

**COMMISSION FOR ECONOMY IN
GOVERNMENTAL EXPENDITURES
REPORT ON
STUDY OF THE PUBLICATIONS OF
THE COMMONWEALTH OF VIRGINIA**



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**COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply
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1963**

PUBLICATIONS OF THE COMMONWEALTH OF VIRGINIA

REPORT OF
THE COMMISSION FOR ECONOMY IN
GOVERNMENTAL EXPENDITURES
TO THE GOVERNOR
AND
THE GENERAL ASSEMBLY OF VIRGINIA

Richmond, Virginia, November 22, 1963.

To:

HIS EXCELLENCY ALBERTIS S. HARRISON, JR., *Governor of Virginia*

and

THE GENERAL ASSEMBLY OF VIRGINIA

This report summarizes the results of a study made by the Commission in response to Senate Joint Resolution No. 28 of the 1962 General Assembly. The resolution reads as follows:

SENATE JOINT RESOLUTION NO. 28

Directing the Commission for Economy in Governmental Expenditures to study the scope, distribution and cost of publications printed at State expense.

Agreed to by the Senate, February 14, 1962

Agreed to by the House of Delegates, March 7, 1962.

Whereas, a great number of publications are prepared and distributed by departments and agencies of the Commonwealth of Virginia at substantial public expense; and

Whereas, there now is no central index of such publications, or central source of information as to their scope, necessity, or cost; and

Whereas, the issuance of any publication can be justified only on the basis of the need for the data it contains by a sizeable group of officials, employees, or citizens, to whom such information otherwise would be unavailable; now, therefore, be it

Resolved by the Senate of Virginia, the House of Delegates concurring, that the Commission for Economy in Governmental Expenditures is authorized and directed to make a thorough study of (1) the scope, distribution, cost and need of the various publications printed at State expense, including departmental annual reports; (2) the distribution, or mailing, lists of such publications, for the purpose of ascertaining whether they correspond with those offices and individuals needing the information, (3) the extent to which the State would benefit by centralized control, inventory, distribu-

tion and sale of State publications, and (4) whether it is advisable to establish an office for the current indexing of all State publications and the regular publication of a Commonwealth Register, on the order of the Federal Register, containing in addition to the index such important items as opinions of the Attorney General, administrative rulings, proclamations of the Governor and other notices and information meriting circulation. All agencies of the State shall assist the Commission on its request. The Commission shall complete its study and submit its report to the Governor and General Assembly not later than September one, nineteen hundred sixty-three.

In the conduct of this study, the Commission was aided by the Auditor of Public Accounts, its executive secretary, his staff, and its consultant, Mr. Wesley R. Ellms of the firm of Worden & Risberg, Management Consultants, whom we engaged to aid in our study.

The Commission is also grateful for the participation in this study of its Advisory Committee, The Honorables Landon R. Wyatt, from the Senate, and Shirley T. Holland and Felix E. Edmunds, from the House of Delegates.

The Commission gratefully acknowledges the splendid cooperation of the departments, institutions, and agencies of the State during the course of the study.

Respectfully submitted,

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COMMISSION FOR ECONOMY IN
GOVERNMENTAL EXPENDITURES

The scope of the study was arranged to be as closely as possible in conformance to the stipulations of Senate Joint Resolution No. 28. The term "publications printed at State expense" was interpreted to mean any publication printed by any method the cost of which was paid partially or wholly from general or special State funds. Each institution was requested to submit lists of all such publications, together with pertinent data concerning them, but individual publications were not actually examined except in a few instances.

The publications of the General Assembly were not included in the study. In most instances, the publications reported by the agencies were those which were currently being distributed; however, it is known that a number of State-financed libraries had other publications available for sale that were published in the past and which have only an occasional sale at the present time. Many such publications were not reported and hence have not been included in this study.

APPROACH

Two questionnaires were prepared and sent, with a letter of transmittal and explanation, to all State agencies. One questionnaire asked for the specific information regarding each publication that was needed for the analysis required by the resolution. The other questionnaire sought the agencies' opinion as to what might be saved by having centralized handling of State publications and whether the agency would benefit from a "Commonwealth Register."

The replies to these questionnaires were carefully reviewed and in many cases discussed with the agency involved. The United States Division of National Archives and Record Services was visited to obtain information about the Federal Register. The functions of the Division of the Budget, Department of Purchases and Supply, and the State Library were reviewed with respect to their present responsibilities regarding the control of publications.

Special questionnaires were sent at our request to the State Librarians of all the other states by the Virginia State Librarian. These questionnaires sought information as to practice, experience, and opinion relative to state registers, checklists, centralized distribution, and related subjects. Replies were obtained from most of the states. The information obtained was tabulated and analyzed. In a number of instances, material was furnished describing a particular state's system of publication control.

FINDINGS

1. *Number of Publications*

The publications reported to us by the agencies are categorized as follows:

Periodical

Biennial or less frequent	44
Annual	183
Semiannual	12
Quarterly	16
Bimonthly	4
Monthly or oftener	43
Total Periodical	302
<i>Nonperiodical</i> (printed as required)	616
Total Publications	918

Of the 183 annual publications, 34 are annual reports of the agencies concerned. Of the 918 publications, 173 are required or suggested by statute, and the remaining 745 are published at the discretion of the agency.

In the fiscal year 1962, 34 agencies ordered their annual reports through the Department of Purchases and Supply. The total number of copies ordered was about 38,800 and the total cost about \$32,000. The average cost was thus approximately \$.75 per copy.

The number of reported publications issued by each agency, together with their estimated cost, is listed below:

NUMBER OF PUBLICATIONS ISSUED

Code Number	Agency or Institution	Biennial or Less Frequent	P e r i o d i c					Monthly or Oftener	Non- Periodic	Total	Total Annual Cost* (Estimated)
			Annual	Semi- annual	Quarterly	Bi- monthly					
111	Supreme Court of Appeals of Virginia	2							2	4	\$ 1,510
117	Virginia State Bar		1					1		2	7,716
121	Secretary of the Commonwealth		1						1	2	6,034
122	Division of the Budget								4	4	1,610
123	Department of Military Affairs		1							1	203
125	Commission on Constitutional Government								21	21	30,000
128	Division of Industrial Development and Planning	1		3			1		3	8	17,027
130	The Art Commission								2	2	
133	Auditor of Public Accounts		3							3	1,521
135	Commission on the Aging			1						1	7,000
141	Attorney General		1							1	2,120
144	Division of War Veterans' Claims		1							1	145
151	Department of Accounts		1							1	3,597
152	Department of the Treasury		1							1	605
153	Department of Purchases and Supply..		2						1	3	15,317
154	Division of Motor Vehicles	1	1							2	17,673
156	Department of State Police	1	5	1	1				20	28	22,273
157	Compensation Board	1								1	433
158	Virginia Supplemental Retirement System		1							1	105
161	Department of Taxation	2	2						5	9	6,241
171	State Corporation Commission		3						30	33	8,817
181	Department of Labor and Industry	3	3			1		1	1	9	3,336
182	Virginia Employment Commission		2					3	4	9	2,358
191	Industrial Commission of Virginia	2	1							3	1,809
201	State Board of Education	1	2						18	21	28,347
202	Virginia State Library		3			1				4	21,554
203	Woodrow Wilson Rehabilitation Center	1	1							2	206
204	The College of William and Mary in Virginia		7	2	1			1	1	12	38,068
205	Medical College of Virginia	1	2					1	2	6	8,601
207	University of Virginia	1	21			1		4	7	34	64,242

* These amounts represent the total cost of all publications including those distributed free.

NUMBER OF PUBLICATIONS ISSUED—(Continued)

Code Number	Agency or Institution	Biennial or Less Frequent	Periodic					Monthly or Oftener	Non- Periodic	Total	Total Annual Cost* (Estimated)
			Annual	Semi- annual	Quarterly	Bi- monthly					
208	Virginia Polytechnic Institute	4	9		1	1	16	248		279	134,746
210	Virginia Truck Experiment Station ...						1	1		2	2,083
211	Virginia Military Institute		5					2		7	4,417
212	Virginia State College		5				2	1		8	9,925
213	Virginia State College—Norfolk Division		3				2	1		6	6,376
214	Longwood College		9					3		13	5,392
215	Mary Washington College of the University of Virginia		4							4	3,044
216	Madison College		5							5	13,511
217	Radford College				1					1	5,100
218	The Virginia School for the Deaf and the Blind								1	1	712
220	Richmond Professional Institute		8	1						10	20,446
221	Old Dominion College		9	2						11	9,081
222	Department of Professional and Occupational Registration		3						17	20	7,011
224	Virginia State Board of Dental Examiners	1								1	279
225	Virginia Board of Funeral Directors and Embalmers	1							1	2	500
227	Virginia State Board of Examiners of Nurses								1	1	38
228	Virginia Board of Medical Examiners..		1							1	2,791
229	Board of Pharmacy of Virginia								4	4	597
233	Virginia Board of Bar Examiners								1	1	80
238	Virginia Museum of Fine Arts				1				1	2	27,850
241	The College of William and Mary— Richard Bland College		2	1						3	748
242	Christopher Newport College		1	1						2	821
243	State Registration Board for Contractors		2		1					4	2,016
245	State Council of Higher Education	1								1	540
270	State Education Assistance Authority		1						1	2	155

* These amounts represent the total cost of all publications including those distributed free.

NUMBER OF PUBLICATIONS ISSUED—(Continued)

Code Number	Agency or Institution	Biennial or Less Frequent	P e r i o d i c					Monthly or Oftener	Non- Periodic	Total	Total Annual Cost* (Estimated)
			Annual	Semi- annual	Quarterly	Bi- monthly					
301	Department of Agriculture and Immigration		4			2			5	11	24,404
305	State Milk Commission	1							3	4	1,780
306	State Soil Conservation Committee ...	1			1				2	4	1,139
308	Virginia State Apple Commission								1	1	1,061
401	Department of Conservation and Economic Development	4	11		1				28	44	53,344
402	Commission of Fisheries	1								1	946
403	Commission of Game and Inland Fisheries	1	7						45	53	89,724
407	Virginia State Ports Authority	4	6		2			2	3	17	21,319
410	Virginia Institute of Marine Science ..								2	2	1,010
414	State Water Control Board	1								1	50
425	Jamestown Foundation	1								1	3,036
430	Virginia Civil War Commission		1					1	7	9	17,791
501	Virginia Department of Highways ...	2	11					2	8	23	57,113
601	State Department of Health	2	1					2	97	102	25,991
701	Department of Welfare and Institutions	2	4		1			1	1	9	3,251
702	Virginia Commission for the Visually Handicapped		1						2	3	1,146
720	Department of Mental Hygiene and Hospitals		1		1			2	5	9	7,509
730	Virginia Parole Board		1							1	70
1001	Virginia Alcoholic Beverage Control Board		2						1	3	4,830
	TOTAL	44	183	12	16	4	43	616	918		\$892,241

* These amounts represent the total cost of all publications including those distributed free.

It will be noted that the total annual cost of all the reported publications was estimated by the agencies to be \$892,341. This estimate covers only the publication and mailing costs and does not include editorial or similar expenses. Many publications are distributed free as a public service; some are distributed free to certain officials and agencies, but are charged for when furnished to others. The revenues from a few publications nearly pay for their respective printing and mailing costs. In general, however, the revenues received for publications represent but a small part of their production and mailing costs.

2. Present Procedures and Controls

Agencies rely on the Department of Purchases and Supply to arrange for their printing and publication requirements in varying degrees, depending upon the inclination and facilities of the agencies. Some agencies use extensive printing facilities of their own and require little service from the Department of Purchases and Supply; others rely heavily on the Department for a variety of printing needs, including publications.

Of the seventy-four agencies or institutions reporting that they issued one or more publications only 12 reported that they printed any of their own publications. Nevertheless, nearly half—423—of the reported 918 publications were printed by the institutions. However, 279 of the 423 institutionally printed publications were printed by Virginia Polytechnic Institute. Most of the 279 were used for the Agricultural Extension Service of that institution.

Present statutes (§ 2-47) provide that the Director of the Budget “. . . shall requisition the number of and designate the quality and manner of binding of every annual, biennial, or other report or publication of any kind prepared by any State department, division, institution, officer or agency to be printed out of public funds; and it shall be unlawful for any such report or publication to be printed unless and until it shall have been submitted to such Director and a certificate thereof, signed by such Director, shall have been attached to the report or other publication.”

At present, all agency annual reports are submitted, as far as is known, to the Director of the Budget. Most college catalogs (they are usually titled “Bulletins”) and some other publications are also submitted. Printing requisitions sent to the Department of Purchases and Supply for publications that have not been certified by the Director of the Budget, as required by § 2-47, are referred to him for approval.

Inasmuch as § 2-47 refers to “publication of any kind,” practicality requires that considerable judgment be exercised in determining what constitutes a “publication.” To require the Director to examine and approve *every* printed item would require his taking excessive time from more important duties. In addition, the methods and quality of binding, etc., upon which he is supposed to render judgments, are a technical field with which a modern-day budget director can hardly be expert.

A number of institutions and agencies print all or some of their own publications. Some of these are, and some are not, submitted for approval to the Director of the Budget before being printed, as technically required by § 2-47. If all publications, whether their printing were purchased or produced on an agency's own facilities, were submitted to the Director of the Budget, he would probably have insufficient time for other activities or he would need to employ a printing specialist to assist him. Even then, the Director would have no practical way of knowing when publications were printed by an agency's own facilities without his approval.

3. *Present Centralization of the Publications Function*

The Printing Section of the Department of Purchases and Supply sets aside copies of all purchased publications. It stocks sufficient copies of legislative publications to furnish or sell these as designated by statute. The statutes do not have much to say concerning publications printed by agencies. A copy or two of such publications are frequently given to the Department of Purchases and Supply as a courtesy, but their sale and distribution are controlled by the publishing agency.

The State Library must be furnished, according to § 42-53, with “. . . two copies of each of the books, pamphlets, catalogs, bulletins, or circulars published by . . . every institution of learning and every eleemosynary institution . . . receiving appropriations from the State.” There appears to be no practical way by which this stipulation can be positively enforced. Instances were noted where the State Library had not been furnished copies. These appeared to be merely oversights, however, and the State Library believes it receives good cooperation from the various institutions.

The Library is supplied with 70 copies each of about 50 “major publications” of the several State agencies. About 34 of these are agency annual reports. These are distributed to other libraries in and out of the State on an exchange basis. Many other publications are distributed to a lesser extent—probably to an average of about 15 agencies—mostly other State libraries. Some publications of educational institutions are also distributed to other libraries by the institutions themselves. Sometimes such distribution is done through an institution’s library and sometimes directly by a school, department, or division of an institution. There are, of course, possibilities under these conditions that some recipients receive more than one copy of a given publication.

Insufficient distribution of State publications appears to be less a problem than overdistribution. We have not analyzed the need of publications in respect to their usefulness as a means of enhancing the public or professional reputation of their sponsoring organization because we do not believe that the matter of public or professional relations comes within the purview of the present study, nor, for that matter, within the competence of a central administrative agency of the State. We must admit, however, to some doubt concerning the effectiveness of the distribution of some publications, whether viewed as an exchange of vital information or as public relations.

Articles written by staff members of some institutions have been reprinted from professional journals and then distributed. One would think that once an article had been published in a professional journal, it would henceforth be adequately listed in the various indexes, abstracts, and bibliographies now covering most technical fields. However, we repeat, this matter is not one than can be *practically* decided by a central function of the State government, nor by legislation, nor by this Commission. The number of publications, the quantity issued, the distribution, format, and quality must be all suited to the objectives and policies of the agency. The best place for judgment to be exercised is within the agency management. The judgment, however, should be subject to review, and the agency management should have the benefit of expert advice.

The State Library prepares and publishes annually a volume entitled “A Check-List of Virginia State Publications.” It is published about the middle of the following calendar year because it takes that long to obtain, process, catalog, and print the many State publications of the preceding

year. Many reports, for example, are dated in one year although not actually published until the next. The State Library does not list items in the Check-List that it does not actually receive. Publications are listed and indexed only once; that is, in the year they are published.

The 1962 Check-List is the twenty-ninth in a series which started in 1926. All earlier publications have gradually been included in a second section of the Check-List so that, with the current issue, all known State publications printed since 1776 have been listed. To the best knowledge of the State Librarian, Virginia is the only state which has made such a comprehensive listing.

However, not all publications become known to the State Library. Sometimes agencies distribute copies to other agencies and libraries but overlook the State Library. In other instances, publications are printed in connection with Federal or other research grants and are thus not sent to the State Library—although by § 42-53 all State-supported institutions of learning are required to do so regardless of who pays for the printing.

The State Library sometimes learns of State publications from references to them in newspapers, magazines, and journals. In addition, the Federal government publishes a *monthly* Check-List of state publications, listing them state by state, and the State Library sometimes learns of Virginia State publications from this source. However, other State publications are not included in the Federal Check-List, and hence this publication cannot be relied upon as a substitute for a State Check-List.

Approximately 400 copies of the Virginia State Check-List are published. Some of these are exchanged for those of other states or libraries. If exchange Check-Lists are not available from recipients, the State Library charges \$1 per copy. This policy has eliminated a great many organizations or persons who previously believed they needed the Check-List.

The Check-List is indexed by subject and author. The subject, however, is not included in the general library index. A person seeking information on a technical subject would, therefore, not find it unless he scanned the Check-List index for the year in which the subject material was published—discovering the information would be a coincidence unless the searcher had reason to believe the particular subject was covered by a Virginia State publication in a particular year.

There were 443 publications listed in the 1962 Check-List and 479 were listed in the 1961 Check-List. The principal reason for the difference between these quantities and the quantity of over 900 reported in connection with this study is that the Check-List records only those publications printed during the stated year.

Although the State Library exchanges and distributes a number of publications of other agencies, it does not sell them. On the other hand, the Library does stock and sell a considerable number of publications of its own. These are largely items of historical or reference interest.

The Check-List is compiled continuously throughout the year. Approximately 15 man-hours per week are required for the compilation and another 5 man-hours for the related Library cataloging work.

A majority of the other states publish a volume corresponding to Virginia's Check-List. Roughly, half of these are published annually, nearly all the remainder more often—many quarterly, and a few monthly or bimonthly. Many of these Check-Lists merely list publications by issuing agency, but some are also indexed by subject and author like Virginia's.

Only a small number of states indicated that they had a central agency responsible for the control and distribution of state publications. Even these, however, apparently distributed only a small portion of their state's total publications. For example, college bulletins and agricultural extension literature are not centrally controlled or distributed. In fact, the central control of most states appeared to be limited to official documents such as administrative rulings, executive directives, proclamations, and, in some instances, annual reports. Some of the central agencies sold all or part of their publications, and others distributed them free or on an exchange basis.

In summary, none of the states appears to have found really satisfactory solutions to the problems of controlling the publication and distribution of state publications, and Virginia seems to be as advanced toward solutions as the other states. Nevertheless, our studies have led us to believe that certain changes and refinements would be desirable. These will be described in the conclusions and recommendations.

4. Need for a Commonwealth Register

A number of the respondent agencies indicated that they would benefit from a "Commonwealth Register." When questioned, however, most of the agencies indicated that they referred to an index or bibliography rather than a comprehensive publication such as the Federal Register. The latter, it should be noted, is a daily newsprint publication of 30 to 80 pages. It contains notices of hearings, new regulations, directives, decisions, etc., in the various agencies. We did not make a comprehensive study of the Federal Register, but believe from our review that it is peculiarly adapted to the Federal government because of the need for promptly disseminating the great volume of regulatory information that issues forth from the Federal agencies.

In Virginia, the opinions of the Attorney General, proclamations of the Governor, decisions of the Supreme Court of Appeals, the Corporation Commission, and some other agencies are much less voluminous than those of the Federal government. Each Virginia regulatory agency has developed a distribution that assures proper notification to the appropriate individuals, organizations, or political jurisdictions. Combining all such communications into a single publication, which would then be distributed to all addresses of the present separate mailing lists, would be inefficient. Most of the contents of such a publication would be of little or no interest to the average recipient.

The Director of the Department of Purchases and Supply estimates that a *weekly* "Commonwealth Register" would cost about \$63,000 annually, not including postage. There is considerable question whether a weekly issue would meet the requirements of all agencies; but, even if it did, we do not believe that the cost reductions effected by eliminating other documents would compensate for the added cost of the new publication. Nearly everything included in the "Commonwealth Register" would need to be printed and distributed for record purposes in substantially the same manner as at present.

Almost all of those who indicated a belief that the "Commonwealth Register" would be useful thought of its usefulness in keeping themselves up to date concerning the activities of *other* agencies. Few, if any, thought of the publication as a substitute for their present communication media.

Of the states that replied to our questionnaire, only a very few use or intend to use a publication of the "Commonwealth Register" type. None

of these had the same comprehensive scope as that suggested for the "Commonwealth Register." Some registers cover only administrative rulings having the effect of law; one or two others also include executive orders and proclamations of the Governor.

5. *Distribution and Mailing of Publications*

We have reviewed the distribution as stated by the agencies and found that these were appropriate in nearly all instances. We did not have time, nor didn't seem practical or necessary, to make a comprehensive check as to whether individual recipients were desirous of receiving the information contained in the various publications. We believe that such a determination is an obvious requirement for the sponsors of any publication.

The agencies were asked to state what proportion of recipients they believed would be willing to pay for the publication. We estimate that only about half of the respondent agencies believed that as many as half of the recipients would pay. A number of individuals have stated privately that they receive publications they no longer desire.

The mailing methods were examined to a limited degree. The examination was sufficient to show that there were instances where envelopes were used which cost more than the enclosed second-class mail publication. The agencies with heavy mailings appeared, as might be expected, to be much more aware of the most economical mailing procedures.

The Richmond Post Office conducted a course early this year specifically for individuals responsible for mailing methods in the various State agencies in the Richmond area. The postal regulations are very complex, however, and the postal officials felt that some of the State personnel did not fully appreciate the information presented in the course. We were assured by officials of the Post Office that they stand ready to provide consultative assistance regarding mailing methods and postal regulations whenever this is requested.

CONCLUSIONS AND RECOMMENDATIONS

1. The Virginia State Library should be furnished with two copies of all unrestricted publications at the time they are issued by State financed institutions and agencies. This requirement should apply whether or not the publication is financed in full or in part by the State. The Department of Purchases and Supply should be furnished with one copy of each such publication.

The State Library should use one of its two copies for the purpose of compiling the Check-List of Virginia publications and similar uses. The other copy should be available for normal library use.

The State Library should continue its present practice of exchanging publications with other libraries, both within and outside the State. The State Librarian should be empowered to require up to 100 copies of any publication of a State financed institution to be delivered to him for the above purpose, unless the State Librarian and the issuing agency or institution agree that the latter is better qualified to perform this activity. In certain instances, both the issuing agency or institution and the State Library will desire to make separate distributions and therefore should

be advised of the other's distribution. The object of this recommendation is to formalize and assure comprehensive application of practices which are presently followed in most instances even though not always required by statute.

NOTE: The application of the above recommendation will require the following revisions to the Code of Virginia:

- (1) § 42-53 presently provides that institutions of learning and eleemosynary institutions shall provide two copies of all publications to the State Librarian. This should be revised to include all State financed agencies or institutions.
- (2) § 42-54 presently provides that heads of institutions who violate § 42-53 shall be brought before the "police justice of the City of Richmond." This is an outmoded statute and should be eliminated. Other statutes now provide for executive control over such matters.
- (3) § 42-55 presently provides for the Director of Purchases and Supply to set aside up to 100 copies of publications "*printed under his authority*" as may be designated in writing by the State Librarian to be used for gifts and for exchange, . . ." This wording does not include publications that are not procured through the Department of Purchases and Supply and should be revised to include publications that are produced by agencies and institutions with their own facilities and personnel.

2. It is recommended that Code § 2-47 be amended to limit the approval of the Director of the Budget to annual reports of State agencies to the Governor and catalogs of institutions of higher education.

3. The Department of Purchases and Supply should review all publications received from State agencies and institutions and make suggestions as to the best methods of printing, binding and mailing. The Department should designate individuals in its organization to perform these duties. The Department should then notify all State agencies and institutions who these individuals are and what procedures to follow in arranging for publication.

4. Agencies and institutions should arrange to keep records of the costs of publications and the revenues received from them. "Costs of publication" should include purchased materials, and the expense involved in printing and mailing. It is not intended that this recommendation necessarily be implemented by the installation of cost accounting systems. In most instances the administrative cost of such systems could not be justified. However it is nearly always feasible and convenient to establish memorandum records which will reflect costs with sufficient accuracy to provide for knowledgeable decisions regarding the desirability of printing publications, modifying them, revising their distribution, or setting prices.

5. At the time biennial agency budget requests are presented, the agency should be prepared to submit a listing of its publications together with their purpose, the types of organizations or individuals to whom they are distributed, how many are distributed annually (if the publication is printed at irregular intervals), how many are distributed per issue (if the publication is a periodical), the proportion of the distribution that is sold, is any, and the total estimated cost of printing and mailing as determined in the manner described in recommendation four. The agency should also be required to describe and justify any new periodical publication it intends to issue during the biennium if the anticipated cost exceeds or is expected eventually to exceed \$2,500 per year. It is interesting to note that only 36 of the publications reported to us exceeded an estimated cost of \$5,000 per year.

6. We recommend that the State Library convert the present Check-List to a catalog of publications in print by State financed agencies and

institutions. Like the Check-List, the catalog should be issued annually. Publications should be indexed by subject, author, and issuing agency. The date of publication should be noted so that the present Check-List will no longer be needed as a means of indicating what publications were produced in a given year. Publications printed in such limited numbers that only library copies are available, should also be listed, in the year published only, with a notation to this effect. Publications found to have been printed in the past but overlooked in earlier Check-Lists or catalogs should also be listed at least once, even if they are out of print. They should be listed subsequently only if they are in print.

The catalog should contain prices, determined by the issuing agency, for all publications except those that are intended to publicize Virginia or which must be free for legal or other sufficient reasons. Instructions should be included as to how and where to request each publication as well as the manner of payment.

A considerable number of publications reported in this survey were, in the opinion of the issuing agency capable of being sold to a reasonable proportion of the recipients. However, many were distributed free because the agency believed the selling and accounting expenses would exceed the price, if the latter was based on cost of printing and mailing. However, if the price were listed in the catalog and the catalog were available in public school, college, and public libraries throughout the State, most requests for publications would be accompanied by remittances. The transaction would thus be a simple and inexpensive one in most instances.

We recommend that the catalog be made available gratis to public and private agencies and institutions in Virginia that indicate a continuing desire for it as described in recommendation nine. Copies sent out of the State should be on an exchange basis or at a price calculated to equal the unit cost of printing and mailing. A limited number of complimentary copies should be made available where in the opinion of the State Librarian this seems to be in the interests of the Commonwealth.

The initial compilation of the recommended catalog is calculated by the State Librarian to require the services of two individuals for one year. After this, the maintenance and annual reissue should require less than the full time of one person. The State Librarian should arrange with the various agencies and institutions, the manner in which the latter shall report additions and deletions to the catalog.

7. Our analysis has convinced us that actual comprehensive centralized distribution of publications would not be practical. Such a plan would result in much duplication that would counteract any economies that might be obtained by utilization of such special equipment and personnel as would be justified for the heavier volume of a central distribution activity.

The great majority of requests for publications are made directly to the issuing agency. It would require a long educational campaign to change the public's habits in this respect. In the meantime the publications would have to be distributed from both places (the agency and the central activity) or requests sent to the agency would have to be remailed to the central activity. We believe the recommended catalog will provide a greater convenience in ordering at less cost than a centralized distributing agency.

8. We do not recommend the establishment of a "Commonwealth Register" patterned after the "Federal Register." Although quite a number of State publications such as opinions of the Attorney General, adminis-

trative rulings of the State Corporation Commission and similar documents could be included in such a register, the dissemination of this type of information is effective and economical at the present time, and there appears to be little demand for a publication such as a "Commonwealth Register." This, coupled with the fact that much of the information which might be included in the register would necessarily have to be published and distributed separately, appears to rule out the need for the establishment of such a register.

9. We believe that some of the publications of some agencies are disseminated with too little evaluation of the recipient's interest in the publication. We recommend, therefore, that the mailing lists of agencies be reviewed periodically. Whenever mailings are made repetitively to the same person or organization, the issuing agency should periodically enclose or attach a self-addressed unstamped reply card on which the recipient can indicate a continued desire to receive the publication. If the card is not returned, the recipient's name should be dropped from the mailing list.

