cc: e/P&PD

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ADMINISTRATIVE - INTERNAL USE ONLY

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**ROUTING AND RECORD SHEET**

**SUBJECT:** (Optional) **Printing and Photography Division Support to the Foreign Broadcast Information Service**

**FROM:** John M. Ray  
Director of Logistics

**EXTENSION NO.** OL 0029-87



**DATE** 30 June 1987

STAT

**TO:** (Officer designation, room number, and building)

**DATE**  
RECEIVED FORWARDED

**OFFICER'S INITIALS**

**COMMENTS** (Number each comment to show from whom to whom. Draw a line across column after each comment.)

	TO:	DATE		OFFICER'S INITIALS
		RECEIVED	FORWARDED	
1.	DDA 7D24 Hqs		<i>7/1/87</i>	
2.				
3.	DD/S&T 6E60 Hqs			
4.				
5.	D/FBIS 1013 Key			
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30 JUN 1987

MEMORANDUM FOR: Director, Foreign Broadcast Information Service

VIA: Deputy Director for Administration  
Deputy Director for Science and Technology

FROM: John M. Ray  
Director of Logistics

SUBJECT: Printing and Photography Division Support  
to the Foreign Broadcast Information Service

REFERENCE: Memo to D/L fm D/FBIS, dtd 17 June 87, Same  
Subject (FBIS-1056/87)

1. As I related to you during our meeting of 24 June 1987, Printing and Photography Division (P&PD/OL) cannot satisfy the two-day throughput requirement cited in the reference. Nor can we introduce color printing in Joint Publications Research Service (JPRS) publications without it having a dramatic detrimental impact in our production of classified, perishable intelligence.

2. Since P&PD's assumption of printing support for JPRS, we believe we have complied with the spirit and intent of the 1983 Memorandum of Agreement (MOA). We have indeed even gone beyond normal expectations. Outlined below <sup>me</sup> some indicators which substantiate our opinions: Ugh!

a. The MOA stipulates that P&PD produce an average of 1,200 pages per workday. Over the course of a year this amounts to 300,000 pages. In FY 86 P&PD produced 332,002 pages, which represents 10 percent more than agreed upon in the MOA.

b. At the time of the MOA, JPRS required its in-house plant to produce only an average of 187 copies of its publications. The average number of copies being produced currently by P&PD is 331, a 56 percent increase over the workload anticipated by P&PD when the MOA was signed.

c. Thirteen positions were provided to P&PD under the MOA; 12 employees transferred from JPRS to fill those positions. Of the six who were placed in P&PD

OL 0029-87



SUBJECT: Printing and Photography Division Support to the Foreign Broadcast Information Service

apprenticeships, two have had their apprenticeship training aborted for lack of performance. In fact, P&PD has expended far more manpower than discussed in the MOA. The full-time labor force involved solely in the production of JPRS reports is as follows:

Planner	1
Offset Strippers	2
Platemaker	1
Web Pressmen	3
Bookbinders	3
Bindery Assistants	3
Copier Operators	<u>3</u>
Total	16

The above total does not include the efforts of other P&PD employees who randomly must devote some time to JPRS production, nor does it include overtime expended on JPRS work. In calendar year (CY) 1985, JPRS overtime amounted to 1,556 hours. In CY 1986 it dropped to 981 hours, but has risen to 1,613 hours through pay period 12 of CY 1987.

d. The cost of paper stock for JPRS printing has reached \$550,000 per year. Printing plates adds another \$132,000 per year. The total cost of supplies in producing JPRS publications amounts to \$682,000.

e. P&PD's costs for labor and supplies totalled \$1,198,408 in FY 86. The pre-MOA costs borne by JPRS amounted to \$508,000.

f. In order to enhance support to JPRS, P&PD has acquired additional web press units (\$100,000); bindery equipment (\$100,000); laser platemakers (\$540,000); and a projection platemaking system, scheduled to be operational in August 1987 (\$300,000).

g. The quality of the JPRS publications produced by P&PD far exceeds, by any standard, that which was produced by the JPRS print shop.

3. The possibility of using color printing in JPRS publications has been discussed over the recent past with Foreign Broadcast Information Service (FBIS) officers. During these discussions, P&PD management explained that the introduction of color printing would require additional labor resources in the

SUBJECT: Printing and Photography Division Support to the Foreign  
to the Foreign Broadcast Information Service

form of color-scanner operators, highly skilled color offset strippers, and color pressmen not readily available. It was further pointed out that this effort would have detrimental effect of P&PD's ability to meet its current critical deadlines. Nevertheless, P&PD management suggested what it believes to be a viable alternative, i.e., contracting out the work to commercial printers. Similar actions have been taken with respect to requirements levied by the Directorate of Administration and the Directorate of Intelligence. You should be aware that this option is in accordance with a recommendation made by the Office of Inspector General in its investigation of P&PD operations.

4. In summary, we simply cannot meet the recent demands being imposed on us by FBIS without additional resources to be gleaned through the time-consuming budgetary processes. If FBIS desires, we would be most willing to discuss the return of all JPRS production resources back to FBIS so it can provide its own unilateral support to its printing requirements. This option may not be realistic in that P&PD's unique exception to the Joint Committee on Printing regulations is based on the production of classified intelligence.

5. We are most anxious to discuss the above option as well as other perceived problems relating to P&PD's support to FBIS. Accordingly, we have identified [redacted] Deputy Chief, P&PD as our focal point to meet with an FBIS representative to address realistic, mutually acceptable solutions, to include the possible construction of a new MOA which would be subject to an annual review and update. Please have your designated representative contact [redacted] on [redacted] to make appropriate arrangements.

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John M. Ray

**Distribution:**

Original - Addressee  
2 - DDA  
1 - DDS&T  
2 - P&PD  
1 - OL Files

ERENCE

**Page Denied**



FBIS-1056/87  
17 June 1987



MEMORANDUM FOR: Director of Logistics

FROM:

Director, Foreign Broadcast Information Service

SUBJECT: P&PD Support to FBIS

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1. FBIS Production Group recently requested (Attachment A) color printing service from P&PD, which was rejected (Attachment B) essentially on the grounds that the material involved was unclassified and the service required additional time and labor. FBIS cannot accept such reasoning, since it strikes at the core of its mission and calls into question agreements between FBIS and the Office of Logistics on the nature of P&PD's printing services for FBIS. This memorandum requests your intervention, specifically, to have the printing service provided as requested and to reaffirm your office's commitment to the 1983 Memorandum of Agreement (Attachment C) signed by the DDA and the DDS&T on the printing production support for JPRS publications.

2. The specific case in point is a JPRS translation of one of a series of Soviet military books that contain color maps. The maps are an integral part of the book, and convey intricate military unit deployments central to the discussion on military tactics. Unfortunately, black and white reproductions do not distinguish the topographical and other features in sufficient detail to represent the nature of the units' movements; hence, our request to reproduce the maps in color for publication under JPRS title.

3. There are two pointed references in P&PD's memorandum to classification as production criteria, to which FBIS takes strong exception. As you know, virtually all the material produced by FBIS is unclassified, so the suggestion in P&PD's memo that FBIS' products take second place to other publications simply because they are unclassified raises an unprecedented issue. In dealing with P&PD over the years, it has never been implied that the nature of the work relationship with FBIS was contingent on the classification of FBIS material. Certainly, if this point had been raised earlier, the longstanding relationship between the two offices would have been seriously undermined. FBIS obviously cannot accept such a condition for the handling of its material. As has been consistently documented, the open-source information reports produced by FBIS are a major source of intelligence for the entire Intelligence Community.

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SUBJECT: P&PD Support to FBIS

4. With regard to the apparent difficulty in reproducing color, FBIS recognizes that additional time and labor are involved. Nonetheless, this does not relieve P&PD of carrying out its "full responsibility for printing and dissemination support for all JPRS publications," as stipulated in the Memorandum of Agreement. In the same memorandum and in the feasibility study (Attachment D) leading to the transfer of JPRS printing functions to P&PD, it is clearly stated that P&PD will "support all JPRS photographic and graphics requirements." No exclusions are noted, and, in fact, the feasibility study makes it a point, in assessing the merits of transfer, to contrast JPRS' lack of color reproduction capability with P&PD's then-planned procurement of a color scanner for graphics.

5. The alternative solution offered by P&PD--to have the work done by an outside contractor with FBIS funds--raises another serious issue in the context of the Memorandum of Agreement. In 1983, FBIS and OL agreed that 13 FBIS positions would be transferred to P&PD, along with supporting funds. The quid for this quo was P&PD's printing services. The recommendation that FBIS fund outside printing services contravenes the intent of the agreement, which was undertaken in part to save government funds, and begs the question of P&PD's responsibility to fulfill its commitment to FBIS.

6. While FBIS applauds P&PD's efforts to achieve efficiency in the handling of FBIS/JPRS products, the commitment in the Memorandum of Agreement to provide 48-hour turnaround time for JPRS reports remains unfulfilled. Even allowing for increased volume of JPRS materials since 1983, the present average turnaround time of 15 days is excessive and above any reasonable relation to the volume increase. FBIS has seen the turnaround time constantly increase since the JPRS printing services were transferred to P&PD.

7. In agreeing to support JPRS printing services in 1983, P&PD undertook certain commitments, the effect of which were to leave FBIS totally dependent on P&PD for all of its printing services. FBIS' longstanding work relationship with P&PD until 1983 underpinned its confidence in their ability to meet JPRS printing requirements. P&PD's 7 April 1987 memorandum, however, not only rejects a reasonable request within the scope of the 1983 agreement but also calls into question underlying principles of that agreement.

8. It is not FBIS' purpose to have this matter develop into a contest. FBIS recognizes the demands on P&PD's resources, so we are quite willing, as we have in the past, to work with P&PD to reach an accommodation that achieves both offices' goals. Our requests for color support would not be frequent and certainly not capricious. It has been

SUBJECT: P&PD Support to FBIS

FBIS' understanding that the agreement between FBIS and the Office of Logistics on JPRS printing services provided a working arrangement consistent with those goals. For this reason, a reaffirmation of that agreement at this time would seem appropriate and clarify the issues raised above.



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Attachments

cc: DDS&T

FBIS-1052/87  
25 March 1987

MEMORANDUM FOR: Chief, Printing And Photography Division  
Office of Logistics

FROM:

[Redacted]

Chief, FBIS Production Group

SUBJECT: Request for Color Printing

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1. In a 2 December meeting with [Redacted] Chief of the Joint Publications Research Service (JPRS) of FBIS, you indicated that P&PD was unable to meet a request for reprinting of color maps appearing in an FBIS translation of a Soviet book, "Forward Detachments in Battle". This memorandum requests 1) that you reconsider this decision in light of the importance of the subject matter and 2) that P&PD and FBIS representatives meet to work out a mutually agreeable system whereby future JPRS color printing needs can be met on a timely basis.

2. U.S. intelligence analysts believe that the USSR Ministry of Defense has begun a major revision of thinking on military strategy, tactics, and operational art, particularly as they relate to the European theater of operations. As a part of this reevaluation, the Ministry's publishing house, Voennoye Izdatelstvo, has begun publishing a series of books on strategy and tactics. We translated and published under JPRS cover the first of these books, Colonel-General M.A. Gareyev's "M.V. Frunze -- Military Theorist," in the fall of 1985. The book contains several color maps, which were reproduced by P&PD.

3. The translated book is a landmark product, marking a watershed in Soviet military thought and signaling the beginning of a major debate on doctrine within the Soviet military establishment. As a result, it was more widely distributed and read within the Intelligence Community than perhaps any other single JPRS publication, was assigned as required reading in a course on Soviet strategy and tactics run by the DDI for general officers, and was even provided to representatives at the MBFR talks. It was, in short, the kind of product in which both FBIS and P&PD/OL could take pride.

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SUBJECT: Request for Color Printing

4. Gareyev's book was apparently the first in a series of important books on Soviet tactics and strategy. "Forward Detachments in Battle," is the second book in this series, and the Soviet Military Publishing House's publishing plan lists several more books in this subject area to be published in 1987. The list of high-level consumers for these books is long, including the Office of the NIO/USSR, the Office of the NIO/General Purpose Forces, the Office of the Joint Chiefs of Staff, The Office of the Army Assistant Chief of Staff for Intelligence, and numerous community and military analytical offices and intelligence centers. Based on our experience with the Gareyev book, we anticipate that our consumers' interest in the Soviet military series will be very strong. We also expect that, as with the first two books, color maps will be used to illustrate the text.

5. We understand that even the modest amount of work of this sort that we are requesting might put some strain on your resources and are willing to work with you to help find the means if necessary. We also recognize R&PD's need to limit color reproduction. However, in cases such as this one, and others of a similar nature that we can anticipate in the future, where the intelligence value of the material warrants the additional work and where there is no alternate way to reproduce the material without the loss of significant intelligence information, we must be assured of reliable printing service--including color reproduction when necessary--if we are to fulfill our mission of providing these materials to our consumers.

6. Point of contact on this project is  I  
can be reached on

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cc: D/OL  
D/FBIS

7 APR 1987



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MEMORANDUM FOR: Chief, FBIS Production Group  
FROM:   
          Chief, Printing & Photography Division, OL  
SUBJECT: Response to Color Printing Request  
REFERENCE: Memo for C/P&PD fm C/FBIS/PG, dtd 25 March  
          87, Subject: Request for Color Printing

1. In the referent, you requested that the Office of Logistics, Printing and Photography Division (OL/P&PD) reconsider a previous FBIS request to reprint color maps appearing in an FBIS translation of a Soviet book, "Forward Detachments in Battle." We fully understand the importance of the subject matter relating to this request. However, we cannot fulfill this request in light of P&PD commitments for color printing in classified current intelligence publications.

2. P&PD's paramount mission is to guarantee the "timely production" of classified material. Color reproduction demands a significant increase in production time, manpower and resources, as compared to black and white technology, to produce high priority intelligence requests on a timely basis.

3. More specifically, P&PD dedicates a technologically sophisticated black and white production system to meet FBIS and JPRS requirements. This system is based on the inherent production efficiency and speed of the "web" press. Unique production operations have been created throughout P&PD and are dedicated to enhance web production of FBIS and JPRS publications. Unfortunately, this efficiency and speed comes at the expense of color reproduction. Color is extremely time and labor intensive on the web press and necessitates significant periods of downtime for reconfiguration of the individual web units. At best, color reproduction on the web is crude and not conducive to cartographic detail.

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SUBJECT: Response to Color Printing Request

4. At present, P&PD cannot agree to color reproduction of the above-mentioned publication or even consider the use of color in FBIS/JPRS reports. However, unclassified color reproduction could be accomplished through the use of outside contractors. P&PD would be responsible for handling the contractual relationship for such production in conjunction with FBIS providing appropriate funding. Should you want to pursue this option, please contact [redacted] P&PD's Production Manager, to initiate the printing procurement process. If this is not possible, the only remaining option is the continued production of FBIS/JPRS publications in their present form.

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**MEMORANDUM FOR:** Deputy Director for Science & Technology  
Deputy Director for Administration

**FROM:**

[Redacted]

Director, Foreign Broadcast Information Service

Daniel C. King  
Director of Logistics

**SUBJECT:** Transfer of JPRS Printing Support  
Responsibilities

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1. Attached for your approval is a Memorandum of Agreement (MOA) that transfers responsibility for supporting all Joint Publications Research Service (JPRS) printing production requirements to the Office of Logistics, Printing and Photography Division (OL/P&PD). This agreement is the result of a feasibility study that was jointly undertaken by OL/P&PD and the Foreign Broadcast Information Service, System Development Staff (FBIS/SDS).

2. The study concluded that it is both feasible and practical for OL/P&PD to assume the JPRS printing production responsibilities. That conclusion was based on the following facts:

- a. P&PD has the capability/versatility to provide consumers with a high-quality JPRS product in a timely fashion.
- b. There will be a minimal annual Agency cost savings/avoidance in excess of \$45,000.
- c. This action will provide a better opportunity for developing and implementing an automated JPRS publishing system which will result in even a higher quality product.

OL 11165-83





**SUBJECT: Transfer of JPRS Printing Support Responsibilities**

- d. This consolidation of efforts provides the Agency with better overall management and support of Agency printing requirements, which will result in better personnel, equipment, and space utilization.
- e. JPRS printing personnel will be provided a better career path with more opportunities for advancement and a chance to learn a variety of job skills which will provide greater overall job satisfaction.

3. Based on the conclusions and facts outlined above, the study recommended that P&PD assume the responsibility for supporting all JPRS printing production requirements. It further recommended that FBIS/JPRS transfer to P&PD 13 positions, all printing production equipment, and the FY 1984 and FY 1985 funding that is currently programmed to support printing production requirements. It is also recommended that a joint P&PD/JPRS task team be assigned to develop and document an overall implementation plan. If work begins immediately on the implementation plan, the transfer of responsibilities can be completed by 31 December 1983.

4. With your approval, a task team will be formed and implementation of the recommendations will begin thereafter. [redacted] Chief, OL/P&PD Plans, Programs and Systems Staff (PP&SS), will be the senior representative for O/L and [redacted] Chief, JPRS, will be the senior representative for FBIS.

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[redacted signature box]

13 OCT 1983

Date

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[redacted signature box]

Daniel C. King

20 Sept  
Date

Attachment:  
As stated

**SUBJECT: Transfer of JPRS Printing Support Requirements**

**Approved:**

[Redacted Signature Box]

**Deputy Director for Science & Technology**

**17 OCT 1983**

**Date**

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**Approved:**

[Redacted Signature Box]

**Deputy Director for Administration**

**17 OCT 1983**

**Date**

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*Henry*

**Memorandum of Agreement**

**Between**

**The Deputy Director for Administration,  
Office of Logistics, Printing and Photography Division**

**and**

**The Deputy Director for Science and Technology,  
Foreign Broadcast Information Service,  
Joint Publication Research Service**

**on**

**The Printing Production Support for the  
Joint Publication Research Service Publications**

**A. Purpose**

The purpose of this memorandum is to document agreements on the transfer of the Foreign Broadcast Information Service's Joint Publication Research Service (FBIS/JPRS) printing production support function to the Office of Logistics' Printing and Photography Division (OL/P&PD).

**B. Background**

The agreements outlined in this memorandum are a result of recommendations in a joint feasibility study undertaken by OL/P&PD and the FBIS System Development Staff (SDS). The agreements, when approved and implemented, will relieve FBIS/JPRS of all printing production responsibilities for their publications and will require that OL/P&PD assume those responsibilities and provide that support with no degradation in service. There are overall benefits to the Agency in this transfer of responsibilities. These benefits include: 1) a higher quality JPRS product; 2) an overall annual cost savings/avoidance in excess of \$45,000; 3) better overall management and support of Agency printing requirements which will result in better personnel, equipment, and space utilization; 4) a better opportunity for developing and implementing an automated JPRS publishing system; and 5) a better career path for JPRS printing personnel.

**C. Agreements**

In order to transfer the FBIS/JPRS printing support function to OL/P&PD and to assure that all FBIS/JPRS printing requirements are met with no degradation in service, the following agreements have been reached:

1. The Foreign Broadcast Information Service, Joint Publications Research Service will:
  - a. Transfer thirteen JPRS printing production support positions with present incumbents that have or can pass Agency clearances to OL/P&PD. One exception is  who will remain at JPRS.
  - b. Transfer all equipment that supports the JPRS printing production requirements which was in use as of 31 July 1983 to OL/P&PD.
  - c. Transfer all FY 1984 and FY 1985 operational funds to OL/P&PD that are allocated to JPRS for printing support.
  - d. At the time of full implementation, transfer all remaining JPRS printing supplies to OL/P&PD.

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- e. Continue to support storage of and servicing requests for previously printed JPRS reports.
  - f. Provide OL/P&PD with current distribution lists for all publications and also provide updates to those lists as required.
  - g. Provide OL/P&PD with camera-ready copy and a work order/requisition detailing printing requirements/volumes for each publication submitted.
  - h. Contact the OL/P&PD Photography Branch for support to JPRS on-site photographic requirements and follow up all contacts with a work order/requisition.
2. The Office of Logistics Printing and Photography Division will:
- a. Assume full responsibility for printing and dissemination support for all JPRS publications and requirements. The publications include, but are not limited to, ad hoc issuances such as specialized reports, reprints, reference aids, newsletters, glossaries, handbooks, and supplements. OL/P&PD will also print and disseminate JPRS biographic cards for the Office of Central Reference, DDI.
  - b. Provide printing positions for those JPRS personnel transferred to the Division.
  - c. Support JPRS requirements for printing copyright and For Official Use Only material.
  - d. Support all JPRS photographic and graphics requirements for JPRS reports and any additional requirements currently supported by the JPRS photographer.
  - e. Make no changes in the format or appearance of JPRS publications without prior approval.
  - f. Provide a 48-hour (from time of receipt) job throughput time for JPRS serial publications. Documents will be printed on a first-in/first-out basis in the order they are received.
  - g. Cooperate and work with FBIS/JPRS in the development of a compatible distribution change system. Distribution changes will be effected on a weekly basis.

- h. Provide JPRS with a medium volume copier that will be used to support any remaining administrative copying requirements.
- i. Support JPRS automation efforts in terms of electronically receiving data and typesetting and printing it within the Division. P&PD will support pilot tests in the near term and provide overall support in the future.
- j. Provide all FY 1986 and future funding for support to JPRS printing production support requirements.
- k. Assume full responsibility for any costs (excluding costs for any JPRS site renovations) associated with moving JPRS printing production facilities from 1000 Glebe Road, Arlington, Virginia to the Printing and Photography Building on the Headquarters compound.

Upon approval of this MOA, OL/P&PD and FBIS/JPRS will prepare a joint implementation plan for the transfer of functions and responsibilities. The plan will call for a phased implementation with completion on or about 31 December 1983.

Approved:

Deputy Director for Science and Technology

11 OCT 1983

Date

Deputy Director for Administration

Date

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**Staff Study  
on  
The Feasibility and Practicality  
of the Office of Logistics  
Printing and Photography Division  
Assuming the Responsibility for  
Printing All Joint Publication  
Research Service Publications**

[Redacted]

**OL/P&PD/PP&SS**

[Redacted]

**FBIS/SDS**

**15 July 1983**

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## 1.0 Purpose

- 1.1 The purpose of this study is to determine the feasibility and practicality of the Office of Logistics Printing and Photography Division (OL/P&PD) assuming the responsibility for printing the Foreign Broadcast Information Service, Joint Publications Research Service (FBIS/JPRS) publications.
- 1.2 The motivation for the study at this time was the extensive technological changes which have taken place in both FBIS and P&PD since the previous study of this subject as well as the changes still to come as both organizations achieve comprehensive technical improvements. These changes hold the promise of significant production efficiencies and product quality enhancements.

## 2.0 Statement of the Problem

- 2.1 Current Agency planning calls for JPRS to move to the new Headquarters Building in the 1986-1987 timeframe and with that relocation it is anticipated that P&PD could provide the necessary printing support for JPRS publications. That fact, along with the impact of FBIS modernization program on JPRS publications and the overall printing capabilities and efficiencies provided by P&PD, led to the undertaking of this study.

## 3.0 Facts Bearing on the Problem

- 3.1 JPRS currently has personnel, equipment, floor space and a budget to support their printing operations.
- 3.2 JPRS has ad hoc printing requirements such as specialized reports, reprints, reference aids, newsletters, glossaries, handbooks and supplements, and biographic cards for the Office of Central Reference, DDI, which must be met.
- 3.3 Both FBIS and P&PD are embarked on modernization programs which will result in improved efficiencies and capabilities in the operations of both organizations. Close coordination and interface between the two components is essential so that the two modernization efforts yield maximum benefit to the Agency.
- 3.4 P&PD currently prints the FBIS Daily Report and the FBIS weekly Trends in Communist Media report. The JPRS reports are the only FBIS published product which is not printed by P&PD.

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- 3.5 In order for the JPRS printing operations to remain in their current location, renovations will be necessary to meet safety requirements.
- 3.6 The JPRS printing requirement consists of a large daily volume of work which must be completed in a timely manner with the highest possible quality.
- 3.7 JPRS has a requirement for storing copies of their publications and servicing requests for the same.

#### 4.0 Assumptions

- 4.1 P&PD has the equipment capacity/capability (with some limited augmentation) to assume the responsibility for printing support to JPRS publications.
- 4.2 P&PD's assumption of JPRS printing responsibilities will result in production efficiencies and/or product quality gains.
- 4.3 P&PD will support future JPRS initiatives in automation and/or quality enhancements of their publications.
- 4.4 If P&PD was to support the JPRS printing requirement, JPRS printing personnel, equipment, and FY 1984 and FY 1985 budget would be transferred to P&PD.

#### 5.0 Background

- 5.1 The JPRS printing operation which is located at 1000 Glebe Road, Arlington, Va., has been in existence for the past twenty-five years. The facility operates one shift five-days-a-week, employs 14 people, occupies 3735 square feet of floor space, and had an FY-82 operating budget of \$558,000. The printing requirements consists of support to 55 publications for an average FY 1982 volume of 13.4 reports per day, containing an average of 1,244 original pages, 11.7 photographs from which there were a daily average of 202,329 pages/impressions printed. Attachment A contains an outline of a JPRS printing profile.
- 5.2 P&PD on the other hand has been providing centralized printing support to the Agency for the past twenty-seven years. Prior to 1956, P&PD was part of the Government Printing Office which provided support to the Agency. P&PD has its own separate building located on the Agency's Headquarters compound. P&PD's Main Printing Plan (MPP) operates three shifts, 365 days a year, employs  people, occupies 60,223 square feet of floor space, and had an FY 1982 operating budget of 13.1 million dollars. P&PD printing operation supports all Agency components and provides ad hoc support to

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the Intelligence Community and other government agencies. In FY-82, P&PD printing requirements consisted of a daily average of 37 jobs for multiple publications. Using an average of eight pages per impression, P&PD printed 1,648,408 pages per day in FY-82. Additionally, the Division provides photographic support consisting of microfilming, black and white and color photography, and motion picture and television support. It also provides publications design and presentation graphics support as well as centralized Agency Headquarters Copier support. Overall, the Division supports over 3300 jobs per month for various component requirements.

- 5.3 The feasibility of P&PD assuming responsibility for JPRS printing support has been addressed previously, most recently in 1975. In those previous studies, the recommendations were always the same; the operations should remain separate and no changes should be made. The rationale for these decisions was the fact that there were little or no benefits to be derived by P&PD's assumption of the JPRS printing responsibilities. There was little that P&PD, at that time, could do in any automation of the printing of the JPRS product. An assumption by P&PD of the JPRS printing responsibility would have meant just simply relocating the operation from JPRS to P&PD. The JPRS operation being primarily a duplicating function was of little or no interest to P&PD because the Division was interested in higher quality offset printing operations. During the past eight years, P&PD has automated many of their printing operations and plan for further automation. This automation effort leads to the feasibility of deriving some efficiency and quality improvements in the overall printing support of the JPRS publications. Additionally, management and management philosophy has changed; that is, the Division now wants to support as many Agency printing applications as possible regardless of whether the application is duplicating, copying, or offset printing. These factors, along with the relocation of JPRS and the FBIS/JPRS automation initiatives, make this an appropriate time to reevaluate the feasibility of P&PD assuming the JPRS printing responsibilities.

## 6.0 Discussion

### 6.1 JPRS Printing Production Requirements

- 6.1.1 Attachment B contains an overview of JPRS printing production requirements along with a statistical history of those requirements. JPRS currently prints 55 publications which range in copy requirements from under 100 to over 300 copies. As

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previously stated, they print an average of 13.4 reports per day containing an average total of 1.244 pages and 11.7 photographs printed daily. The number of original pages generated by JPRS has increased 47.36 percent between 1975 and 1982 while the number of pages printed between those same years has increased by 105.21 percent. The amount of photographs in the JPRS product has fluctuated over the past eight years. The number of photographs increased from 1975 to 1979, decreased in 1980 and 1981, with a slight increase in 1982 and a projected decrease in 1983. Less than five percent of the JPRS publications contain photographs. Attachment C outlines the JPRS photographic requirements and shows some recent examples of photographs used in JPRS publications.

- 6.1.2 There are few, if any, peaks and valleys in the JPRS printing production requirements. The daily/monthly volume is fairly consistent with an overall upward volume trend. The throughput requirements for JPRS publications are not flexible. The material is dated before it is received by the Printshop and must be printed in chronological order. In conversations between P&PD and JPRS personnel, it was agreed that a realistic throughput time for JPRS publications was 48 hours from the time they are received by the print shop.

## 6.2 JPRS Printing Production Process

- 6.2.1 JPRS currently has approximately  contractors who contribute translation/writing to their 55 publications. These contractors complete their work on typewriters and/or word processors and submit it to JPRS for publication. These articles/books then go through an editing process where they are corrected/formated and put together in a camera ready copy format (typewritten pages with photos attached) ready for printing. A cover master is created, a work sheet/requisition (Attachment D) is attached, and the job is sent to the print shop.

- 6.2.2 When the JPRS print shop receives the job, it is printed (with the exception of priorities) on a first in first out basis. The first step in processing the job through the print shop is the creation of a master (paper plate) for the printing press (duplicators). The job is then run on the press. Once the press run is complete, the job is collated off line and then stapled together. If the job contains photographs, they are sized, screened, merged with the text, and run through the

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duplicator a second time. All JPRS production is in a cut sheet (8 1/2 x 11 inch page) format. Once the job is completed, it is then boxed, bundled, and/or enveloped per predetermined distribution list. It is then mailed via the Agency courier system. Some 35 percent of the JPRS publications carry a For Official Use Only control. The remainder are uncontrolled.

### 6.3 JPRS Printshop Support (Personnel, Equipment, Budget, and Floorspace)

6.3.1 The fourteen positions needed to support the JPRS printing requirements include one Reproduction Manager/Chief, one Foreman, one Offset Photographer, six Offset Press Duplicator Operators, four Bindery Operators, and one Platemaker Equipment Operator. As previously stated, the JPRS printshop operates one shift five days a week. If there is a work backlog or a large priority job that needs to be printed, overtime is used to remedy the situation. In the first four months of 1983, the JPRS Printshop used an average of 4 hours per day or 84 hours per month in overtime. [ ] of the thirteen employees working for the JPRS are Agency staff employees. [ ] are contract employees not Agency cleared. There is a vacant Offset Duplicator Press Operator position. Attachment E outlines the personnel resources, and contains an organization chart of the JPRS Printshop and a listing of the current personnel assigned. Also attached is a chart showing overtime usage over the past four years.

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6.3.2 JPRS printing equipment consists of four tandem (two sided) two single duplicators, one Xerox 9200, two Bruning Platemakers, three collators, four stitchers, a paper cutter, a vaccumn frame and a light table. The majority of the printing is done on the tandem duplicators, which print both sides of the paper at one time. The Xerox 9200 is used to print 5x8 biographic cards for the Office of Central Reference, DDI. These cards contain biographic information that has been prepared by JPRS. The 9200 is also used to print JPRS administrative documents and extra copies of previously printed JPRS reports. This copier is presently funded by the P&PD Copier Management Program. The condition of the various pieces of equipment varies from excellent to fair. Equipment maintenance is performed by an outside contractor. Annual equipment maintenance costs are approximately \$27,500. Attachment F contains a

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listing of the currently used JPRS printing equipment.

6.3.3 The JPRS FY-1983 projected printing budget is \$363,500. The principle items contained in the budget are \$264,400 for supplies, \$27,500 for maintenance, and \$45,000 for equipment replacement. Attachment G contains specific budget line items.

6.3.4

[REDACTED]

[REDACTED] The annual rental cost of this floor space is \$37,987.00. If the operation is expected to remain at this site, \$62,500.00 worth of renovations will be necessary to meet GSA safety recommendations, local code requirements, and minimum comfort standards for ventilating and air conditioning. A detailed estimate for the required renovations is contained in Attachment H.

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6.3.5 In addition to the printing functions, the JPRS printshop maintains/stores back issue copies of their publications. This function occupies 250/300 square feet of floor space. The JPRS printshop personnel services government-wide requests for these publications.

#### 6.4 P&PD Printing Operations

6.4.1 P&PD provides centralized printing and photographic support for the Agency servicing all directorates and components. Its Main Printing Plant operates three shifts a day, seven days a week and 365 days a year. Attachment I contains a current P&PD printing plant profile.

6.4.2 Over the past several years, P&PD has automated and modernized its printing plant and equipment in an effort to provide the Agency with the highest quality product with a rapid job turnaround time in the most cost-effective manner. P&PD currently uses its Electronic Text Editing and Composition System (ETECS) for text editing, composition, and some limited page makeup. It currently has in-house a black and white photographic scanner for digitizing, screening, sizing, and manipulating half tone photographs and graphics. There is a color scanner currently on order and scheduled for delivery in August. P&PD is also utilizing a laser platemaker to create plates direct from hard copy camera ready documents. This device eliminates the offset photography/camera layout function entirely. P&PD currently has a Request for Proposal (RFP) out to various vendors for the acquisition of an

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automated page makeup system. This system will allow the Division to merge text from the ETEC system, graphics from the black and white or color scanner, and create fully made up pages and output them initially to a typesetter and in the future to a laser platemaker. This system will become part of an Agency-wide automated publishing network (see Attachment J).

- 6.4.3 In addition to the automation in the prepress area, P&PD has acquired new printing and binding equipment over the past few years. P&PD's printing operation primarily uses the offset lithographic printing process. Both sheet-feed and web (roll) presses are used to satisfy P&PD production requirements. On these presses, jobs are printed in multiples of eight, sixteen, thirty-two, or forty-eight pages. After printing, these multiple page signatures are folded or cut into 8 1/2 x 11 inch pages and then collated or bound into books/documents. Additionally, P&PD has the capability to produce large size (up to 50 inch) maps and graphics. These productions can be produced in either black and white or color. The P&PD bindery operation has the capability to staple (side or saddle stitch), perfect bind (glue), or spiral bind documents. The Bindery Branch also has a computerized system which is used for maintaining and updating dissemination lists and labeling envelopes.
- 6.4.4 P&PD also has offset duplicating equipment and high speed copiers that are used to provide quick turnaround service on low volume jobs. Additionally, P&PD provides a photographic support service for micrographics, black and white and color photo finishing, motion picture and television (videotaping) production, and design and presentation (briefing aids) support. P&PD has its own inhouse maintenance staff which provides the majority of maintenance support for most of the production equipment.
- 6.4.5 Overall, when compared to capacity, P&PD equipment utilization is low (25-35%). this equipment capacity is necessary in order to meet time critical requirements for current intelligence projects. While the Division has equipment capacity, it is limited in personnel resources with the current workload and around-the-clock coverage requirement there is little, if any, excess personnel resource capacity in P&PD.

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## 6.5 P&PD/JPRS Printing Operations Comparison

- 6.5.1 When comparing P&PD and JPRS printing operations, the first thing that comes to mind is the capabilities and capacities of the two operations. P&PD is structured to support medium to high volume printing requirements with high quality output. P&PD is also structured to meet several different types of requirements from various components in the Agency. JPRS on the other hand is structured to meet only a low to medium volume requirement for its own organization. JPRS cannot handle any color requirements. During the current fiscal year, JPRS has had to use considerable overtime due to increased requirements and understaffing. JPRS is a cut sheet operation using single 8 1/2 x 11 inch sheets of paper to print to whereas P&PD uses either large sheets or roll paper to print multiple pages at one time. JPRS uses paper plates/master to produce its product whereas P&PD uses metal plates. The paper plates are less expensive, the metal plates produce a higher quality product. JPRS is a one shift five-day-week operation with limited equipment/personnel resources whereas P&PD has a large amount of equipment capacity with personnel that can be used to respond to priority requirements. JPRS is operating at almost full capacity and has limited expansion capability. Its current floor space does not allow for anything but minimum expansion and hinders the acquisition/implementation of automated equipment.
- 6.5.2 Attachment K outlines a P&PD/JPRS material cost and work hour analysis of producing the JPRS publications. The analysis is based on JPRS FY 1982 production statistics. The analysis is also based on producing all the JPRS jobs in P&PD via the laser platemaker and the web press. The analysis shows that if all jobs are produced in this manner there would be an additional daily printing cost of \$77.98 (\$19,572.98 annually). All the jobs however, would not be printed in this manner. The job profiles contained in Attachment 1 indicate that 32 (58 percent) of the 55 JPRS publications lend themselves to the laser platemaker web press operation. The other 23 publications (42 percent) would best be suited for production on the sheetfed presses offset duplicators or high speed copiers. Overall, as P&PD gains experience with planning and producing the JPRS on the proper equipment, there will be a cost savings instead of an increase in daily cost.

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6.5.3 Printing costs alone aren't the only factors in considering a possible P&PD takeover. There are also floor space, equipment and maintenance costs that must be given consideration. When taking into consideration the annual increased \$19,572 printing costs and subtracting from that the annual \$37,987 JPRS floor space rental and \$27,500 annual maintenance, there is a minimum overall Agency annual cost savings/avoidance of \$45,915 if P&PD were to assume the JPRS printing responsibilities. There are also intangible cost savings that would be associated with a P&PD takeover of this function. These intangible savings are associated with less administrative (overhead) costs to manage a consolidated function versus a decentralized one. There would also be less vendor supply and maintenance contracts that would have to be managed and combining supply purchases would, in all probability, reduce overall cost. Additionally, the \$37,987 floor space rental is an annual cost avoidance because, in all probability, the space vacated by the Printshop will be used for new JPRS requirements.

6.5.4 In addition to cost, another criteria that should be considered in deciding whether or not a P&PD takeover is feasible and/or practical is the overall quality of JPRS publications. The P&PD facility offers an opportunity for an overall improvement in quality with little or no additional costs. Also, the FBIS/JPRS modernization plan calls for automating the textual input of the JPRS publications. If in fact the textual data is automated/digitized, it would allow the data to be typeset which would reduce the overall original page volume by 30 percent (typesetting allows for word/data compaction) and greatly improves quality. With the original page volume reduced, 30 percent of the printed page volume would be reduced a like amount. The digital data would also provide the capability to alter the publication format which could be used to improve the overall appearance of the product. Attachment L contains some samples of typeset JPRS material compared to the currently produced product.

6.5.5 With automation, JPRS could be linked to Agency automated publishing network and P&PD's Digital Prepress System. These actions will improve the overall quality of the product, reduce job throughput time, and reduce the overall cost of the publication.

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**ADMINISTRATIVE INTERNAL USE ONLY****6.6 P&PD Printing Production Career Path**

6.6.1 JPRS printing production employees are currently limited in career/pay advancement possibilities. Currently, the highest paid non supervisor employee in the JPRS printshop is paid at \$12.47 per hour. The highest paid non supervisor employee in P&PD is paid at \$17.53 per hour. Additionally, there are trade uprates and work leader P&PD positions that pay in excess of \$18.00 per hour. These pay rates do not include a second or third shift night differential that may be acquired by some of the personnel. In addition to pay, the employees can be trained in more than one printing trade, which will provide an opportunity for advancement, job satisfaction, and/or job enrichment. See Attachment M for the current P&PD printing position pay schedule.

**6.7 P&PD JPRS Support**

6.7.1 If P&PD were to assume responsibility for JPRS printing support, there are many procedural questions that would have to be answered by an implementation task team made up of JPRS and P&PD personnel. There are however, certain issues that have been raised by JPRS personnel that can be addressed at this time. These issues are as follows:

**6.7.1.a Placement of JPRS Printshop Personnel**

In order to support JPRS requirements, 13 positions listed in Attachment E must be transferred to the OL. The majority of the personnel would be assigned to P&PD's Press or Bindery Branch and placed in the Division apprenticeship program at a percentage rate comparable to their existing salary. From there they would receive training and would progress through the apprenticeship program and reach Journeyman status. Contract personnel not cleared would have to receive an Agency clearance from the Office of Security prior to coming to P&PD. Initially, the personnel would be used primarily to support JPRS requirements. They would however, be trained to provide overall support to P&PD requirements.

**6.7.1.b JPRS Printing Equipment**

All JPRS printing equipment as listed in Attachment F would be transferred to P&PD. In the case of the Xerox 9200 (which is funded by

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P&PD), a medium volume copier would be provided as a replacement to meet JPRS administrative printing requirements. If P&PD assumes the JPRS printing responsibility, JPRS would have no in-house printing capability.

6.7.1.c JPRS Budget

If P&PD were to assume responsibility for JPRS printing requirements, it will be necessary to transfer all FY 1984 and FY 1985 operational funds to P&PD that are allocated to JPRS for printing support. These funds will be necessary for supplies and/or any additional equipment that will be necessary to meet the requirement. P&PD will assume budget responsibility in FY-86.

6.7.1.d The Printing of JPRS Copyright and FOUO Material, Including Photos

P&PD currently prints similar material for FBIS and prints all classifications of material for the Agency. P&PD would support this requirement for JPRS.

6.7.1.e The Storage and Servicing Request of JPRS Reports that have been Previously Printed

This support would have to continue to be provided by JPRS or have the requestors go to other Agency sources. P&PD does not have the space or the personnel to provide this service. However, as with other FBIS reports, P&PD will continue to reprint and supply current reports that FBIS/LRB requires.

6.7.1.f JPRS Automation Support

P&PD will support JPRS automation efforts in terms of electronically receiving data and typesetting and printing it within the Division. P&PD will support pilot tests in the near term and provide overall support in the future.

6.7.1.g JPRS Report Format/Appearance

No changes in format or appearance of JPRS issuances will be effected without prior approval of JPRS.

6.7.1.h JPRS Distribution

P&PD would assume responsibility for distribution of all JPRS products. The successful transfer of

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printing operations is contingent upon developing a compatible distribution-change system between FBIS and P&PD. P&PD will insure that distribution changes are effected on a weekly basis.

6.7.1.i Printing Support for JPRS AD Hoc Requirements

P&PD would assume responsibility for JPRS' printing and disseminating ad hoc issuances such as specialized reports, reprints, reference aids, newsletters, glossaries, handbooks and supplements, and biographic cards for OCR.

6.7.1.j Photo and Graphics Requirements for JPRS

P&PD would assume responsibility for all photo and graphics requirements for JPRS reports and any additional photographic support performed by the JPRS photographer.

7.0 Conclusions

7.1 Based on the analysis and the information gathered for and contained in this study, it is both feasible and practical for P&PD to assume the printing production responsibility for the JPRS publications. This conclusion is based on the following facts:

- a. P&PD has the capability and versatility to provide JPRS with a higher quality product in quicker production throughput time.
- b. Although initially the actual printing cost will be higher, there are overall annual dollar savings in excess of \$45,000 to the Agency if P&PD were to assume the JPRS printing function.
- c. The P&PD's assumption of JPRS's printing responsibility will provide a better opportunity for developing and implementing an automated JPRS publishing system whereby the quality and format of the publication can be improved and further cost savings can be obtained.
- d. P&PD assumption of this responsibility provides the Agency with better overall management and support of Agency printing requirements including better equipment, space, personnel utilization, and cost savings by consolidating supply purchases and obtaining bulk rate

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discounts, consolidating budgets, and administrative support.

- e. JPRS printing personnel are provided a better career path with more opportunities for advancement by learning a variety of job skills which will provide greater job satisfaction.

## 8.0 Recommendations

- 8.1 It is recommended that P&PD assume the responsibility for supporting all JPRS printing production requirements as soon as possible. It is also recommended that JPRS transfer to P&PD all personnel, equipment, and funding that is currently used or that is programmed for support of their printing production requirements.
- 8.2 In order to implement the recommendation outlined above, it is further recommended that a P&PD/JPRS Task Team be assigned to develop and document both a Memorandum of Agreement (MOA) between the two involved components, and an overall implementation plan/schedule. This task team will also determine the actual personnel equipment and FY-84 funds to be transferred to P&PD. The MOU and implementation plan should be developed on or before 30 September 1983 with the overall implementation of the recommendation occurring in phases between September and December 1983.

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