

**REPORT OF THE
JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION
ON
PUBLICATIONS AND PUBLIC RELATIONS OF STATE AGENCIES IN
VIRGINIA
PURSUANT TO
SENATE JOINT RESOLUTION NO. 166
OF THE
1981 SESSION OF THE GENERAL ASSEMBLY**

TO

THE GOVERNOR

AND

THE GENERAL ASSEMBLY OF VIRGINIA



SENATE DOCUMENT NO. 23

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1982**

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**PUBLICATIONS AND
PUBLIC RELATIONS
OF STATE AGENCIES
IN VIRGINIA**

January 11, 1982

**Joint Legislative
Audit and Review
Commission**

Most State agencies produce publications and conduct limited public relations activities. For the most part, agency publications and public relations activities are appropriate and low key. The magnitude and cost of these efforts statewide, however, are substantial.

Ranging from small pamphlets to full-length books, more than 3,000 publications were produced during FY 1981 at a cost of approximately \$6 million. And approximately \$11.5 million was spent during FY 1981 on public relations, including expenditures for salaries of public information officers, production of public service announcements, agency displays at the State Fair, and the promotion of State agriculture and tourism.

JLARC's review of publications and public relations was designed to carry out the intent of SJR 166. The study focused on the purpose, type, number, cost, distribution, and oversight of publications and public relations. The following are among the principal findings of the study:

- Most State publications and public relations activities are low key and appropriate. Given the current climate of fiscal austerity, most agency heads seem to deliberately avoid high profile publications and public relations initiatives. Exceptions were found, however, and several agencies regularly produce publications which fall outside the realm of general acceptability.

A JLARC REPORT SUMMARY

- Management of publications and public relations is essentially left to the discretion of individual agencies. Although there are State guidelines which apply to each, publications and public relations efforts are basically conceived, initiated, and produced independently. Attention should be directed toward strengthened guidelines and increased compliance.

The following recommendations are suggested to strengthen State publications and public relations efforts.

Publications (pp. 7 to 30)

Annual Reports. Many State agencies produce annual reports. Although agencies have the flexibility to determine the content and format of their annual reports, many feel they are directed by law to actually produce one. However, Section 2.1-2 of the *Code*, which is frequently cited as authority for reporting, is not a mandate. Other agencies with specific legislative mandates to prepare annual reports do not feel they are necessary.

Recommendation (1). The Secretary of Administration and Finance, with the assistance of the State Information Committee,

should (a) evaluate the need for annual reports and (b) identify for the General Assembly and Governor those agencies that should report biennially, annually or not at all.

Recommendation (2). The General Assembly and Governor should consider mandating biennial rather than annual reporting. Agencies to be exempted from biennial reporting should be clearly designated.

Recommendation (3). The State Council of Higher Education should seek amendment or repeal of sections of the *Code* mandating annual reports from institutions of higher education. The Secretary of Administration and Finance should evaluate existing annual reports and recommend by name those which should be continued or discontinued. The secretary should also recommend standard limitations to the content, format, length, and expense of annual reports.

Employee Newsletters. Employee newsletters can play an important communication role in State government, but only if agencies carefully assess their needs and evaluate their efforts. As currently produced, few employee newsletters reviewed appeared to be appropriate.

Recommendation (4). State agencies, with assistance from the State Information Committee, should evaluate their newsletters. Fillers such as puzzles, riddles, and articles irrelevant to State employment should be discontinued. Substantive information should constitute the bulk of newsletters and be balanced with some morale and recognition articles. If assessments reveal that newsletters are not of value, these newsletters should be eliminated.

Agencies should also consider issuing newsletters on an as-needed basis, or as a supplementary attachment to the bi-monthly *Personnel Communique*. At all times, newsletters should be produced in compliance with DPS guidelines and at minimal cost.

Distribution of Reports. Substantial over-distribution of annual and other reports occurs because of Section 2.1-467 and Section 2.1-467.6 of the *Code*. Many legislators and

agency heads receive reports which they neither need, read, nor want. In addition, the State does not offer guidance to agencies regarding economical distribution practices, and practices vary between agencies. Several agencies, however, make use of methods which save money on distribution.

Recommendation (5). The General Assembly may wish to amend Section 2.1-467 and repeal Section 2.1-467.6 of the *Code* to direct DPS to survey legislators and agency heads on a biennial basis. Each would be asked to designate those agencies whose reports he or she wishes to receive. DPS should also make provisions on the list for individuals to specify the types of agency reports they wish to receive, including annual or biennial, recurring, major, or all reports. Agencies should be informed by DPS as to those individuals who wish to receive their reports, and should limit distribution accordingly.

Recommendation (6). The Secretary of Administration and Finance should take steps to ensure that

- (a) agencies make use of economical methods of distribution;
- (b) mailing lists are purged on a regular basis; and
- (c) the Division of Purchases and Supply develops and distributes guidelines to assist agencies in their distribution practices.

Needs Assessments. Few agencies conduct formal needs assessments related to their publications. Those that have can show more effective publications efforts.

Recommendation (7). The Secretary of Administration and Finance should take steps to ensure that agencies conduct needs assessments of their publications. Objectives should include reducing the number and cost of publications.

Reports Proposed for Modification or Elimination. SJR 166 requires that JLARC "recommend specifically where publications should be eliminated."

Recommendation (8). Publications recommended to the Secretary of Administration and Finance for modification or

elimination are presented in Appendix C of the report. Most were reviewed during the daily survey at the Virginia State Library or in case study agencies.

State Oversight of Agencies (pp. 31 to 45)

Publications Guidelines. Although there is limited central oversight of agency publications activities, most publications are austere and appropriate. Some agencies, however, exceed standards. This problem could be solved with clarification of and adherence to DPS guidelines.

Recommendation (9). DPS guidelines should be clarified and strengthened. (As called for by SJR 166, suggested guidelines are presented in Appendix B of the report.) The division, with assistance from the Secretary of Administration and Finance, should better define promotional items. Policies on higher education materials should be standardized with the assistance of the Secretary of Education. These policies should reflect conservative State standards and should indicate when State funding is appropriate.

Except for agencies with promotional mandates, letters of justification should be required for all exceptions to the one-color rule. Letters should be signed by the agency head and a copy forwarded to the appropriate cabinet secretary. Agencies should produce publications in compliance with DPS guidelines.

Low Bidders. Although significant improvements have been noted with DPS services, agencies are not altogether satisfied with the use of low bidders. Sixteen of the 30 case study agencies indicated they have experienced difficulties with low bidders over the past two years.

Recommendation (10). To help eliminate problems some agencies have with printers, DPS should intensify its efforts in qualifying bidders for the bid list. Whenever possible, DPS should continue to verify a shop's capabilities with a site visit and staff interviews before placing it on the bid list. Repeat offenders that do not show significant signs of improvement should be removed from the bid list permanently or for an extended period of

time. DPS should arrange for a penalty fee for faulty or late work.

Complaint Filing. Although DPS has a clearly articulated complaint filing system, many agencies do not formally register complaints with DPS. DPS cannot help solve problems if the problems are not brought to its attention. In addition, three other areas deserve closer attention by both agencies and DPS—overruns, coordination costs, and print shop efficiency.

Recommendation (11). Agencies should follow through on complaints with printers and formally document all problems with DPS. Complaint procedures should be clearly articulated in the Agency Procurement Manual. In addition, the manual should remind agencies to

- (a) specify that printers will be responsible for all coordinative costs such as pick up and delivery of drafts, graphics, and finished products. Agencies should also consider requiring that printers make a representative available for consultation and follow-up on problems; and
- (b) specify the percent of overrun publications that will be accepted. When overruns cannot be used, they should be prohibited.

Recommendation (12). DPS should continue to analyze print shops with labor and material costs that exceed standards and recommend measures that could improve efficiency. DPS should recommend to the Secretary of Administration and Finance the closing of print shops which cannot be economically justified.

Corrections Printing Services. Despite the requirement that State agencies purchase services, including printing, from the Department of Corrections, an inadequate amount of printing is routed to the department. This underutilization has resulted in less training for inmates and reduced productivity and economy on the printing which is done.

Recommendation (13). The Department of Corrections and the Division of Purchases and Supply should intensify efforts to route more State printing to the department. DPS, in its review of printing requests, should assess the feasibility of

using Corrections' facilities and route enough printing to the department to keep its facilities working at full capacity. As capacity increases, and productivity and economy improve, the Department of Corrections and Division of Purchases and Supply should fully explore the feasibility of supporting expanded printing facilities at the Penitentiary and other correctional facilities.

Virginia State Library. The Virginia State Library compiles an inventory of State publications and operates the State's library depository system. Gaps have been identified in both.

Recommendation (14). The Virginia State Library should

- (a) follow-up in writing with agencies not remitting inventory sheets;
- (b) take steps to ensure that agencies understand the depository system; and
- (c) clarify what kinds of publications it wants to receive from State agencies and the quantity thereof.

Agencies that do not comply with requirements should be reported to the appropriate Governor's secretary.

VSL should also continue attempts to establish a depository in an existing library in the Danville area.

Public Relations (pp. 47 to 59)

State Fair. Given the expense of participation in the State Fair and agencies' concerns

regarding benefits, better preparation and planning are called for.

Recommendation (15). The Secretary of Commerce and Resources should assess the potential benefit to various agencies of exhibiting at the Fair. Participation should be limited to those agencies which truly benefit from this type of exposure. The Secretary should also consider organizing the State's exhibits around a different theme each year. The use of a theme could help unify the presentation of agency messages and leave the public with a more lasting awareness of State services and missions.

Uncontrolled distribution of publications at the State Fair encourages waste.

Recommendation (16). Agencies should save publications by displaying single copies and providing handouts only on request.

Public Service Announcements. The Department of Telecommunications' requirement that agencies indicate a ceiling price on public service announcements could potentially increase the cost of bids.

Recommendation (17). The Department of Telecommunications should evaluate its policy of informing bidders of production price limits and the potential of this policy for raising costs.

JLARC

JLARC is an oversight agency of the Virginia General Assembly. Its primary function is to carry out operational and performance evaluations of State agencies and programs.

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PREFACE

Senate Joint Resolution 166 of the 1981 Session of the General Assembly directed the Joint Legislative Audit and Review Commission to study the publication and public relations expenditures of State agencies. This report responds to that mandate and offers a number of recommendations for legislative and executive consideration.

Overall, the publication and public relations activities of State agencies were found to be consistent with legislative expectations. Some exceptions were found, but generally agencies do operate within reasonable and conservative parameters.

Substantial savings are still available to agencies. Rigorous self-evaluation should result in the elimination of some publications. A proposed amendment to Section 2.1-467, *Code of Virginia* will eliminate the automatic distribution of more than 300 copies of each agency's annual report. Improved guidelines regarding multi-color printing will save on production costs. And the use of biennial, rather than annual, reports can reduce the costs of preparation, production, distribution, and review.

Savings are also possible through the closing of uneconomical State print shops. During FY 1980, 21 of 58 State print shops had labor expenditures above standard, and in 44 of the 58 print shops, labor costs exceeded material costs. These findings indicate that much of the \$9.3 million spent at State print shops in FY 1980 could be saved through the use of commercial printers.

On behalf of the Commission staff, I wish to acknowledge the cooperation and assistance provided by the agencies involved.



Ray D. Pethtel
Director

February 17, 1982

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I. INTRODUCTION

Senate Joint Resolution No. 166, enacted by the 1981 Session of the General Assembly, mandated that the Joint Legislative Audit and Review Commission (JLARC) review "publications, and other expenditures for public relations, by State agencies." The resolution also called for JLARC to prepare suggested guidelines and to recommend specifically where publications should be eliminated.

The study found that most State publications are low key and appropriate. JLARC reviewed thousands of publications during the course of the study and few were found to be blatantly excessive. Public relations efforts were also observed to be largely low key. Given the current climate of fiscal austerity, most agency heads seem to deliberately avoid high profile public relations initiatives.

Management of publications and public relations is left essentially to the discretion of individual agencies. Publications and public relations efforts are conceived, initiated, and produced independently. The State, however, has moved toward somewhat closer control in recent years. The Secretary of Administration and Finance has directed the State Information Committee to study publications and recommend cost-saving measures. Since 1980, the Department of Telecommunications has had approval authority over motion picture films and programs for television transmission. And the Division of Purchases and Supply conducts an annual survey of State agency printshops where many publications are printed.

Agencies produce a tremendous quantity of publications at substantial cost. Ranging from small pamphlets to full-length books, more than 6,000 publications were issued in the 1978-80 biennium at a cost of \$8.8 million (Table 1). A total of 65 million publications units

Table 1

STATE PUBLICATIONS FY 1978-1980

| | <u>FY 1979</u> | <u>FY 1980</u> | <u>Biennial Total</u> |
|------------------------|----------------|----------------|---------------------------|
| Number of Publications | 2,712 | 3,547 | 6,259 |
| Quantity Printed | 29,905,752 | 34,882,749 | 64,788,501 |
| Cost | \$ 4,016,283 | \$ 4,789,892 | \$ 8,806,175 |

Source: Virginia State Library Inventory Records.

were produced, at an average cost of 13 cents each. The average cost of printing each publication was \$1,407. This average covers a range that starts with small pamphlets produced for several hundred dollars or less and extends upwards to include such high-cost items as the 1981 *Virginia Driver's Manual* which cost \$356,909 for 1.4 million copies.

The magnitude and cost of agency public relations efforts can not be calculated as comprehensively as publication costs. Ambiguity about exactly what constitutes public relations and the lack of record keeping requirements contribute to this limitation. Consequently, the size and cost of public relations efforts of State agencies are discussed on a component and case basis in Chapter 4.

Scope

Publications are defined in the *Code of Virginia* as "all unrestricted publications of whatever kind which are printed or reproduced in any way, published or issued by an agency of the State in full or in part at State expense." The definition used by JLARC in conducting the study builds on the definition in the *Code*, but specifically excludes letters and memoranda:

All non-confidential printed communications, other than letters and memoranda, which are printed or reproduced in any way and published or issued by or for a State agency in full or in part at State expense.

The definition excludes publications which are funded totally with non-State money. The Office of Energy and Emergency Services, for example, receives and distributes numerous federal publications on emergency preparedness for floods, nuclear attack, and other disasters. Because no State costs are incurred with these publications, they were not considered State publications.

SJR No. 166 also focuses attention on the qualitative aspects of existing publications.

Publications have been developed, in some instances, into highly polished printed items . . . [and] . . . questions have arisen as to the value and necessity of these publications in their present format.

The resolution goes on to cite the public's desire for State government to be frugal in its endeavors.

As a result of this stated concern, JLARC's review has focused particular attention on publications with production expenses that appear to be excessive. Allowances have been made for agencies with promotional mandates, such as the Virginia State Travel Service.

In addition to questioning the appropriateness of the quality of the publications' production, JLARC has addressed other areas which contribute to costs, such as quantity and distribution. In a few instances, JLARC questions the basic necessity for an item with little, if any, apparent value. For the most part, however, it is beyond the scope of this study to do a content analysis of individual publications. The number of items, as well as their relation to specific functions of individual agencies, makes a case-by-case content analysis impossible.

SJR 166 also called upon JLARC to review expenditures for public relations. In some agencies, public relations may be limited to answering requests for information from the press and the public. In others, it involves the initiation of news through press releases and other methods of media contact.

There is little agreement on the definition, role, or appropriateness of public relations as it applies to State agencies. In order to review any agency activity that could be reasonably classified as public relations, JLARC's definition is intentionally broad:

Deliberate and planned efforts on the part of State agencies, or designated representatives, to influence public or a targeted audience's attitudes and/or actions.

Included in this definition are such efforts as films, radio and television spots, newspaper and magazine press releases, articles, advertisements, posters, brochures, and public information services. Activities such as speakers bureaus and exhibits at the State Fair are also included. Intraagency efforts to improve the morale and training of State employees were excluded.

Methods

In the course of its review, JLARC staff collected and analyzed data from numerous sources. The study team carried out a variety of research activities including

- an assessment of existing information resources,
- a survey of 30 randomly selected State agencies, and
- a daily survey of publications forwarded by agencies to the Virginia State Library.

Existing Information Resources. Substantial information on publications was accessible through existing State records. The Virginia State Library (VSL), in particular, was the source of much data. Since 1979 the VSL has been required (Section 2.1-467.5 of the *Code of Virginia*) to compile an annual inventory of all State agency publications. Inventories have been compiled for FY 1979, 1980, and 1981.

The library has defined publications as "publications printed for distribution outside your agency or office," excluding "stationery, forms, form letters, business cards, memo pads, or other such items intended only for daily operation." This definition is basically consistent with the one used by JLARC. In addition, items which were submitted by agencies but were nonetheless known to fall outside of the definition were eliminated from the inventory. Aggregate statewide data on publications was compiled by JLARC from this source.

Other sources of data are the Division of Purchases and Supply of the Department of General Services and the Department of Accounts. The Division of Purchases and Supply prepares an annual survey of print shops operated by State agencies. The Department of Accounts operates the Commonwealth Accounting and Reporting System (CARS) which contains data on printing, advertising, and promotional expenditures.

In addition to CARS, information on public relations activities was available from two sources, the Department of Telecommunications and the Department of Personnel and Training. The Department of Telecommunications oversees and prepares information on television, radio, and movie productions. The Department of Personnel and Training produces reports which identify public relations and public information positions. Both of these sources provide relatively limited information, however. These limitations and other data needs dictated the use of a survey.

Agency Survey. JLARC conducted an in-depth survey of 30 randomly selected State agencies. The survey was stratified to include a cross-section of agencies with low, moderate, and high publications expenses, as indicated by the CARS report. The survey provided data that was otherwise unavailable. In particular, it enabled JLARC to evaluate public relations activities in a representative sample of State agencies. The survey enabled staff to assess agency processes, policies, and practices relating to both publications and public relations.

Although other data in the study related to all State agencies, the survey of 30 randomly selected agencies was drawn from a group that did not include agencies from the legislative or judicial branches. By focusing primarily on executive agencies, survey findings are more representative of practices in typical State agencies.

Daily Library Survey. JLARC staff reviewed on a daily basis publications forwarded to the Virginia State Library by State agencies. All agencies are required by statute to send at least two copies of their publications to the library. Library staff set these publications aside for review by JLARC. This observation technique served numerous purposes:

- It helped to familiarize the team with the wide range of agency publications.

- It enabled the team to identify publications which demonstrate proper economy and effectiveness.
- It helped the team to identify publications that are out of compliance with guidelines.
- It provided a potential cross check for information received from other sources.

During the course of the survey, JLARC staff reviewed approximately 2,000 issues of more than 1,000 separate publications. This exercise was particularly useful in providing JLARC staff with exposure to numerous publications statewide at no expense to the agencies involved.

Report Organization

This chapter has presented a general overview of State publications and public relations efforts. Chapter II provides indepth information on State publications and related agency practices. Chapter III describes the oversight activities of those central State agencies that have publications-related responsibilities. Chapter IV discusses public relations activities and related State oversight. Recommendations are presented at the end of each chapter.

II. STATE AGENCY PUBLICATIONS

Most State agencies produce publications. According to Virginia State Library records, 114 of 187 State agencies submitting reports produced at least one publication during the 1978-80 biennium. Some publications, such as annual reports, are produced in part to satisfy a State requirement. Most publications, however, are produced because an agency determines there is a need to disseminate information.

Because publications are independently derived and executed, a diverse variety of publications exists. Usually they relate to a mission of the agency. Colleges and universities publish catalogs and course schedules. The Department of Agriculture and Consumer Services produces pamphlets on apple picking and Christmas tree cutting. A parent's guide to selecting a day care center is published by the Division for Children. The Department of Rehabilitative Services prints a pamphlet in Spanish for disabled migrant workers. JLARC found few publications which were not in some way related to an agency mission or responsibility.

Although most publications were found to be germane to agency missions, it is harder to determine if they are in fact needed. Agencies independently determine their publications needs, and almost all agencies do this on an ad hoc basis. Little systematic planning occurs. Only seven of the 30 agencies surveyed by JLARC conducted needs assessments prior to proceeding with publications.

Agencies also have great latitude in the printing of their publications. Many agencies have printing presses, over which the State has little oversight. There is some control over external printing work. Jobs in excess of \$500 must be bid through the Department of General Services, Division of Purchases and Supply (DPS). DPS has established printing guidelines relating to the use of color, paper stock, and other expense-related factors. Because DPS feels that it does not have the authority to enforce these guidelines, however, they are basically advisory. As a result, agencies can and some do produce publications in excess of the guidelines.

Despite minimal oversight, JLARC found agencies to be basically responsible in their production of publications. Exceptions were found, but most publications reviewed were austere and within the advisory guidelines established by DPS.

Personnel interviewed by JLARC in the 30 survey agencies generally expressed a desire to maintain a low profile with their publications. They were knowledgeable about increasing legislative and executive interest in cutting publications costs and thought it prudent to publish austere material. Many cited their own tight budgets as the rationale for reducing publications expenses where possible.

TYPES OF PUBLICATIONS

State agencies produce a wide range of publications, including such documents as annual reports, employee newsletters, catalogs, plans, statistical reports, regulations, technical manuals and professional newsletters. Some publications, such as employee newsletters or statistical reports, are issued on a regular basis. Other publications may be issued only once, or on an as-needed basis.

The findings of JLARC's library survey illustrate the range of publications produced by State agencies (Table 2).

Table 2

STATE AGENCY PUBLICATIONS (April-October, 1981)

| | <u>Number of Titles</u> | <u>Number of Issuances</u> |
|---------------------------------------|-----------------------------|--------------------------------|
| Annual Report | 41 | 42 |
| Employee Newsletter* | 50 | 188 |
| College Alumni Newsletter or Magazine | 18 | 35 |
| College Catalog or Schedule | 179 | 191 |
| Plans | 11 | 15 |
| Statistical Reports | 68 | 167 |
| Promotional Document* | 58 | 71 |
| Legal Document | 21 | 74 |
| Published Regulations | 39 | 53 |
| General Assembly Publication | 5 | 5 |
| Technical Manual or Newsletter | 90 | 156 |
| Professional Manual or Newsletter | 49 | 124 |
| General Information Bulletin | 245 | 363 |
| Other | <u>104</u> | <u>161</u> |
| Total | 978 | 1,645 |

*These categories are underrepresented. Interviews in case study agencies reveal that many agencies do not routinely send these types of publications to the VSL.

State agencies produce publications for many reasons, including legislative or administrative mandates, promotion, requests for information, needs assessment findings, in-house communication needs, and others. Case study findings indicate that agencies most frequently prepare publications in response to requests for information, or are directly or indirectly guided by a legislative or administrative mandate (Table 3).

Table 3

| PURPOSES OF PUBLICATIONS | | |
|---|------------|-----------|
| <i>Question: For what purposes are publications produced?</i> | | |
| ANSWERS | YES | NO |
| <i>Responses to requests for information</i> | 24 | 6 |
| <i>Promotion</i> | 15 | 15 |
| <i>Formal needs assessments</i> | 7 | 23 |
| <i>In-house communication need</i> | 15 | 15 |
| <i>Legislative or administrative mandates</i> | 22 | 8 |

Two types of publications--annual reports and employee newsletters--have been recent subjects of concern and may yield opportunities for cost savings.

Annual Reports

Many State agencies produce annual reports, including 17 of the 30 case study agencies surveyed by JLARC. In most cases, agencies determine the content and format of the report. Annual reports observed during the study ranged in complexity from a single-page, fold-out brochure to a bound, hard-cover text of 714 pages. The following examples illustrate this range.

As the result of a recent evaluation, John Tyler Community College issued its FY 1980 annual report as a fold-out brochure. The brochure is printed in one color and requires no envelope for mailing. Three hundred copies were printed for \$125, or 42 cents per copy. In previous years, a lengthier report was prepared. The 1979 report was 86 pages. The 1976 annual report was 138 pages. The college says no complaints have been heard regarding the reduced format.

* * *

The State Corporation Commission's 1979 annual report is issued as a hard-cover text and contains 714 pages. The bulk of the report covers cases heard by the commission during the year. The commission is currently evaluating ways to reduce

the size and cost of the document. Two-hundred copies of the 1979 report were printed for \$11,726, or \$59 per copy.

* * *

"In the Course of Time," the FY 1980 annual report of the Department of Taxation, is printed in three colors on textured paper. In addition to standard statistical tables, the report contains a credits page, a three-page epilogue on the history of the department's present location and eleven blank pages. The statistical tables are printed in blue ink on gold paper which can not be duplicated on some copiers. The department printed 1,600 copies for \$4,212, or \$2.63 per copy.

Whereas agencies have the flexibility to determine the content and format of their annual reports, many feel they are directed by law to produce one. The most frequently cited reason for producing annual reports is the *Code of Virginia*. Several agencies and the State Information Committee cite Section 2.1-2 as a general mandate for all State agencies to produce annual reports:

Section 2.1-2. Furnishing annual reports. - The heads of departments, divisions, institutions, and agencies of the Commonwealth shall furnish their annual reports to the officer to whom they are required to be made on or before the twentieth day of October each year, unless otherwise provided by law.

Although this section does require timely presentation if an annual report is prepared, it does not direct agencies to produce annual reports. Thirteen of the 30 case study agencies interviewed by JLARC do not perceive a mandate to report annually, and do not produce annual reports.

Other State agencies are specifically directed in their enabling legislation to make annual reports. For example, Section 23.1 of the *Code* directs institutions of higher education to report annually and Section 63.1 directs the Council for the Deaf to do the same.

Section 23-1. Annual reports required of boards of visitors. - It shall be the duty of the president or chairman of the board of visitors or trustees of every State institution of higher education to cause to be made out by the president or other proper officer of such institution and forwarded to the State Council of Higher Education on or before the first day of October of each year a report for the year ending the thirtieth of June preceeding.

Section 63.1-85.4. The Council shall act as a bureau of information to the deaf, to State agencies and institutions providing services for the deaf, local agencies of government, and other public or private community agencies and programs. In this respect the Council shall:

. . . (e) Make and submit to the Governor and the General Assembly annual reports of its finding and recommendations.

Some agencies do not feel that their annual report mandates are necessary. For example, although higher education institutions are required to produce annual reports and forward them to the State Council of Higher Education, many institutions do not compile the annual reports. The Council has found that it is easier and more effective to exchange information in planning sessions and meetings with institutional representatives. Therefore, it does not request or receive annual reports.

An option that the General Assembly and Governor may wish to consider is biennial rather than annual reporting. Of the 30 case study agencies interviewed, 21 favor biennial reporting or do not currently produce an annual report at all. A biennial report would promote consistency by coinciding with the biennial budget. The State Information Committee estimates that the use of biennial reports would result in a cost savings of more than \$200,000 each biennium. If some agencies are to be exempted from biennial reporting, these exceptions should be clearly spelled out.

The Secretary of Administration and Finance, with the assistance of the State Information Committee, should (a) evaluate the need for annual reports and (b) identify for the General Assembly and Governor those agencies that should report annually, biennially, or not at all. The State Council of Higher Education should seek amendment or repeal of the sections of the Code mandating annual reports from institutions of higher education. Such action should also be pursued by the Secretary of Administration and Finance for all other State agencies. Alternative means may be adequate to meet the information and oversight needs of executive and legislative leaders.

Employee Newsletters

Employee newsletters are used by many agencies to enhance organizational communication, promote morale, and recognize employees that have made outstanding contributions to State government. Fifteen of 30 case study agencies interviewed by JLARC produced internal newsletters. In addition, the Department of Personnel and Training issues a statewide employee newsletter on a bi-monthly basis. Most agencies producing employee newsletters feel they are a necessary communication tool for management.

As with annual reports, employee newsletters range in complexity and content. For example:

The DPB Employee Update is issued by the Department of Planning and Budget on an as-needed basis. The single sheet newsletter has covered such topics as the Department of Intergovernmental Affairs merger and EEO Committee member selection. It is distributed to 110 employees. Each issue costs approximately \$7.50 or seven cents per copy. Preparation time is minimal.

* * *

Reve-News Sharing is produced monthly by the Department of Taxation. This six-page newsletter usually leads off with a major article of significance to department employees. The bulk of the newsletter is devoted to personality profiles, puzzles, and general articles unrelated to State employment. Reve-News Sharing is printed in one color. It is distributed to 741 employees. Each issue costs approximately \$190 to print, or 26 cents per copy. In addition, over \$7,000 in staff preparation time was devoted to the newsletter during FY 1981.

* * *

Personnel Communique is issued bi-monthly by the Department of Personnel and Training for approximately 105,000 State employees. The eight-page newsletter is printed in one color and covers personnel policies, benefits, and training opportunities. The Communique usually carries a special feature, such as an article on deafness and signing in the August 1981 issue. Each issue of the Personnel Communique costs approximately \$4,300, or four cents per copy. An additional \$11,500 was expended in staff time for preparation during FY 1981.

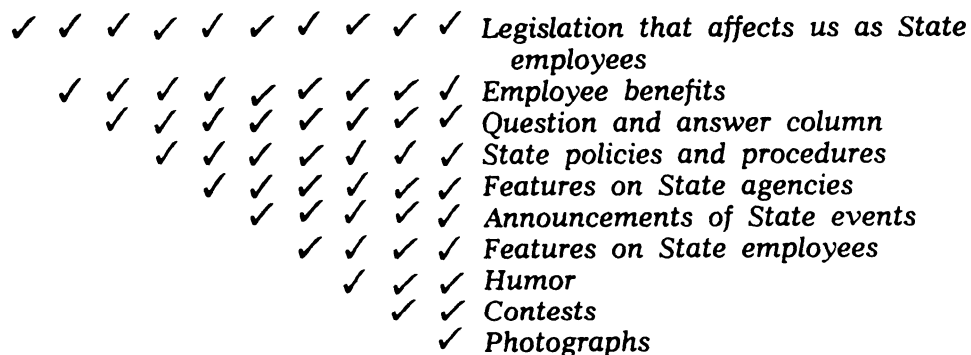
* * *

The Department of Highways and Transportation Bulletin is issued monthly to approximately 15,000 employees and retirees. The 6"x9" booklet is printed in one color and contains many photographs. The 32-page Bulletin carries personality profiles, reports on general transportation related issues, and has some articles unrelated to State employment. Because the Bulletin costs approximately \$3,200 per issue, or 21 cents per copy, the department is planning to move in March to a newsprint

tabloid format which will substantially reduce costs. Approximately \$27,000 in staff time was devoted to Bulletin preparation during FY 1981.

According to agency representatives, the newsletters serve informational as well as morale and recognition functions. Most agencies, however, do not assess the effectiveness of their employee newsletters. One exception here is the Department of Personnel and Training which conducted a reader survey and made substantive changes in the *Personnel Communique* as a result. While conducting the survey, the Department found that *Communique* readers were most interested in substantive information on legislation, employee benefits, and policies and procedures (Figure 1).

Figure 1
**ITEMS OF INTEREST TO
 PERSONNEL COMMUNIQUE READERS**



Source: Personnel Communique, October 1979

According to the Department of Personnel and Training, current literature and surveys indicate that employee newsletters should present substantive information balanced with some morale and recognition articles. An assessment of agencies' employee newsletters indicates that most newsletters are not providing this balance. Some newsletters, such as the Department of Computer Services' *Interface* and the Department of Taxation's *Reve-News Sharing*, do not offer substantive information on legislation, benefits, or policy and procedures. For example, *Reve-News Sharing* regularly prints a puzzle for employees and has presented articles on such topics as first aid advice for dog and cat owners, planning for vacations, as well as a human interest story on a department employee's dog "written" by the dog itself.

The costs of employee newsletters vary with their complexity. As Figure 2 shows, the printing costs of newsletters in the 30 case study agencies range from a low of two cents per issue of *This Week* to 37 cents per issue of the *Virginia Trooper*.

Figure 2

CASE STUDY AGENCY EMPLOYEE NEWSLETTERS

| Level | Agency | Employee Newsletter | | Description | Distribution | Printing Cost | Cost/ Copy |
|-------|---|---------------------|-----|--|--------------|---------------|------------|
| | | No | Yes | | | | |
| 1 | Apple Commission | • | | | | | |
| | Department of Accounts | • | | | | | |
| | Hiram W. Davis Medical Center | • | | | | | |
| | Office of Employee Relations Counselors | • | | | | | |
| | Powhatan Correctional Center | • | | | | | |
| | Council on the Environment | • | | | | | |
| 2 | DeJarnette Center for Human Development | • | | | | | |
| | Mecklenburg Correctional Center | • | | | | | |
| | Office on Minority Business Enterprises | • | | | | | |
| 3 | Secretary of Commerce and Resources | • | | | | | |
| | Department of Alcoholic Beverage Control | | • | ABC News: monthly, 1 color, typeset, 6 pages | 3,000 | \$241 | .08 |
| | Division for Children | • | | | | | |
| | John Tyler Community College | • | | | | | |
| | Virginia Council for the Deaf | • | | | | | |
| | Woodrow Wilson Rehabilitation Center | | • | Centerline: weekly, 1 color, typewritten, 2 pages | 530 | \$62 | .12 |
| | Department of Agriculture and Consumer Services | | • | Intercom: biweekly, 1 color, typeset, 2 pages | 700 | \$20 | .03 |
| | Department of Planning and Budget | | • | DPB Employee Update: as needed, 1 color, typeset, 1 page | 110 | \$7.50 | .07 |
| | Mary Washington College | | • | This Week: weekly, 1 color, typeset, 1 page | 2,300 | \$50 | .02 |
| | State Council of Higher Education | • | | | | | |
| 4 | Virginia State University | | • | Info VSU: weekly, 1 color, typewritten, 2 pages | 1,500 | \$37 | .03 |
| | | | | Courier: as needed, 1 color, typeset, 6 pages | 5,000 | \$500 | .10 |
| | Department of Personnel and Training | | • | Update: weekly, 2 color masthead, typewritten, 1 page | 90 | \$3.00 | .03 |
| | Department of Rehabilitative Services | | • | Personnel Communique: Statewide distribution, bimonthly, 1 color, typeset, 8 pages | 105,000 | \$4,300 | .04 |
| | Office of Energy and Emergency Services | • | | Memo: monthly, 2 color masthead, typewritten, 6 pages | 1,540 | \$130 | .08 |
| | Radford University | | • | News & Notes: biweekly, 1 color, typeset, 4 pages | 1,234 | \$95 | .08 |
| | State Corporation Commission | | • | Jefferson Sentinel: monthly, 1 color, typewritten, 4 pages | 475 | \$60 | .13 |
| | Commission of Game and Inland Fisheries | | • | The Grapevine: as needed, 1 color, typeset, 4 pages | 500 | \$88 | .18 |
| | Department of Highways and Transportation | | • | Bulletin: monthly, 1 color, typeset, 6"x9", 32 pages | 15,000 | \$3,192 | .21 |
| | Department of State Police | | • | The Virginia Trooper: quarterly, 1 color, typewritten, 86 pages | 4,600 | \$1,701 | .37 |
| 5 | James Madison University | | • | James Madison News: weekly, 1 color, typeset, tabloid, 4-8 pages | 3,000 | \$375 | .13 |
| | Northern Virginia Community College | | • | Intercom: weekly, 1 color, typeset, 2 pages | 2,000 | \$68 | .03 |

Source: ILARC Survey of Case Study Agencies.

Employee newsletters can play an important communication role in State government, but only if agencies carefully assess their needs and evaluate their efforts. As currently produced, few employee newsletters reviewed appeared to be appropriate. Fillers such as puzzles, riddles, and articles irrelevant to State employment should be discontinued. Substantive information should comprise the bulk of newsletters and be balanced with morale and recognition articles. If assessments reveal that newsletters are not of value, these newsletters should be eliminated.

Agencies should consider issuing newsletters on an as-needed basis, or as a supplementary attachment to the bi-monthly *Personnel Communique*. At all times, newsletters should be produced in compliance with the Division of Purchases and Supply guidelines and at a minimal cost.

MAGNITUDE AND COST OF STATE PUBLICATIONS

The number and cost of publications have varied during each of the last three fiscal years. According to Virginia State Library records, 9,491 publications have been produced over the three years with a printing cost of \$14,773,651 (Table 4). These figures may be somewhat conservative because agencies complete the inventories in an inconsistent manner.

Table 4

NUMBER AND COST OF STATE PUBLICATIONS

| | <u>FY 1979</u> | <u>FY 1980</u> | <u>FY 1981</u> | <u>Total</u> |
|------------------------|----------------|----------------|----------------|--------------|
| Number of Publications | 2,712 | 3,547 | 3,232 | 9,491 |
| Quantity Printed | 29,905,752 | 34,882,749 | 42,372,836 | 107,161,337 |
| Cost | \$4,016,283 | \$4,789,892 | \$5,967,476 | \$14,773,651 |

Source: Virginia State Library Inventories.

Publications observed by JLARC staff ranged from austere to extravagant, but generally agencies were found to be responsible in the production of publications. The manner and expense of the Commonwealth's publications are generally appropriate. Exceptions were found, though, and several agencies regularly produce publications which seem to fall outside the realm of general acceptability.

In both cost and number of titles, universities and colleges rank among the State's largest producers of publications (Table 5). These publications include catalogs, brochures, newsletters, handbooks, and a wide variety of other materials. In both FY 1979 and FY 1980, five of the top ten agencies by cost were institutions of higher education.

Table 5
TOP TEN AGENCIES BY COST
FY 1981

| <u>Rank</u> | <u>Agency</u> | <u>Cost</u> | <u>Description</u> |
|-------------|---|-------------|---|
| 1 | University of Virginia | \$685,114 | Catalogs, schedules, handbooks, pamphlets |
| 2 | Virginia Polytechnic Institute and State University | \$486,593 | Catalogs, schedules, handbooks, pamphlets |
| 3 | Conservation & Economic Development | \$470,706 | Maps, reports, studies, newsletters |
| 4 | Department of Motor Vehicles | \$428,408 | Drivers manuals, reports |
| 5 | Northern Virginia Community College | \$292,704 | Catalogs, schedules, handbooks, pamphlets |
| 6 | Highways and Transportation | \$277,970 | Maps, reports, statistical reports, studies |
| 7 | Old Dominion University | \$261,451 | Catalogs, schedules, handbooks, pamphlets |
| 8 | James Madison University | \$176,621 | Catalogs, schedules, handbooks, pamphlets |
| 9 | Department of Education | \$165,805 | Brochures, handbooks, guides, studies |
| 10 | Virginia Commonwealth University | \$161,731* | Catalogs, schedules, handbooks, pamphlets |

*FY 1979 figure - recent figures not available.

Source: Virginia State Library Inventory and JLARC Survey.

JLARC Survey Agencies

The methodology to select survey agencies was devised to provide a closer look at a variety of State agencies with a range of publication expenditures. Agencies were grouped by expenditures for printing. Case study agencies were then randomly selected from each of six groups (Figure 3).

The survey agency findings reveal that the numbers and costs of publications vary greatly among agencies (Figure 4). Smaller agencies generally have fewer publications. For example, Mecklenberg Correctional Institute, the Office of the Secretary of Commerce and Resources, Powhatan Correctional Center, and Hiram Davis Medical Center did not produce any publications during FY 1979, 1980, or 1981.

Of the agencies surveyed, institutions of higher education produced the greatest number of publications. For example, James Madison University produced 554 publications during FY 1979, 1980 and 1981. Radford University produced 289. Mary Washington College produced 213. Northern Virginia Community College produced 203. And Virginia State University produced 147. (Records for John Tyler Community College are not complete for this time period and were therefore eliminated from this tabulation). These five agencies spent a total of \$1,634,940 over the three-year period for publications, representing 40 percent of the total publications expenditure of the 30 survey agencies. Any plan to limit agency publications statewide would have to take into account institutions of higher education.

The total amount expended by survey agencies for publications rose slightly from FY 1979 to FY 1980, from \$1,240,068 to \$1,522,587, but it decreased to \$1,485,499 in FY 1981. The survey agencies produced fewer publications in FY 1980 than in FY 1979, but they produced more in FY 1981. The number of publications which cost \$300 or more steadily decreased each fiscal year from 326 to 316 to 305. These figures seem to indicate that survey agencies are not disproportionately increasing the number and cost of publications each year.

Funding

The agencies surveyed make use of varied funding sources for producing publications. These sources include general funds, non-general funds, and other independently derived funds.

The majority of publications generated by State agencies are funded with general fund monies. Many, however, are financed with non-general funds. For example, the Department of Game and Inland Fisheries operates primarily with dedicated special revenues raised from the sale of hunting and fishing licenses and boating registrations. The department was appropriated over \$10 million in dedicated special revenues in FY 1981. The department also receives some federal funds. Publications produced by the department are funded by one or both of these two sources.

Figure 3

LEVELS OF AGENCY PUBLICATIONS EFFORTS

Level 1

The Powhatan Correctional Center is one of 12 major institutions run by the Department of Corrections, and has a capacity of 515 inmates. The center does not produce any publications, nor does it incur any publications expenses.

Level 2

The Council on the Environment is responsible for implementing the Virginia Environmental Quality Act. The council is specifically mandated by the Code to produce an annual report on Council activities and the state of the environment. This report is to be published, issued to the Governor, and made available for purchase by citizens. In addition, the council produces two newsletters and other miscellaneous brochures. In 1980, the council produced four major publications and 12 newsletters for a total cost of \$4,625.

Level 3

The Department of Alcoholic Beverage Control oversees the sale and distribution of all alcoholic beverages in the Commonwealth. The department produces price lists and other materials for use in the 250 ABC stores throughout the State, an annual report, an employee newsletter, regulations, licensee bulletins, and other miscellaneous publications. During FY 1979, 1980, and 1981, the department reports it spent \$55,760 to produce a total of 30 publications. ABC has a print shop.

Level 4

The Department of Agriculture and Consumer Services is responsible for promoting the broad economic development of Virginia's agriculture and the welfare of all consumers in the use of goods and services. The department produces many bulletins, brochures, directories, annual reports on specific topics, and other miscellaneous publications. During FY 1979, 1980, and 1981, the department reports it spent \$172,286 producing 143 publications. The department has a print shop.

Level 5

Radford is a State university offering comprehensive undergraduate and selected graduate programs to approximately 6,000 students. The university reports it produced 289 publications over the three year period, including admissions materials, course catalogs, Radford Magazine for alumni and parents, calendars, posters, and brochures. Some of these were produced internally at the Radford print shop, while others were printed commercially. Publication expenses for the three years total \$211,428.

Level 6

The Department of Highways and Transportation is responsible for the construction and maintenance of the Commonwealth's highway system. DHT reports it expended a total of \$889,047 during FY 1979, 1980, and 1981 producing 94 publications. The department generates maps, technical manuals, plans, environmental impact statements, an annual report, an employee newsletter, and other miscellaneous publications. The department has a print shop.

Table 6

CASE STUDY AGENCY PUBLICATIONS

| Agency | Number of Publications | | | Expenditures | | |
|---|------------------------|----------------|----------------|--------------------|--------------------|--------------------|
| | 79 -/+ | 80 -/+ | 81 -/+ | 79 | 80 | 81 |
| Apple Commission | 1/1 | 0/2 | 2/2 | \$ 749 | \$1,345 | \$1,514 |
| Department of Accounts | 0/1 | 0/1 | 0/6 | 1,184 | 1,490 | 11,637 |
| Hiram W. Davis Medical Center | 0/0 | 0/0 | 0/0 | 0 | 0 | 0 |
| Office of Employee Relations Counselors | 0/1 | 1/0 | 0/1 | 450 | 16 | 404 |
| Powhatan Correctional Center | 0/0 | 0/0 | 0/0 | 0 | 0 | 0 |
| Council on the Environment | 0/3 | 0/3 | 2/3 | 3,701 | 4,625 | 3,697 |
| DeJarnette Center for Human Development | 1/0 | 0/0 | 0/0 | 120 | 0 | 0 |
| Mecklenburg Correctional Center | 0/0 | 0/0 | 0/0 | 0 | 0 | 0 |
| Office on Minority Business Enterprises | 6/1 | 5/1 | 5/0 | 1,185 | 3,518 | 600 |
| Secretary of Commerce and Resources | 0/0 | 0/0 | 0/0 | 0 | 0 | 0 |
| Department of Alcoholic Beverage Control | 1/11 | 0/11 | 0/7 | 20,789 | 17,642 | 17,329 |
| Division for Children | 9/10 | 1/7 | 0/4 | 47,347 | 23,242 | 17,240 |
| John Tyler Community College | N/A | N/A | 16/4 | N/A | N/A | 17,654 |
| Virginia Council for the Deaf | 3/3 | 0/6 | 0/5 | 4,598 | 6,344 | 6,323 |
| Woodrow Wilson Rehabilitation Center | 3/5* | 3/6* | 3/6* | 8,139* | 8,139* | 8,139* |
| Department of Agriculture and Consumer Services | 25/12 | 30/28 | 27/21 | 44,241 | 63,309 | 64,736 |
| Department of Planning and Budget | 8/22 | 0/8 | 2/4 | 19,173 | 54,771 | 10,533 |
| Mary Washington College ** | 27/11 | 24/13 | 125/13 | 9,836 | 33,789 | 29,869 |
| State Council of Higher Education | 1/10 | 3/10 | 10/4 | 9,302 | 46,723 | 4,670 |
| Virginia State University ** | 32/17 | 26/19 | 37/16 | 26,910 | 27,178 | 18,453 |
| Department of Personnel and Training | 2/11 | 2/13 | 5/10 | 18,075 | 62,949 | 41,818 |
| Department of Rehabilitative Services | 6/6 | 8/9 | 5/10 | 9,918 | 16,514 | 21,452 |
| Office of Energy and Emergency Services | 12/2 | 8/1 | 6/1 | 1,356 | 824 | 793 |
| Radford University | 91/14 | 84/13 | 74/12 | 62,194 | 60,866 | 88,368 |
| State Corporation Commission | 14/26 | 34/19 | 31/21 | 56,609 | 61,146 | 61,790 |
| Commission of Game and Inland Fisheries | 1/13 | 2/8* | 3/9* | 201,532 | 217,412* | 217,412* |
| Department of Highways and Transportation | 7/18 | 10/27 | 16/16 | 266,594 | 344,483 | 277,970 |
| Department of State Police | 3/10 | 3/11 | 3/10 | 52,840 | 40,461 | 93,773 |
| James Madison University ** | 144/70 | 106/66 | 72/96 | 118,826 | 144,890 | 176,621 |
| Northern Virginia Community College | 11/48 | 22/34 | 64/24 | 254,400 | 280,911 | 292,704 |
| Total | 408/326 | 372/316 | 508/305 | \$1,240,068 | \$1,522,587 | \$1,485,499 |

Note:
 - = Publication cost under \$300
 + = Publication cost equal to or greater than \$300

*average derived from multi-year figure provided by agency.

**figures do not include all posters and brochures.

The State Apple Commission is another agency funded with dedicated special revenues. All agency expenses, including publications, are paid for with revenues generated by a special apple tax imposed on apple growers and packers throughout the Commonwealth.

Many agencies make use of federal funds to finance publications. At other times federal funds may be commingled with State funds, and this combination of funds may pay for a publication. Agencies may also make use of federal funding by distributing publications printed by the federal government through State offices. The Office of Energy and Emergency Services does this extensively. Publications funded with federal money are not included in the lists or figures throughout the report.

Independent sources provide another type of funding for publications. Institutions of higher education often use this option by having a foundation, associated with but separate from the institution, in charge of fund raising and donations. The institution, technically the foundation, then has full discretion over the manner in which those funds are expended. As an example, Mary Washington College at one time printed full-color admissions materials with foundation funds. When the college determined that it was permissible to print these with State funds and that other institutions regularly did so, it started paying for admissions materials with State monies. The foundation currently finances other publications.

Another way to make use of independent funds is to secure assistance from private sources. For example, the Office of Energy and Emergency Services is mandated to print emergency evacuation plans. Because these are of interest to the Virginia Electric and Power Company, VEPCO prints and distributes the plans after they are prepared by the State.

Although JLARC was able to construct expenditure data for publications, precise funding data on publications is not available. Agencies do not (1) budget for publications or printing; (2) aggregate fund source data for publications; or (3) specifically account for publication expenditures on the Commonwealth Accounting and Reporting System. Should the State require precise data on a regular basis, an appropriate modification to these data sources or the VSL inventory could be directed.

Components of Cost

A general expectation exists that publications of State agencies should be attractive and effective yet austere. As with all government activities, publications should be produced with a minimum of expense. The use of multiple colors, color photographs, expensive paper stocks, odd size papers, multiple folds, tabbed pages, embossings, cutouts, bleeds, and other specialized printing procedures add extensively to the cost of a document. Because of their expense, they are generally inappropriate for State publications. Overall, the following factors influence costs:

- technical considerations;
- quantity;
- distribution; and
- preparation.

Technical Considerations. Most publications observed by JLARC were printed in one color on standard paper and were executed without specialized processes. While few problems were observed with use of paper and specialized processes, use of multiple colors of ink was the most frequently observed exception. Approximately one-quarter of the 978 publications reviewed during the Virginia State Library daily survey were printed in more than one color ink. This practice violates Section 5.7 of the Division of Purchases and Supply Agency Procurement Manual which states that "except for promotional brochures and booklets, all printing should be done in one color."

Despite this guideline, many publications which are wholly unrelated to promotion are printed in multiple colors at additional cost to the State.

Crash Facts 1980 is issued by the Department of State Police. *Crash Facts*, which contains tables and graphs reporting highway accident statistics, is done in two colors.

* * *

Crime in Virginia 1980, also issued by the Department of State Police, reports crime statistics in four colors.

* * *

Woodrow Wilson Rehabilitation Center has produced a 12-page booklet describing the center's programs. The booklet has a full color photograph on the cover. The text is printed in black.

In reviewing the publications of case study agencies, some patterns of color usage emerged. The four-year schools, including James Madison University, Mary Washington College, Radford University, and Virginia State University, have used multiple and full colors extensively in their admissions materials. In addition, Radford and James Madison used multiple colors extensively with other publications. Institutions of higher education are not alone in routinely using multiple colors.

The Department of Game and Inland Fisheries must use color in wildlife identification brochures. However, multiple colors are also used in preparing general information pamphlets and brochures which do not identify wildlife.

* * *

The Department of Personnel and Training routinely uses two colors in its posters, brochures, and reports.

* * *

The Department of Rehabilitative Services and Woodrow Wilson Rehabilitation Center routinely use two and three colors on their publications.

Some agencies, such as the Division for Children, John Tyler Community College, the Department of Planning and Budget, Department of Accounts, and Council for the Deaf seldom use multiple colors.

To determine the additional cost of two color printing and other processes, JLARC received estimates from two printers on the additional costs incurred with each (Table 7). As the table shows, specialized processes add significantly to the cost of a publication. The use of a second color, for example, added from \$1,000 to \$3,000 to the cost of the publication.

Table 7

ESTIMATES SHOWING THE ADDITIONAL COST OF SPECIALIZED PROCESSES
November, 1981

| <u>Specification</u> | <u>Printer Estimate of Cost</u> | |
|--|-------------------------------------|----------|
| | <u>A</u> | <u>B</u> |
| Basic publication - camera ready | \$3,618 | \$2,400 |
| •black ink throughout | | |
| •8½" x 11" | | |
| •100 pages | | |
| •65 pound cover stock | | |
| •saddle stitch | | |
| •1000 copies | | |
| Additions | | |
| •2 colors throughout | \$3,053 | \$1,050 |
| •full color photograph on cover | 700 | 1,200 |
| •80 pound coverstock | 14 | 20 |
| •blind embossing of State seal on cover | 400 | 300 |
| •25 percent rag paper | 207 | 550 |
| •10 bleeds | 45 | 75 |
| Total | \$8,037 | \$5,595 |

In most cases, agencies should be restricted to the use of one color on State publications. Instances where the use of multiple colors are permissible should be clearly defined in policy, and letters of justification should be required for all exceptions.

Quantity and Distribution Costs. The quantity and distribution of publications also influence cost. Agencies generally estimate the quantity of publications that will be needed by considering past needs. The size of some audiences is easy to calculate, such as students enrolled, State employees, or apple taxpayers. Other demand factors, such as public requests, however, are more difficult to estimate. Agencies should continue to consider very carefully the past demands for publications in determining the quantity of publications to print, and should reduce the quantity wherever possible. An unused publication could represent only a few cents wasted or \$59--as would be the case with an unused State Corporation Commission annual report.

Distribution costs also add significantly to the total expenses incurred with a publication, and should therefore be carefully considered. For example, the Northern Virginia Community College prints 470,000 class schedules for \$41,500 each quarter. The cost to distribute each printing has been \$19,300, adding up to a combined printing and distribution cost of \$243,200 each year.

Section 2.1-467 of the *Code* calls for the distribution of annual reports to the following:

1. The Governor;
2. The President of the Senate;
3. Each member of the General Assembly;
4. Each institution and head of department;
5. The Virginia State Library;
6. Clerk of the Senate and Clerk of the House of Delegates;
7. Law Library of the University of Virginia;
8. Division of Purchases and Supply, Department of General Services.

This mandate results in the production of 358 reports and the related expenses of preparing and distributing them.

Although agencies are not delegated discretion in this area, some have taken steps to contain distribution-related costs. In 1979, the Virginia Community College System polled members of the General Assembly to see if they wanted to receive reports. Of the 140 members polled, only four wanted all of the community colleges' annual reports. Most wanted only the reports of the colleges in their area. This alone represented a potential reduction of almost 3000 report copies to be printed and distributed. Only 50 members indicated that they wanted the system's report. This has resulted in measurable cost savings, as indicated by the following example.

The Virginia Community College System began to look seriously at the quantity of annual reports printed by system offices each year. In 1978, the number was 4,000. In 1979, the quantity was cut to 3,500 with no repercussions. In 1980, the quantity was reduced again to 3,000. After surveying needs again in 1981, the VCCS cut its quantity to 1,700.

A change in format was also undertaken. The annual report was printed in brochure instead of booklet form. A substantial cost reduction resulted. While 3,000 copies of the 1980 report cost \$1,357, the 1981 brochure cost only \$293 for 1,700 copies.

Another section of the Code causes confusion regarding the distribution of publications. Section 2.1-467.6 states that agencies may send publications to members of the General Assembly unless they have specifically asked not to receive them.

Section 2.1-467.6. Distribution of publications to members of General Assembly; mailing lists.--State agencies may send their publications to each member of the General Assembly, unless such member shall have filed with the Division of Purchases and Supply a request that he not be sent such reports or not be sent reports from agencies named by him and that his name be deleted from the mailing list; such Division shall notify all agencies involved. State agencies shall update their mailing lists annually and shall limit the quantities printed to the reasonably foreseeable demand.

Agency adherence to these statutes has resulted in legislators and agency heads alike receiving unwanted annual reports and other publications. To ensure that individuals receive only those publications they want or need, the General Assembly may wish to amend Section 2.1-467 and repeal Section 2.1-467.6 of the Code to direct DPS to survey legislators and agency heads on a biennial basis. Each would be asked to designate those agencies whose reports he or she wishes to receive. DPS should also make provisions on the list for individuals to specify the types of agency reports they wish to receive, including annual or biennial, recurring, major, or all reports. Agencies would be informed by DPS as to those individuals who wish to receive their reports and should limit distribution accordingly.

Several agencies have initiated money-saving distribution practices. For example, the Department of Agriculture and Consumer Services uses address correction information on certain publications. This service costs 25 cents per returned item and guarantees that a publication will be returned to the sender if the addressee has moved. Because the cost of sending the item far exceeds the cost of the service, the department saves money by purging its mailing lists based on

returned material. The department is also considering requesting that individuals send in stamped, self-addressed envelopes to receive many of their publications.

The Department of Highways and Transportation is in the process of revising the format of the "Garden Week" map so it can be mailed as a self-contained flier for 20 cents. Previously maps were mailed in an envelope for 52 cents. A conservative figure of 50,000 maps mailed will result in a savings of approximately \$16,750. The department is also planning to print the official State highway map as a self-mailer. The Office of Energy and Emergency Services refers people to libraries to view their publications when appropriate. And the Council for the Deaf, after studying mailing and distribution costs, decided it could save money by working with a mailing agency to make use of the bulk presorted rate when mailing quarterly newsletters.

The Secretary of Administration and Finance should take steps to ensure that agencies are using the least costly methods of distribution. Mailing lists should be thoroughly purged on a regular basis. The Division of Purchases and Supply should develop and distribute guidelines to assist agencies in their distribution practices.

Preparation Costs. A cost factor that is often overlooked when calculating the cost of publications is staff time devoted to preparation. This time may be devoted to such activities as writing, preparing graphics, layout, editing, typesetting, and proofreading. Preparation may be done in-house, or an agency may contract for the various services. As the complexity of a publication increases, so usually does the preparation time required.

Although agencies acknowledge that staff spend time preparing publications, it was difficult for them to calculate accurately the time and expense involved. In instances where artwork, typesetting, or layout were contracted, agencies can supply contract costs, but again they must estimate other preparation costs. The following example shows how the cost of publications grow significantly when all preparation time is considered.

The Department of Highways and Transportation produced 32 publications during FY 1981 with an associated printing cost of \$277,970. Information collected by DHT indicates that 163 employees spent portions of their time preparing these publications. Based on employees' own estimates, approximately \$265,900 in staff time was spent preparing publications. When the cost of preparation is added to the cost of printing, a more complete cost of \$543,870 for publications is derived.

Not included in these totals is the time of staff members in the Environmental Quality and Transportation Planning Sections. These individuals spent approximately \$1,129,906 in staff time developing environmental impact statements and transportation plans during FY 1981. Major portions of this time, however, are devoted to research and should not be counted as publication costs. These figures are therefore excluded from the preparatory costs listed above.

Agencies should consider all costs when evaluating a publication, including preparation, printing, and distribution. As the true costs of publications are revealed, the need to eliminate unnecessary publications and reduce the size of others becomes evident.

AGENCY CONTROL OF PUBLICATIONS

Internal processes used by State agencies to control the publications function are independently formulated. However, most agencies generally follow a similar sequence of events (Figure 4).

Although the independently derived processes usually result in appropriate publications, greater attention to several steps in the process could strengthen the State's overall publication effort and save money. Key areas requiring further attention are needs assessments and evaluations.

Needs Assessments and Evaluations

Few agencies do formal needs assessments or formally evaluate publications. Although agencies have conducted their publications activities responsibly for the most part, agencies that have done formal assessments and evaluations have made some significant changes.

In many cases, agencies become aware of needs after receiving requests for information, observing publications of other agencies, initiating a new program or policy, or considering past history. While this practice sometimes works, an agency can lose sight of its overall objectives if it does not periodically consider each publication in the context both of the entire organization and of other publications that may exist. Radford University has demonstrated how an overall needs assessment can benefit an agency.

As the result of an overwhelming and growing workload for publications staff, Radford University decided in 1979 to do an intensive, internal assessment of all university publications. The

Figure 4
PUBLICATIONS PROCESS

| Step # | Activity | Number of Agencies Completing Step | | |
|--------|--|------------------------------------|----|------|
| | | Yes | No | N/A* |
| ① | Formal needs assessment | 7 | 19 | 4 |
| ② | Additional exploration • once need is identified, generate additional information for decision makers | 25 | 1 | 4 |
| ③ | Decisions to/not to proceed • responsibility not necessarily centralized | 26 | - | 4 |
| ④ | Planning • knowledge of State and agency guidelines | 23 | 3 | 4 |
| ⑤ | Decision to execute • centralized in agency | 21 | 5 | 4 |
| ⑥ | Execution | 26 | - | 4 |
| ⑦ | Product | 26 | - | 4 |
| ⑧ | Distribution to target groups • economical | 25 | 1 | 4 |
| ⑨ | Formal evaluation | 7 | 19 | 4 |

*Four agencies in the survey did not produce publications.

principal findings from the assessment were that many publications were of poor quality, that not all publications were needed, and that many could be consolidated or eliminated.

The university made many changes based on their findings. Five university calendars were collapsed into one. All departmental newsletters were discontinued, and a multipurpose magazine was initiated to take their place. A moratorium was placed on departmental brochures, and departments are urged to use the official prospectus instead. The student handbook and catalog were reformatted

and pictures were eliminated from each. The total number of catalogs printed has decreased by 3,500 since 1978, and the university is more selective in distribution. Overall, emphasis was placed on quality rather than quantity.

The university can now produce high-quality publications with the money it has designated for publications rather than an excessive number of lower-quality documents. The university feels that quality documents have helped the school with its image-building efforts during recent years.

Several case study agencies evaluate their publications. For example, the Division for Children includes an evaluation form in many of its publications. Reader comments and suggestions help the division update, revise, and even decide if a publication is to be reprinted. The Department of Personnel and Training surveys newsletter readers to ensure that newsletters are accomplishing objectives. The Office of Energy and Emergency Services uses hotline inquiries as a basis for establishing the need for a publication. Some agencies and institutions of higher education submit publications to various organizations to be professionally critiqued.

All agencies would benefit from similar types of assessments. In addition to thoroughly exploring and validating the need for a publication before it is produced, agencies should be encouraged to periodically evaluate all publications.

CONCLUSION AND RECOMMENDATIONS

State agencies spend millions of dollars annually for publications. Most publications seem to be consistent with agency goals and are conservatively produced. Several actions, however, could be taken to reduce the number of reports produced by State agencies, which would result in cost savings to the Commonwealth.

Annual Reports and Newsletters

Many State agencies produce annual reports. Although agencies have the flexibility to determine the content and format of their annual reports, many feel they are directed by law to produce one. However, Section 2.1-2 of the Code, which is frequently cited as the authority for reporting, is not a mandate. Other agencies with specific legislative mandates to prepare annual reports do not feel they are necessary.

Recommendation (1). The Secretary of Administration and Finance with the assistance of the State Information Committee, should (a) evaluate the need for annual reports and (b) identify for the General Assembly and Governor those agencies that should report biennially, annually or not at all.

Recommendation (2). The General Assembly and the Governor should consider mandating biennial rather than annual reporting. Agencies to be exempted from biennial reporting should be clearly designated.

Recommendation (3). The State Council of Higher Education should seek amendment or repeal of sections of the Code mandating annual reports from institutions of higher education. The Secretary of Administration and Finance should evaluate existing annual reports and recommend by name those which should be continued or discontinued. The secretary should also recommend standard limitations to the content, format, length, and expense of annual reports.

Employee newsletters can play an important role in State agencies, but only if agencies carefully assess their needs and evaluate their efforts. As currently produced, few employee newsletters reviewed appeared to be appropriate.

Recommendation (4). State agencies, with the assistance of the State Information Committee, should evaluate their newsletters. Fillers such as puzzles, riddles and articles irrelevant to State employment should be discontinued. Substantive information should constitute the bulk of newsletters and be balanced with some morale and recognition articles. If assessments reveal that newsletters are not of value, these newsletters should be eliminated.

Agencies should also consider issuing newsletters on an as-needed basis, or as a supplementary attachment to the bi-monthly Personnel Communique. At all times, newsletters should be produced in compliance with DPS guidelines and at minimal cost.

Report Distribution

Substantial over-distribution of annual and other reports occurs because of Section 2.1-467 and Section 2.1-467.6 of the Code. Many legislators and agency heads receive reports which they neither need, read, nor want.

Recommendation (5). The General Assembly may wish to amend Section 2.1-467 and repeal Section 2.1-467.6 of the Code to direct DPS to survey legislators and agency heads on a biennial basis. Each would be asked to designate those agencies whose reports he or she wishes to receive. DPS should also make provisions on the list for individuals to specify the types of agency reports they wish to receive, including annual or biennial, recurring, major, or all reports. Agencies should be informed by DPS as to those individuals who wish to receive their reports, and should limit distribution accordingly.

The State does not offer guidance to agencies regarding economical distribution practices, and practices vary between agencies. Several agencies, however, make use of methods which save money on distribution.

Recommendation (6). The Secretary of Administration and Finance should take steps to ensure that

- (a) agencies make use of economical methods of distribution;*
- (b) mailing lists are purged on a regular basis; and*
- (c) the Division of Purchases and Supply develops and distributes guidelines to assist agencies in their distribution practices.*

Needs Assessments

Few agencies conduct formal needs assessments related to their publications. Those that have can show reduced, more effective publications efforts.

Recommendation (7). The Secretary of Administration and Finance should take steps to ensure that agencies conduct needs assessments of their publications. Objectives should include reducing the number and cost of publications.

Reports Proposed for Modification or Elimination

SJR 166 requires that JLARC "recommend specifically where publications should be eliminated."

Recommendation (8). Publications recommended to the Secretary of Administration and Finance for modification or elimination are presented in Appendix C. Most were reviewed during the daily survey at the Virginia State Library or in case study agencies.

III. STATE OVERSIGHT OF PUBLICATIONS

Although management of publications is essentially left to the discretion of individual agencies, limited oversight is provided from three sources. The Secretary of Administration and Finance, the Division of Purchases and Supply, and the Virginia State Library each play a part in overseeing or influencing State publications.

The Secretary of Administration and Finance is responsible for the general administration and financing of State government. As part of this responsibility, the secretary oversees the State Information Committee. This committee was established by the Governor's secretaries in 1973 to review the State's public information activities and to make recommendations for improved efficiency. The committee has been in existence since that time.

Concurrent with the passage of SJR 166, the committee was directed to conduct a study of State publications. The secretary has issued several memoranda regarding the study, and has distributed Part I of the study to State agencies. The study has heightened agency awareness of State interest in publications and may have discouraged some excessive publications practices. The final report of the committee has not been released.

THE DIVISION OF PURCHASES AND SUPPLY

The Division of Purchases and Supply of the Department of General Services has the largest role in the oversight of State publications. The division is the centralized purchasing agent for materials, equipment, and supplies required by State agencies and institutions. In addition, the division is responsible for procuring State printing and overseeing all State-operated print shops. As part of its general responsibility for printing, the division has developed guidelines for agencies to follow in producing publications.

Agencies surveyed by JLARC generally felt that DPS services regarding printing have improved significantly since 1979. At that time, the division was found to be riddled with scandal and was subsequently reorganized. Twenty-four of 30 case study agencies stated that they were generally satisfied with DPS. (Four of the 30 agencies do not produce publications and were not familiar with DPS printing services. Only two agencies were not satisfied.) The division is to be commended for its improved services to other agencies.

Printing Guidelines

Section 2.1-458 of the Code states that the division shall be responsible for the procurement of all public printing. The division conducts competitive bidding to secure printers for agencies with printing jobs exceeding \$500. This arrangement causes no confusion; agencies appear to understand and follow the process.

The division has established guidelines for agencies to follow in producing publications. Among other guidelines are the following:

- Except for promotional brochures and booklets, all printing should be done in one color. Any request for an exception to this should be accompanied by a letter of justification.
- Colored inks should be described by the PMS number. Matching inks by other than the PMS number is both difficult and costly. Black ink is standard unless used for MICR (Magnetic Ink Character Recognition) or OCR (Optical Character Recognition).
- Agencies should avoid papers which a printer must special order, if possible.
- Agencies should, wherever possible, design publications around a standard size of paper. Paper is stocked in standard sizes. Bond paper, for example, comes in sheets of 17" x 22", which can be cut without waste into page sizes of 8½" x 11" or 5½" x 8½". Offset paper comes in sheets of 25" x 38", which with a minimum of trimming, produces 32 (front and back) 6" x 9" pages. Any page size which requires trimming into an odd configuration increases the cost of the job.

Confusion does exist with the guidelines, primarily because of the exclusion of promotional items from the one-color rule without a definition of promotion. This automatic exception should apply only to promotional publications of the Division of Industrial Development, Virginia Port Authority, Virginia State Travel Service, Department of Agriculture and Consumer Services, and several other agencies which have designated promotional responsibilities. These agencies frequently need to produce multi-color publications.

Because promotional items are not defined, however, agencies may interpret any publication as promotional. This decision is rarely questioned. For example:

The Department of Taxation viewed its most recent annual report as a promotional item. In trying to promote better internal morale, the department went with a three-color report on thick paper stock with illustrations. The cost to print the report was \$4,212 for 1,600 copies, or \$2.63 per copy.

The classification of this type of publication as promotional is questionable.

In addition, DPS does not request and agencies do not submit letters of justification for multiple-color printing. Except for promotional documents, these letters should be required for all exceptions to the one-color rule. Letters should be signed by the agency head and a copy forwarded to the appropriate Governor's secretary. This control would at least assure that the agency head is in agreement with the need for the exception.

A related issue is the classification of college and university admissions materials as promotional items. An informal understanding exists between DPS and institutions of higher education that multiple-color admissions materials may be paid for with general funds. The understanding does not appear to have been clearly communicated to all institutions, however, and some schools continue to finance these types of publications with private funds. In effect, agencies in compliance with the written guidelines are being penalized.

DPS guidelines should be clarified. The division, with assistance from the Secretary of Administration and Finance, should better define promotional items. Policies on higher education materials should be standardized with the assistance of the Secretary of Education. Clarified policies should then be uniformly communicated to all State agencies and institutions.

Competitive Bidding Process

A major DPS responsibility is to competitively bid all agency printing in excess of \$500. As part of this process, the division is obligated to award each printing job to the lowest qualified bidder. The low bidder would be awarded the job unless DPS or the client agency could document that the bidder is indeed unqualified.

The division has the authority to delegate responsibility for the procurement of printing to designated agencies.

Section 2.1-447. Direct purchases by using agencies.--The Division shall have the power, by general rule or special order, to permit purchases of any material, equipment, supplies or printing whatsoever to be made by any using agency directly, and not through the Division, whenever it shall appear to the satisfaction of the Division that by reason of the excess transportation costs, a lower price with equal quality can be obtained by the using agency, or for any other reason, which in the judgment of the Division warrants such exemption.

DPS has done so with two institutions, the University of Virginia and Virginia Polytechnic Institute and State University. Although these

institutions can procure their own printing, all purchases are supposed to be made in compliance with DPS procedures for competitive bidding.

Those agencies which bid through DPS are not altogether satisfied with the use of low bidders. Sixteen of the 30 case study agencies indicated that they have experienced some difficulties with low bidders over the past two years. Problems have included untimely delivery, poor color separations, repeated typographical errors, and general inking problems. For example:

The State Corporation Commission initiated the printing of its 1980 annual report by submitting printing specifications to DPS in March 1981. The bid was awarded by DPS and a purchase order was completed on April 20. The purchase order stated that delivery had to be made by August 1. The SCC did not receive the report until October 30, 1981.

* * *

The 1981 commencement program of the Northern Virginia Community College was riddled with typographical errors made by the printer while correcting other errors pointed out by the college. Words were misspelled, type was reset in bold face giving importance to certain aspects of the program that the college did not wish to emphasize, and a board member was listed on page one as appearing with the college chorus.

* * *

Specifications for a publication currently available from the Division for Children called for a solid red cover with black letters and a photograph. Because of poor inking, the cover is a mottled red. Because of press limitations, the printer could not produce a solid red page and had to border the cover in black. In addition, poor registration caused white edges around each of the letters. The division staff refer to this booklet as their ugly publication.

Agencies state that printers are usually cooperative about reprinting to correct their problems. The Department of Accounts, for example, was dissatisfied with a manual, and the manual was reprinted at the printer's expense.

Reprinting cannot always solve the problem, however. In the case of Northern Virginia Community College, the college had to use the programs as printed because there was no time for a reprint. According

to the college, using the flawed programs caused confusion and embarrassment on commencement day.

To help eliminate these types of problems, DPS should intensify its efforts in qualifying bidders for the bid list. Whenever possible, DPS should continue to verify a shop's capabilities with a site visit and staff interviews before placing a shop on the bid list. Repeat offenders that do not show significant signs of improvement should be removed from the bid list permanently or for an extended period of time. DPS should arrange for a penalty fee for lateness or faulty work on items such as the commencement program discussed above.

DPS cannot help solve problems if the problems are not brought to its attention, however. Although the division has a clearly articulated complaint filing system, many agencies do not formally register complaints with DPS. Agencies must follow through on complaints with printers and formally document them with DPS.

Another problem experienced with printers is overruns. Section 5.12 of the Agency Procurement Manual and Section 12.8 of the Vendors Manual state that agencies may accept over and underruns on publications:

Although an agency may insist on the exact quantity ordered, it may accept an overrun of not more than ten percent provided that the overrun shall cost no more than 60 percent of the base unit price or, if required in the invitation, the incremental quantity cost. Any agency may also accept an underrun, provided that credit is allowed at the full base unit price or incremental quantity cost.

According to the Division of Purchases and Supply, this practice is a long standing one in the printing industry and one that helps ensure delivery of the desired number of copies by accounting for spoilage in the printing process. DPS urges agencies with high volume publications to limit the number of overrun copies that will be accepted. In spite of these provisions, some agencies have received more publications than they want or need. For example:

The Department of Highways and Transportation enters into year-long contracts with printers to produce their monthly employee newsletter, the Bulletin. Until this year, department staff believed that overruns were a printing necessity, but had limited the overrun to five percent. The current printer has delivered 850 extra copies, a five percent overrun, each month of this contract year. The department pays approximately \$125 each month for this overrun, which it throws away. As a result of this problem, the department is specifying that it will not accept overruns in the contract it is currently formulating for next year.

Agencies should consider very carefully the quantity of publications needed and assess the value of receiving overruns. If additional copies cannot be used, agencies should disallow or strictly limit overruns to save money.

Several agencies surveyed stated that coordination with printers in other parts of the State, or in other states, often caused problems. The Department of Highways and Transportation, for example, has lost copy in the mail. And John Tyler Community College indicated that the added cost of dealing with a Maryland printer exceeded the difference between the low bid and a local bid.

To solve these geographic problems, contracts should routinely state that printers will be responsible for all coordinative costs such as pick up and delivery of drafts, graphics, and finished products. Agencies should also consider requiring in their request for purchase that printers make a representative available for consultation and follow-up on problems. DPS should insure that bidders can fulfill this requirement.

Oversight of Agency Print Shops

Another major DPS responsibility is oversight of the 58 State agency print shops. Section 2.1-465 of the *Code* states that

the Division may establish criteria and procedures to obtain more economical operation of State printing facilities, provide guidelines to agencies regarding the most beneficial utilization of duplicating and reproduction equipment, and to centralize printing, duplicating and reproduction equipment and services.

In keeping with the responsibilities specified in the *Code*, the division has taken a fairly active stance in its oversight of print shops. The division has approval authority over purchases of new printing equipment requested by State agencies, it conducts an annual survey of all print shops, and it has closed several shops in the past year because of inefficient operations. Still, many agency print shops are not very productive.

All agencies wishing to acquire printing equipment must receive prior approval from DPS. Because the State has informally adopted a "no growth" policy regarding its print shops, most requests for new equipment are denied. But agencies are generally allowed to replace worn out equipment with comparable equipment. An allowance is also made for an efficiency upgrade.

DPS has conducted an annual survey of State agency print shop costs for four years. Data are collected on each shop's expenditures for labor, material, amortization, leases, space, power, maintenance, administration, and other expenses. The division uses these surveys to monitor each agency's printing activities.

Efficiency standards formulated by the Printing Institute of America indicate that labor should be no more than 27-35 percent of total shop operation costs. Materials should run approximately five percent more than labor. The Division of Purchases and Supply feels that a labor rate of 33-40 percent is an acceptable range in a State shop, with materials approximately five percent more.

Analysis of DPS's data reveals that many shops operate well below industry standards for productivity (Table 8). Twenty-one of the 58 print shops had labor expenditures exceeding 40 percent of total shop expenditures. Nine of these agencies had labor expenditures of 50 percent or more. Material costs in 44 of the State's 58 print shops were found to be substantially less than labor costs.

Although DPS has closed six print shops within the past two years, these findings indicate that many of the existing print shops are not functioning efficiently and economically. DPS should perform an in-depth review of each printing operation beginning with those which most exceed industry standards. It should then recommend (1) measures to improve efficiency or (2) the closing of shops that can not be economically justified. Elimination of inefficient shops could reduce the total amount expended on printing each year and make equipment available for other State shops which could better use it.

Coordination of Corrections Printing Services

Another responsibility of DPS is to carry out the provisions of Title 53 of the Code relating to printing services of the Department of Corrections. Section 53-67 requires that all State agencies "shall purchase" needed services from the Department of Corrections rather than from other sources. All purchases must be made through DPS (§53-68). However, the Division may exempt agencies from this requirement in the event such services do not meet the reasonable requirements of the agency (§53-67 and §53-69).

Despite the requirements of Section 53-67, Corprint, the Corrections print shop, has been operating at half capacity for several years. Since FY 1980, the actual number of requisitions routed to Corprint has decreased. Corprint received 618 printing requisitions in FY 1980, 452 requisitions in FY 1981, and only 134 during the first half of FY 1982.

During FY 1981, Corprint provided only \$285,000 worth of printing to State agencies and employed 20 inmates. Using existing equipment, Corprint could provide more than \$600,000 worth of printing and employ approximately 45 inmates. Were Corprint to receive more printing, its fixed costs would decline and productivity and economy would increase. These changes would cause Corprint's prices to be more competitive than they currently are.

Present equipment and limitations inherent in using inmate labor make Corprint best suited to print forms and other documents not

Table 8

PRINT SHOP EXPENDITURES
FY 80

(✓ indicates non-compliance with standard)

| Agency | Print Shop Expenditures | | |
|--|-------------------------|---------|-------------|
| | Total | % Labor | % Materials |
| Alcoholic Beverage Control | \$ 222,071 | 28% | 38% |
| Agriculture and Consumer Services | 71,842 | 39 | ✓19 |
| Bicentennial Committee | 10,401 | 26 | 51 |
| Corrections - Department of | 120,409 | 13 | 28 |
| Corrections Print Shop | 323,810 | 30 | 56 |
| Department of Community Colleges | 75,085 | 40 | ✓11 |
| Department of Highways and Transportation | 328,075 | ✓46 | ✓29 |
| Division of Motor Vehicles | 210,655 | 33 | 35 |
| Eastern State Hospital | 36,098 | ✓61 | ✓26 |
| Education | 133,583 | 29 | 29 |
| Elections | 2,283 | 17 | 63 |
| Employment Commission | 340,104 | 31 | 38 |
| Jamestown-Yorktown Foundation | 5,779 | 36 | ✓18 |
| Labor and Industry | 45,132 | ✓43 | ✓21 |
| Lynchburg Training School | 82,435 | ✓44 | ✓8 |
| Library, Virginia State | 26,261 | ✓46 | ✓28 |
| Mental Health and Mental Retardation | 47,737 | 28 | 28 |
| Printing and Graphics | 626,045 | ✓48 | ✓35 |
| Rehabilitative Services | 31,393 | 20 | ✓11 |
| Rehabilitative School-Penn | 25,390 | ✓58 | ✓9 |
| St. Brides Rehabilitative School | 38,937 | 36 | ✓27 |
| State Police | 97,982 | 29 | 30 |
| Transportation Safety | 6,403 | 25 | 32 |
| Virginia Institute of Marine Science | 85,394 | 20 | 35 |
| Virginia Museum | 14,325 | ✓56 | ✓34 |
| Water Control Board | 117,156 | 31 | ✓17 |
| Welfare | 133,478 | 21 | 26 |
| <u>Institution</u> | | | |
| Blue Ridge Community College | 59,212 | 37 | ✓10 |
| Central Virginia Community College | 40,720 | ✓50 | ✓23 |
| Christopher Newport College | 32,609 | 33 | 33 |
| College of William & Mary | 153,401 | 29 | 34 |

| <u>Institution</u> | <u>Print Shop Expenditures</u> | | |
|---|--------------------------------|----------------|--------------------|
| | <u>Total</u> | <u>% Labor</u> | <u>% Materials</u> |
| Dabney S. Lancaster Community College | 15,474 | ✓59 | ✓ 9 |
| J. S. Reynolds Community College | 85,051 | 18 | ✓ 12 |
| James Madison University | 232,085 | 36 | ✓ 27 |
| John Tyler Community College | 59,681 | ✓46 | ✓ 15 |
| Longwood College | 66,698 | ✓61 | ✓ 11 |
| Mary Washington College | 100,478 | 34 | 38 |
| Mt. Empire Community College | 32,204 | 30 | ✓ 28 |
| New River Community College | 76,021 | 40 | ✓ 16 |
| Norfolk State University | 78,480 | ✓59 | ✓ 23 |
| Northern Virginia Community College | 117,801 | 27 | ✓ 21 |
| Old Dominion University | 631,176 | ✓41 | ✓ 30 |
| Patrick Henry Community College | 27,013 | 35 | ✓ 19 |
| Paul D. Camp Community College | 14,413 | 35 | ✓ 31 |
| Piedmont Virginia Community College | 55,898 | 23 | ✓ 12 |
| Radford University | 141,760 | 39 | ✓ 16 |
| Richard Bland College | 19,921 | 35 | ✓ 15 |
| Southwest Virginia Community College | 46,556 | ✓44 | ✓ 37 |
| Thomas Nelson Community College | 91,029 | ✓41 | ✓ 37 |
| Tidewater Community College | 206,043 | ✓52 | ✓ 15 |
| University of Virginia | 1,338,941 | ✓42 | ✓ 24 |
| Virginia Commonwealth University | 536,855 | 40 | ✓ 27 |
| Virginia Highland Community College | 22,234 | ✓43 | ✓ 29 |
| Virginia State University | 256,900 | 33 | ✓ 18 |
| Virginia Western Community College | 112,656 | 37 | ✓ 33 |
| Virginia Military Institute | 48,694 | ✓44 | ✓ 11 |
| Virginia Polytechnic and State University | 1,348,850 | 35 | 40 |
| Wytheville Community College | <u>35,027</u> | ✓ <u>63</u> | ✓ <u>8</u> |
| Total | \$9,371,989 | 38 | 26 |

Non Compliance with Labor Standard - 21
 Non Compliance with Material Standard - 41

Source: DPS FY 1980 State Print Shop Cost Survey.

requiring immediate turnaround. Agencies must direct these types of jobs to Corprint. And as Corprint productivity improves, the Department of Corrections should fully explore the possibility of expanding its facilities to increase both the quantity and variety of documents printed.

The Division of Purchases and Supply has recently initiated regular meetings with the Department of Corrections to improve communications. In addition, policy revisions will direct agencies to use Corprint services. Intensified efforts must be made, however, to assure full compliance with the Code, to bring Corprint to a capacity printing level, and to promote cost savings to State agencies on printing. Increased printing activity will also provide additional inmates with valuable training and work experience.

THE VIRGINIA STATE LIBRARY

Whereas the Division of Purchases and Supply oversees the preparation and printing of State publications, the Virginia State Library (VSL) is concerned with publications after they are printed. The *Code of Virginia* directs VSL to compile and maintain an inventory of all State publications, collect State publications and serve as a central depository, maintain a depository system throughout the Commonwealth, and regularly publish a catalog of publications printed by State agencies.

There is no clear and uniform understanding on the part of State agencies regarding these functions of the VSL. As a result, some agencies do not forward inventory sheets or publications to the library, causing the Statewide inventory, depository collections, and catalog to be incomplete. Such non-compliance undermines the law and the opportunity for State oversight of publications.

Publications Inventory

Since 1979, one of VSL's major publications responsibilities has been to maintain an inventory of all State publications. To fulfill this mandate, the VSL annually requests that agencies submit an inventory of all publications produced during the fiscal year. Although the inventory should serve as a comprehensive data base on all State publications, it does not, because some agencies do not return the inventory forms.

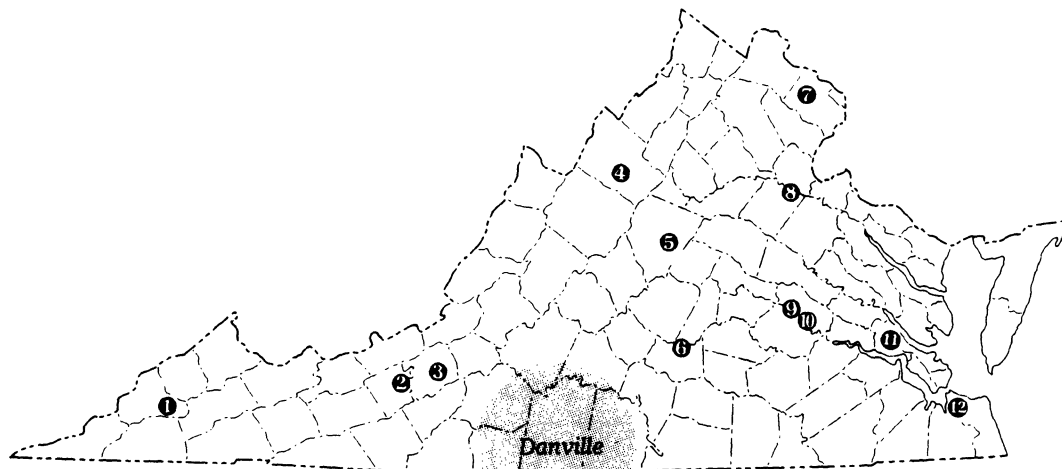
While most of the non-complying agencies are small, several are major producers of publications. Virginia Commonwealth University, for example, has not submitted inventory sheets for FY 1980 and 1981. An inventory sheet submitted for FY 1979 suggests that VCU may have spent over \$300,000 on publications during these two years.

Such gaps affect the validity of the inventory as a data base. In addition, it is not fair to most agencies to allow non-compliance on the part of some. The VSL must follow up in writing with agencies not complying with their directives. If agency response is not satisfactory, the VSL should notify the appropriate Governor's secretary of the non-compliance.

State Depository System

Another major publications responsibility of VSL is the depository system. A depository is a library where total collections of a type of document are housed. The VSL is designated in Section 2.1-467.2 of the Code to collect publications and serve as the central depository for State publications. Furthermore, Section 42.1-19 contains language directing VSL to maintain a system of depository libraries around the State. There are currently twelve depository libraries located in various sections of the Commonwealth (Figure 5).

Figure 5
STATE PUBLICATION DEPOSITORY LIBRARIES
November 1981



- | | |
|--|--|
| ① Clinch Valley College, Wise | ⑦ George Mason University, Fairfax |
| ② Radford University, Radford | ⑧ Mary Washington College, Fredericksburg |
| ③ Virginia Polytechnic Institute, and State University, Blacksburg | ⑨ Virginia Commonwealth University, Richmond |
| ④ James Madison University, Harrisonburg | ⑩ Virginia State Library, Richmond |
| ⑤ University of Virginia, Charlottesville | ⑪ College of William and Mary, Williamsburg |
| ⑥ Longwood College, Farmville | ⑫ Old Dominion University, Norfolk |

The Virginia State Library has made progress in establishing a sound, comprehensive depository system. The maintenance of such a system can lead to a reduction in the number of publications produced by State agencies. Because agencies can refer the public to depository libraries in their area rather than sending out copies of publications, the State can save on both printing and distribution costs. Greater attention to several areas, however, would strengthen the system and ensure that it functions efficiently.

First, VSL must take steps to ensure that agencies understand the depository system and what happens with publications once they are submitted. Although the VSL periodically reminds agencies in writing of the requirement to submit State publications, it has only recently explained to agencies the purpose for the requirement. The majority of survey agencies interviewed by JLARC stated that they did not know what the VSL does with publications submitted. Because agencies do not realize that the VSL is sending copies to depository libraries, such as the University of Virginia, Virginia Commonwealth University, and the College of William and Mary, these libraries often receive duplicate copies of publications. The Department of Highways and Transportation, the Division for Children, and the Apple Commission, for example, all send publications to some depository libraries which already receive these publications. This duplication represents unnecessary effort and expenditure on the part of State agencies. The VSL should take additional steps to ensure that all State agencies are aware of the depository system to eliminate this duplication.

Second, ambiguity exists regarding types of publications to be forwarded to the VSL. Although the library gives some guidance, agencies must evaluate on their own the appropriateness of submitting various documents. For example, employee newsletters may or may not be forwarded. On the other hand, the Department of Health and Old Dominion University do not appear to evaluate the appropriateness of each publication for the depository system, and they forward 20 copies of every publication to the VSL. Many of these publications are insignificant fliers and pamphlets that are discarded by VSL. Clarification in writing by VSL is needed about what types of publications should be submitted for the depository system, and in what quantity.

Confusion also exists regarding the number of publications to be forwarded. In spite of repeated requests, some agencies do not send 20 copies of publications. The University of Virginia continues to send two copies of all publications to VSL. The State Water Control Board sends one, two, or three copies of most publications. And even after VSL staff have specifically requested publications from the board, some are not forwarded at all.

The Virginia State Library should evaluate the range of State publications and the worth of retaining each in the depository system. The results of the evaluation should be used to clearly define the types and number of publications to be submitted to the VSL. Information should be clearly and consistently transmitted to all agencies.

Again, non-compliance should be noted in writing and then reported to the appropriate Governor's secretary.

A third aspect of the depository system requiring attention is a gap in depository coverage. As shown in Figure 5, the depository libraries are located in 12 locations to provide statewide access to publications. One geographic region of the State, however, the Danville area, is not presently covered. The VSL should continue attempts to establish a depository in an existing library in this area.

CONCLUSIONS AND RECOMMENDATIONS

Although there is limited central oversight of agency publications activities, most publications are austere and appropriate. Some agencies, however, exceed standards. This problem could be solved with clarification of and adherence to DPS guidelines.

Recommendation (9). DPS guidelines should be clarified and strengthened. (As called for in SJR 166, suggested guidelines are presented in Appendix B. The division, with assistance from the Secretary of Administration and Finance, should better define promotional items. Policies on higher education materials should be standardized with the assistance of the Secretary of Education. These policies should reflect conservative State standards and should indicate when State funding is appropriate.

Except for agencies with promotional mandates, letters of justification should be required for all exceptions to the one-color rule. Letters should be signed by the agency head and a copy forwarded to the appropriate Governor's secretary. Agencies should produce publications in compliance with DPS guidelines.

Although significant improvements have been noted with DPS services, agencies are not altogether satisfied with the use of low bidders. Sixteen of the 30 case study agencies indicated they have experienced difficulties with low bidders over the past two years.

Recommendation (10). To help eliminate problems some agencies have with printers, DPS should intensify its efforts in qualifying bidders for the bid list. Whenever possible, DPS should continue to verify a shop's capabilities with a site visit and staff interviews before placing it on the bid list. Repeat offenders that do not show significant signs of improvement should be removed from the bid list permanently or for an extended period of time. DPS should arrange for a penalty fee for faulty or late work.

Although DPS has a clearly articulated complaint filing system, many agencies do not formally register complaints with DPS. DPS cannot help solve problems if the problems are not brought to its attention. In addition, three other areas deserve closer attention both by agencies and by DPS--overruns, coordination costs, and print shop efficiency.

Recommendation (11). Agencies should follow through on complaints with printers and formally document all problems with DPS. Complaint procedures should be clearly articulated in the Agency Procurement Manual. In addition, the manual should remind agencies to

- (a) specify that printers will be responsible for all coordinative costs such as pick up and delivery of drafts, graphics, and finished products. Agencies should also consider requiring that printers make a representative available for consultation and follow-up on problems; and*
- (b) specify the percent of overrun publications that will be accepted. When overruns cannot be used, they should be prohibited.*

Recommendation (12). DPS should continue to analyze print shops with labor and material costs that exceed standards and recommend measures that could improve efficiency. DPS should recommend to the Secretary of Administration and Finance the closing of print shops which cannot be economically justified.

Despite the requirement that State agencies purchase services, including printing, from the Department of Corrections, an inadequate amount of printing is routed to the department. Since FY 1980, printing by the Department of Corrections has declined substantially and the Penitentiary print shop is operating at less than half its capacity. This trend has resulted in less training for inmates and reduced productivity and economy on the printing which is done.

Recommendation (13). The Department of Corrections and the Division of Purchases and Supply should intensify efforts to route more State printing to the department. DPS, in its review of printing requests, should assess the feasibility of using Corrections' facilities and route enough printing to the department to keep its facilities working at full capacity. As capacity increases, and productivity and economy improve, the Department of Corrections and Division of Purchases and Supply should fully explore the feasibility of supporting expanded printing facilities at the Penitentiary and other correctional facilities.

The Virginia State Library compiles an inventory of State publications and operates the State's library depository system. Gaps have been identified in both.

Recommendation (14). The Virginia State Library should

- (a) follow-up in writing with agencies not remitting inventory sheets,*

- (b) *take steps to ensure that agencies understand the depository system, and*
- (c) *clarify what kinds of publications it wants to receive from State agencies and the quantity thereof.*

Agencies that do not comply with requirements should be reported to the appropriate governor's secretary.

VSL should also continue attempts to establish a depository in an existing library in the Danville area.

IV. STATE AGENCY PUBLIC RELATIONS

For the most part, State agency public relations practices are appropriate and low key. Almost all State agencies conduct public relations in the broad sense, as defined by JLARC:

deliberate and planned efforts on the part of State agencies, or designated representatives, to influence public or a targeted audience's attitudes and/or actions.

Included in this definition are such efforts as films, radio and television spots, newspaper and magazine press releases and articles, posters, brochures, and public information services. Activities such as speakers bureaus and exhibits at fairs are also included. The broadest area of State agency public relations is public information services. This item can include even a planned and deliberate approach to handling telephone inquiries by the press or public.

Obviously, public relations such as public information services can be valuable and necessary facets of State government. So too can other forms of public relations practiced by State agencies. In only a few instances did JLARC observe practices which were oriented solely to the image building of the agency.

As with publications, most agency public relations efforts are individually initiated and executed. There are, however, comprehensive State oversight measures which relate to films and the production of radio and television public service announcements.

Some important limitations exist in this study of public relations. First, there is little agreement on what public relations is. In addition, representatives of many agencies feel that the term "public relations" has a negative connotation and are reluctant to classify activities as public relations. The ambiguity of the term is, therefore, compounded. Other agencies feel that public relations are essential to accomplish their overall mission. JLARC's definition was intentionally broad to encourage agencies to discuss all relevant activities.

In addition to there being no standard definition, no accounting of public relations activities or expenditures is required. Few records are kept. Therefore, the magnitude and cost of agency public relations efforts can not be calculated as definitively as publication costs. For this reason, this report focuses on the magnitude and cost of public relations activities primarily on a component and case basis.

TYPES OF PUBLIC RELATIONS

Most State agencies do not conduct specific public relations campaigns. Rather, they sustain continuous, low key efforts and activities which are often closely linked with employees' line responsibilities.

Five principal purposes for conducting public relations were identified by JLARC:

- Responsiveness to information requests;
- Promotion of agency, its services, or programs;
- State legislative or administrative mandates;
- Federal mandates; and
- Protection of public from harm.

Agency personnel generally perceive their role primarily as providing public information; responsiveness to information requests was cited by 29 of 30 agencies as a purpose for public relations (Table 9). But slightly more than half of the agencies surveyed cited promotion of services, programs, or the agency itself as a motive for public relations activities.

Table 9

| PURPOSES OF PUBLIC RELATIONS | | |
|--|------------|-----------|
| <i>Question: Why does your agency conduct public relations activities?</i> | | |
| ANSWERS | YES | NO |
| 1. <i>In response to information requests.</i> | 29 | 1 |
| 2. <i>To promote the agency, its services, or its programs.</i> | 17 | 13 |
| 3. <i>In response to State legislative or administrative mandates.</i> | 11 | 19 |
| 4. <i>In response to federal mandates.</i> | 6 | 24 |
| 5. <i>To protect the public from harm.</i> | 13 | 17 |

Some agencies are required by State or federal mandates to assume an active public information role. For example, the Council on the Environment received a broad statutory mandate in 1972 to

initiate and supervise programs designed to educate citizens on ecology, pollution and its control,

technology and its relationship to environmental problems and their solution, population and its relation to environmental problems, and other matters concerning environmental quality.

In several cases, aspects of public relations are among the principal functions of an agency. The Department of Agriculture and Consumer Services has a broad mission to promote Virginia agriculture. It is one of four State agencies with an overall promotional mandate. The department was budgeted \$363,060 for 1980-82 for its public information services program.

A few agencies cite meeting federal mandates among their purposes. For example, John Tyler Community College has specific public information responsibilities under a veterans outreach program.

A final purpose for public relations cited by agencies is protecting the public from harm. The Department of Highways and Transportation uses the radio to alert the public to emergency road conditions occurring as a result of winter storms or floods. John Tyler Community College informs radio and television stations of bad weather closings. A fundamental purpose of the Office of Energy and Emergency Services is to operate an alert system for hurricanes, accidents at nuclear plants, and related disasters. This function entails the development of a media network.

The varied purposes served by public relations reflect the position in numerous agencies that they are necessary to accomplish fundamental agency objectives and to provide courteous responses to public inquiries.

While low key activities characterize the public relations efforts of most State agencies, a wide range of activities were observed by JLARC. At one end of the range, agencies simply respond to requests from the press and public. At the other end, some agencies actively attempt to project a favorable image through the use of almost every type of media. To examine agency public relations efforts, JLARC queried the 30 survey agencies on eight categories or types of public relations:

- Public information services
- Speaking engagements
- Radio and television
- Newspaper
- Other print media
- Promotional events and exhibits
- Promotional items
- Other

The responses of the 30 survey agencies to public relations questions are depicted in Figure 6. Agencies are grouped on the figure according to the level from which they were randomly selected. Level one generally represents small agencies. Level six generally represents

Figure 6

AGENCY PUBLIC RELATIONS PRACTICES

| Level | | Public Information Services | Speaking Engagements/ Speakers Bureau | Newspaper | Other Print Media | Radio and/or Television | Promotional Events and Exhibits | Promotional Items |
|---------|---|-----------------------------|---------------------------------------|-----------|-------------------|-------------------------|---------------------------------|-------------------|
| ① | Apple Commission | • | • | • | • | • | • | • |
| | Department of Accounts | • | | | | | | |
| | Hiram W. Davis Medical Center | • | | | | | | |
| | Office of Employee Relations Counselors | • | • | | | | | |
| | Powhatan Correctional Center | • | • | | | | | |
| ② | Council on the Environment | • | • | • | • | • | • | • |
| | DeJarnette Center for Human Development | • | • | • | | | | |
| | Mecklenburg Correctional Center | | • | | | | | |
| | Office on Minority Business Enterprises | • | • | • | • | • | • | |
| | Secretary of Commerce and Resources | • | • | | | | • | |
| ③ | Department of Alcoholic Beverage Control | • | • | • | • | | • | |
| | Division for Children | • | • | • | | | | |
| | John Tyler Community College | • | • | • | | • | • | |
| | Virginia Council for the Deaf | • | • | • | • | • | | |
| | Woodrow Wilson Rehabilitation Center | • | • | • | | | • | |
| ④ | Department of Agriculture and Consumer Services | • | • | • | • | • | • | • |
| | Department of Planning and Budget | • | • | | | | | |
| | Mary Washington College | • | • | • | • | • | | |
| | State Council of Higher Education | • | • | • | | | | |
| | Virginia State University | • | • | • | • | • | • | |
| ⑤ | Department of Personnel and Training | • | • | • | | | | • |
| | Department of Rehabilitative Services | • | • | • | • | • | • | |
| | Office of Energy and Emergency Services | • | • | • | • | • | • | • |
| | Radford University | • | • | • | • | • | • | |
| | State Corporation Commission | • | • | • | | | | |
| ⑥ | Commission of Game and Inland Fisheries | • | • | • | • | • | • | |
| | Department of Highways and Transportation | • | • | • | • | | • | |
| | Department of State Police | • | • | • | • | • | • | • |
| | James Madison University | • | • | • | • | • | | |
| | Northern Virginia Community College | • | • | • | • | • | • | |
| Summary | 29/30 | 28/30 | 23/30 | 16/30 | 15/30 | 16/30 | 6/30 | |

large agencies. Agencies are listed alphabetically within each level. All agencies participated in at least one type of public relations activity.

Public Information Services

This category represents public relations activities that agencies perform in response to requests for information from the public and press. The response to the request may be verbal or written. In some cases an agency may simply provide the requestor with an available publication, such as an annual report. In this fashion, many publications may be used for public relations.

Public information is the most basic public relations activity and it is not initiated by the agency. It involves answering questions or providing information when asked. Of the 30 agencies surveyed by JLARC, 29 provided this service. The sole exception was Mecklenburg Correctional Center, the State's maximum security prison. Requests for information at Mecklenburg are routinely referred to the Department of Corrections central office.

Speaking Engagements

Employees of almost all agencies (28 of 30 surveyed) are available to speak to schools, civic groups, and other organizations. Most agencies informally provide speakers upon request. Other agencies have formal speakers bureaus. Some, such as John Tyler Community College and James Madison University, print a booklet listing available speakers and their subjects. The State Police provide troopers with training in public speaking and encourage them to appear at schools and before local civic groups.

The expenses incurred by providing speakers are predominantly for salary and travel, and these can be costly. For example, the State Corporation Commission estimates that staff participated in a total of 94 speaking engagements in FY 1981 at a cost of \$16,018. Approximately 60 percent of the expense represents an allocation of the employee's salary for time away from the office. No estimate is available on the preparatory expenses of researching, writing, and typing speeches.

Newspaper

Twenty-three of 30 agencies surveyed use newspapers for public relations purposes. This activity involves initiating contact with a newspaper, usually through a press release or telephone call. Some agencies issue press releases for special occasions, such as the appointment of a new staff member or the receipt of an award. Others, particularly the colleges and universities, issue them daily to announce activities, promote events, or simply keep the public informed.

Several agencies do not directly issue press releases but forward them to a parent office for approval and release. Both correctional centers surveyed forward press releases to the Department of Corrections for approval and release. The Governor's office issues press releases which relate to the Department of Planning and Budget.

Other Print Media

In addition to newspapers, some agencies make use of other print media such as posters, fliers, and articles in area or professional magazines. For example, the public information officer of the Virginia State Police provides regular columns to the *Virginia Trucker* magazine and to *Lifeline*, published by the Office of Energy and Emergency Services. Sixteen agencies used other print media.

Radio and/or Television

Use of the electronic media varies substantially among State agencies. This category applies to agencies which initiate contact with radio or television beyond the use of a press release. Activities in this category include preparing public service announcements, pursuing opportunities for interviews and talk show participation, and actual programming for broadcast.

While almost all State agencies respond to television and radio inquiries, agencies classified in this category pursue exposure to the media. One agency, the Department of Agriculture and Consumer Affairs, prepares a daily television show which is aired in the early morning. James Madison University and Northern Virginia Community College have regular radio programs.

Promotional Events and Exhibits

State agencies sometimes participate in the State Fair, county fairs, and trade exhibitions. Such events offer the agency exposure to thousands of people and the opportunity to promote a service, provide information, or further the agency's mission. Typically an agency exhibit consists of a static display, free pamphlets, and an employee to provide information and answer questions. The Virginia State Fair is the biggest event of this type. Sixteen of the agencies surveyed participated in events of this type.

Promotional Items

Occasionally, agencies will give things away for public relations purposes. The items are inexpensive and frequently are given out in conjunction with a fair or exhibit. Pamphlets, reports, and similar items are not included in this category.

Six case study agencies have distributed items. The Apple Commission distributes mugs, visors, and apples in its efforts to promote the sale of Virginia apples. Other food products are occasionally given away by the Department of Agriculture and Consumer Services. In 1980 the Department of Personnel and Training gave away balloons and pencils at the State Fair. The State Police will send a patch to teachers on request. In the past, the Office of Energy and Emergency Services gave away shower head flow restrictors as an energy saving device. None of the items reviewed was of substantial cost or value.

One agency, the Division of Industrial Development, gives away small items of more significant value. Pewter plates, ash trays, playing cards with the State seal, and similar items are given to industrial concerns as a reminder of Virginia's interest in their potential development in the State. These same items are sometimes given by the Governor to official visitors.

MAGNITUDE AND COST OF PUBLIC RELATIONS

The magnitude and cost of public relations efforts reviewed by JLARC staff are generally appropriate. Few public relations initiatives reviewed fall outside the realm of general acceptability. As discussed earlier, activities are essentially public information services and are not purely public relations initiatives.

The costs of most public relations activities are not budgeted or accounted for. Many activities are facets of line programs budgeted under agency program codes. Costs of several components of public relations can be established, however. Position data is available from the Personnel Management Information System (PMIS) and personnel data was collected from the agencies JLARC surveyed. In addition, advertising is included as a line item in the program budget. Some cost data is also available on the Virginia State Fair and on agency public service announcements. Drawing upon available data sources, it was possible to estimate that agencies expended approximately \$11.3 million during FY 1981 on public relations.

Positions

The principal series of State personnel positions related to public relations is the information series. This series includes editorial assistants, information technicians, information officers, and information directors (Table 10). Personnel filling the information positions, as well as press and specialized public relations positions, perform the types of public relations activities identified earlier. In addition, many people in these positions perform publications functions, such as preparation of the agency's annual report. A total of 267 positions fall in these classifications. As of June 30, 1981, 240.5 of the positions were filled.

Table 10

INFORMATION AND PUBLIC RELATIONS POSITIONS
As of June 30, 1981

| <u>Title</u> | <u>Number of Positions Filled</u> | <u>Average Salary</u> | <u>Total</u> |
|--------------------------------|---|---------------------------|--------------------|
| Editorial Assistant | 13.75 | \$13,244 | \$ 182,105 |
| Information Technician | 41.75 | 13,244 | 552,937 |
| Information Officer A | 44.00 | 15,833 | 696,652 |
| Information Officer B | 71.00 | 18,918 | 1,343,178 |
| Information Director A | 32.00 | 20,683 | 661,856 |
| Information Director B | 28.00 | 22,613 | 633,164 |
| Public Relations (Specialized) | 8.00 | 26,642 | 213,133 |
| Governor's Office Assistant | | | |
| Press Secretary | 1.00 | 17,540 | 17,540 |
| Governor's Office Press | | | |
| Secretary | <u>1.00</u> | <u>37,350</u> | <u>37,350</u> |
| Total | 240.50 | \$18,075 | \$4,337,918 |

Source: Department of Personnel and Training.

In addition to the information series, there are other specialized classifications which have some public relations responsibilities. One series covers employees of the State Travel Service (7 positions). Others are for marketing information (5), photography (46), illustration (69), and television communications (9) which are partially related to public relations.

A detailed analysis of costs in a mid-range agency, John Tyler Community College, illustrates the range of involvement agency personnel may have (Figure 7). As the figure shows, the efforts of individuals working in positions such as the Coordinator of Public Relations are not totally dedicated to public relations activities. Conversely, people in general classifications, such as the College President and the Clerk C, allocate a substantial amount of their time to public relations, as broadly defined. Costs in the figure do not include speakers bureau expenses, because faculty time is donated to that effort.

Advertising Costs

Some agencies, such as the Department of Agriculture and Consumer Services, are provided with line item appropriations for promotion or advertising. The Department of Conservation and Economic Development, for example, received an appropriation of \$4.1 million for travel advertising out of a total budget of \$6.6 million for tourist

Figure 7

ONE AGENCY'S PERSONNEL EFFORTS AND COSTS FOR PUBLIC RELATIONS AND PUBLICATIONS, 1980-81

| Position/Salary | Public Relations | Publications | Administrative Assistance to the President | |
|--|------------------|--------------|--|-----------------------|
| Coordinator of Public Relations \$25,566 | 33-1/3% | 33-1/3% | 33-1/3% | |
| | \$8,522 | \$8,522 | \$8,522 | Related Salary |
| | 1,023 | 1,023 | 1,023 | Related Fringe |
| Clerk Steno C \$12,000 | 33-1/3% | 33-1/3% | 33-1/3% | |
| | \$4,000* | \$4,000* | \$4,000* | Related Salary |
| | 400 | 400 | 400 | Related Fringe |
| Graphics Illustrator \$16,770 | 10% | 50% | — | |
| | \$1,677 | \$8,385 | — | Related Salary |
| | 201 | 838 | — | Related Fringe |
| Reprographics Technicians (2) (Duplicating Services) \$22,970 | 5% | 10% | — | |
| | \$1,148 | \$2,297 | — | Related Salary |
| | 137 | 413 | — | Related Fringe |
| College President \$40,125 | 25% | — | — | |
| | \$10,031 | — | — | Related Salary |
| | 1,203 | — | — | Related Fringe |

Indirect Costs
 •Public Relations Office \$4,920
 •Reprographics 7,116

(*Amounts are rounded)
 Source: John Tyler Community College.

promotion. Given the tremendous revenue generated by Virginia agriculture and tourism, such promotional and advertising efforts are regarded as investments. The 1980-82 Appropriations Act contains \$14.1 million in appropriations for promotion, advertising, and public information.

State Fair

The Virginia State Fair is the most concentrated public relations effort conducted by the State. Forty-five State agencies participated in the 1981 State Fair. Ten of the 30 case study agencies participated in 1981. Two others had participated in 1980 but stopped.

Many of the 1981 participants felt that the Fair was a good opportunity for the agency to further its mission. Several others indicated that increasing budget constraints are forcing them to evaluate the benefits of participation.

The Virginia State Police featured a Ford patrol car loaded with radio equipment. Many people stop and talk to the troopers, who feel this

is an opportunity to project a positive image. "Mostly they meet us when we are giving tickets," one trooper said. "They can see we are not monsters here." Related display costs were \$307. Staff time cost \$3,120. Department personnel feel that the Fair is well worth the cost.

* * *

The Department of Alcoholic Beverage Control State Fair display featured a computer terminal which the public could query on alcohol facts. The exhibit, including rental for the computer terminal, cost \$3,209. Employees' time to staff the booth totaled \$1,700. Department personnel question whether people actually came to the Fair to be educated, and are evaluating the costs and benefits of participation.

Participation in the Fair can be expensive in terms of material costs and staff time. The average material costs of agencies surveyed was approximately \$1,400. Some of these were one-time costs. The average agency also allocated almost \$1,500 in 1981 staff costs. Using these numbers as averages, the total cost to the State is probably in excess of \$100,000 per year.

Only six of the ten participants JLARC interviewed were sure the Fair was worth the cost. Given the expense of participation and agencies' concerns regarding benefits, better preparation and planning are called for. The Secretary of Commerce and Resources should assess the potential benefit of various agencies exhibiting at the Fair. Participation should be limited to those agencies which truly benefit from this type of exposure. The secretary should also consider organizing the State's exhibits around a different theme each year. The use of a theme could help unify the presentation of agency messages and leave the public with a more lasting awareness of State services and missions.

Another area of potential savings would be to control the distribution of printed matter. JLARC staff collected 354 different free handouts distributed by State agencies. The estimated value of these items is well over \$100. The handouts included a plethora of publications ranging from one-page fact sheets to several-hundred-page university catalogs. Also distributed were bumper stickers, a bottle top, a wooden nickel, and a phone number enlarger. Some agencies freely distributed rather expensive items. The Department of Aviation, for example, handed out both its full-color 1981-82 Aeronautical Chart and an airport directory.

While the average citizen does not load up with 354 publications, many were observed casually picking them up as they arrived at the Commonwealth Building and dumping them in the trash shortly thereafter. By simply displaying a single copy and providing copies to the

public when asked, the State could save thousands of dollars. Further, the distribution of some materials, such as aviation maps, to the general public seems unnecessary and should be discontinued.

Public Service Announcements

The Department of Telecommunications recently conducted a study of television public service announcements (PSAs) produced by State agencies. Public service announcements are messages regarded by broadcasters to be in the public interest, and are aired free of charge. The only costs to State agencies are those of preparation.

Costs of PSAs can be high. The high-cost agency in a study of PSAs by the Department of Telecommunications spent \$46,700 on one 30-second spot and one 60-second spot. The total cost of State agency media agreements in FY 1981 was \$486,000.

CONTROL OF PUBLIC RELATIONS

The most important control over agency public relations efforts is not found in agency procedures, however, but in requirements for centralized approval. Twenty-four of the 30 survey agencies indicated that a central authority has final approval over major public relations efforts. Since public relations influence the way an agency is viewed by the public, media, and other entities, some centralized control and guidance appears to be necessary.

Agency Control

As with publications, most public relations activities are conducted on an ad hoc basis. Even in larger agencies, formal centralized procedures do not always exist.

The Department of Highways and Transportation has a large public relations office with information, photography, and graphic arts sections. While the 31 office employees handle some public relations activities centrally, other responsibilities have been decentralized. For example, divisions routinely handle information requests from the media and the general public. Divisions are also individually responsible for producing their own publications. In addition, employees in management positions make arrangements on their own to address groups and organizations.

Still, a few agencies do have fairly structured processes. The Department of Personnel and Training, for example, has centralized most of its public relations functions. Staff members are directed to

forward most media requests to the Office of Communications. In addition, all publications must receive Office of Communications approval, and are executed with assistance from the office.

Because most public relations activities are viewed by agencies as a part of other line responsibilities, specific processes have not been articulated. In general, it appears that agencies informally perceive a need for public relations, plan activities, get approval from a centralized authority, conduct the activities, and informally evaluate the results. Considering that such activities are low key and closely tied to other functions, informal and flexible practices seem appropriate. Fourteen agencies, however, have developed general publicity or public relations guidelines to assist staff with their efforts.

State Oversight

Agency public relations are centrally controlled only in the areas of advertising and motion picture/television production.

The Appropriations Act prohibits institutions of higher education from using State funds for advertising in either print or electronic media. The only exception to this rule is that newspaper inserts can be used as a means of publishing and distributing catalogs in lieu of other catalog printings.

The Appropriations Act also requires State agencies to submit to the Governor any plans to use public funds for film, television, or radio production:

No State agency shall expend any public funds for the production of motion picture films or of programs for television transmission, or for the operation of television or radio transmission facilities, without the prior written approval of the governor, except for educational television programs produced for elementary-secondary education by authority of the Department of Telecommunications.

In 1980, the Department of Telecommunications was created with the authority "to oversee and coordinate the development and use of telecommunications services and facilities." Following the department's creation, the Governor, through the Secretary of Administration and Finance, delegated to the department approval authority over telecommunications production. Authority to determine actual telecommunications needs, however, was left with State agencies:

Section 2.1-563.7. It shall be the responsibility of each State agency and institution to determine its telecommunications needs within the policies established by the department.

At the end of 1980, the department released Directive 80-1 which established its policies and guidelines. These policies were aimed both at assisting agencies and controlling their costs. A follow-up memorandum to Directive 80-1 provided format and cost guidelines. Included in the guidelines are provisions that agencies favor Virginia firms, limit PSAs to 30 seconds in length, and limit costs to \$15,000 per spot.

One Telecommunications guideline requires agencies to indicate in their bid requests the amount they are willing to spend for a production project. This practice can potentially drive up the cost of bids. One firm doubled its production bid of \$6,010 in September 1980 to \$12,210 in September 1981 when informed of the project ceiling. The Department of Telecommunications should review this policy and its potential effect on costs.

Although limited State oversight is provided, most agency public relations activities seem to be modest. Agency heads appear to recognize the dangers of excessive promotion and most retain approval authority in a centralized location. No additional State oversight appears to be necessary at this time.

CONCLUSIONS AND RECOMMENDATIONS

Given the expense of participation in the State Fair and agencies' concerns regarding benefits, better preparation and planning are called for.

Recommendation (15). The Secretary of Commerce and Resources should assess the potential benefit to various agencies of exhibiting at the Fair. Participation should be limited to those agencies which truly benefit from this type of exposure. The secretary should also consider organizing the State's exhibits around a different theme each year. The use of a theme could help unify the presentation of agency messages and leave the public with a more lasting awareness of State services and missions.

Uncontrolled distribution of publications at the State Fair encourages waste.

Recommendation (16). Agencies should save publications by displaying single copies and providing handouts only on request.

The Department of Telecommunications requirement that agencies indicate a ceiling price on public service announcements could potentially increase the cost of bids.

Recommendation (17). The Department of Telecommunications should evaluate its policy of informing bidders of production price limits and the potential of this policy for raising costs.

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Appendix A

SENATE JOINT RESOLUTION NO. 166

Requesting the Joint Legislative Audit and Review Commission to review State agency information publications to determine the value of such publications.

Agreed to by the Senate, February 20, 1981
Agreed to by the House of Delegates, February 19, 1981

WHEREAS, many State agencies have begun inter- or intra-agency publications which contain various articles of information for their employees; and

WHEREAS, much of this information, due to overlapping of mandated authority, is duplicated; and

WHEREAS, these publications have been developed, in some instances, into highly polished printed items complete with logos and pictures; and

WHEREAS, some questions have arisen as to the value and necessity of these publications in their present format; and

WHEREAS, increasing public opinion points to the desire for government to be frugal and honest in its endeavors to accomplish its goals; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the Joint Legislative Audit and Review Commission undertake a study to review all publications, and other expenditures for public relations, by State agencies, make suggested guidelines for any State agency to issue such publications, and recommend specifically where publications should be eliminated. The Commission shall make its recommendations to the General Assembly prior to December 1, 1981.

Appendix B

SUGGESTED ADDITIONS TO DPS GUIDELINES FOR PUBLICATIONS

JLARC NOTE:

These guidelines are based on policies currently described in the Division of Purchases and Supply Agency Procurement Manual. Words in standard type were formulated by the Division and are from the manual. Underlined and italicized words are additions recommended by JLARC to strengthen and clarify the guidelines.

5.7 Ink

Except for promotional publications, all printing should be in one color ink.

Promotional publications are:

1. produced by agencies with specific statutory authority to advertise or promote;
2. designated for specified audiences outside of government;
3. intended to yield significant benefits to the state; and
4. produced for use in a competitive environment and as such may necessitate multiple colors and other special features.

A promotional publication must meet all of the above listed criteria. For example, a publication of the Division of Industrial Development produced to attract out-of-state businesses to locate in Virginia would qualify as a promotional publication. An agency's annual report, even if provided to nongovernmental audiences, is not a promotional publication.

Any request for an exception to this should must be accompanied by a letter of justification. Letters of justification must be signed by the agency head, and a copy forwarded immediately to the appropriate Governor's secretary.

5.8 Paper Stock

Agencies should use inexpensive to moderately priced publication grade paper stock in producing publications. Expensive stock and papers that must be special ordered should be avoided.

Agencies must consider the useful life of a publication and the conditions under which it will be used when selecting paper stock.

Paper is measured for thickness in two ways:

1. Substance weight is the actual weight in pounds of 500 sheets of the basic substance size of the sheets. For example, bond paper is based on a 17" x 22" sheet size. Thus, if 500 sheets of 17" x 22" bond paper weighs 20 lbs., it is a 20 lb. sub. stock and is one of the standard bond substances. Bond paper is generally shown as 9 lb., 13 lb., 16 lb., 20 lb., and 24 lb.

Offset paper substance weights are based upon a size of 25" x 38" and cover stock a substance weight size of 20" x 26".

2. A second method of determining paper substance is based upon the micrometer thickness of the various substance weights. For example:

| | | <u>Sub. Weight</u> | <u>Thickness</u> |
|--------|-------------|--------------------|------------------|
| Bond | (17" x 22") | 9 | .002" |
| | | 13 | .0025 |
| | | 16 | .003 |
| | | 20 | .004 |
| Offset | (25" x 38") | 50 | .004 |
| | | 60 | .0045 |
| | | 70 | .005 |
| Cover | (20" x 26") | 80 | .006 |
| | | 50 | .00475 |
| | | 60 | .009 |
| | | 80 | .0105 |

Thus, a 20 lb. bond sheet and a 50 lb. offset sheet are identical in thickness and are interchangeable even for copying use. For larger jobs, offset paper is frequently less expensive than bond. Offset paper may also be coated or uncoated. The latter is less expensive than bond.

Business forms paper (snapapart, continuous, etc.) are generally shown as 10 lb., 12 lb., 15 lb., and 20 lb. sub. weights, made thinner for better carbon copies and more sheets per roll.

5.9 Paper Size

Agencies should design publications around a standard size of paper. Paper is stocked in standard sizes. Bond paper, for example, comes in sheets of 17" x 22", which can be cut without waste into page sizes of 8½" x 11" or 5½" x 8½". Offset paper comes in sheets of 25" x 38", which with a minimum of trimming, produces 32 (front and back) 6" x 9" pages. Any page size which requires trimming into an odd configuration increases the cost of the job.

5.10 Layout

All publications should be single-spaced or typeset. Both the front and back of pages should be printed.

Whenever possible, publications should be designed as self-mailers to save on distribution and the expense of envelopes. Annual reports, newsletters, college catalogs, course schedules and magazines should be considered for this type of design.

5.11 Other Technical Considerations

Agencies should avoid the use of specialized technical processes in preparing publications. These processes include embossings, cutouts, bleeds, tabbed pages, multiple folds, and others which add to publication costs. If a technical process can result in overall cost savings, however, it should be used. An example of such a process is the use of a diecut which eliminates the need to print original covers for periodic issues of a recurring report. In all cases, publications should be produced with a minimum of expense.

Appendix C

PUBLICATIONS RECOMMENDED FOR MODIFICATION OR ELIMINATION

Publications on this list are recommended for modification or elimination. Most were viewed during the daily survey at the Virginia State Library or in case study agencies. As JLARC did not observe all State publications, omission from the list does not indicate appropriateness or compliance with guidelines.

An asterisk (*) indicates that a publication exceeds guidelines more than once or in more than one way. For example, the JMU Bulletin has an asterisk because both the cover and interior are printed in multiple colors. JMU's Montpelier, however, uses multiple colors on the cover only, and it does not have an asterisk.

| <u>Recurring Publications</u> | | |
|---|--|---|
| <u>Agency</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
| Agriculture and Consumer Services | *Consumer Comments (4) Peanut Marketing in Virginia 1980 (20) Bulletin (general information newsletter) (30) Market News-Annual Report (14) | 2 colors throughout printed on 1 side of paper excessive filler printed on 1 side of paper |
| Apple Commission | Apple Bulletin (2) | 2 color masthead |
| Arts, Commission for the | *Arts News (6) | 2 colors throughout |
| Aviation | Virginia Aviation Newsletter (12) Virginia Aviation | 2 color cover information could be conveyed in newsletter |
| Game and Inland Fisheries | Annual Report (44) | printed on 1 side of paper |
| Governors Employment and Training Council | *Annual Report (164) | printed on 1 side of paper excessively thick paper stock |
| Higher Education, Council of | *An Introduction to Financial Aid Opportunities in Virginia (2) | 2 colors throughout |
| Highways and Transportation | Headlines | information could be conveyed in newsletter |
| Labor and Industry | Annual Report (110) | 2 color cover |
| Military Affairs | *Virginia Guardpost (24) | 2 colors throughout |
| Motor Vehicles | *Virginia Drivers Manual (126) *Motorcycle Operators Manual (34) | 4 colors throughout 3 color cover/2 color interior |
| Personnel & Training | *Personnel Manager (4) *Course Schedules (12) Annual Report (20) | 2 color cover 2 colors throughout 2 color cover |

| <u>Agency</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
|--|---|---|
| Port Authority | *Foreign Trade Annual Report (20) | 4 color cover/2 color interior |
| Rehabilitative Services | Memo (Newsletter) (4) Annual Report (28) | 2 color masthead 2 color cover |
| Science Museum of Virginia | *Calendar of Events (4) | 2 colors throughout |
| State Corporation Commission | Annual Report (820) | SCC currently evaluating ways to reduce size |
| State Police | *Crime in Virginia (168) *Crash Facts (120) *The Virginia Trooper (78) (employee newsletter) | 3 colors throughout 2 colors throughout present content unsuitable too lengthy |
| Supreme Court | Cases Decided in the Supreme Court of Va., Vol. 220 (1184) Briefs and Petitions (30) | 3 color cover printed on 1 side of paper |
| Taxation | *In the Course of Time (Annual Report) (46) Reve-News Sharing (Employee newsletter) | 3 colors throughout present content unsuitable |
| Virginia Employment Commission | Journal (8) Virginia Economic Indicators (8) | 2 color cover 2 color cover |
| Virginia Educational Loan Authority | *Annual Report (24) | 4 colors throughout tissue inserts |
| Visually Handicapped | Annual Report (46) | 2 color cover |
| Virginia State Library | News (10) | 2 color cover |
| Water Control Board | Progress Report (24) | 2 color cover |
| <u>Institution</u> | | |
| Christopher Newport College | Registration News (16) General Catalog (219) | 2 color cover 4 color cover |
| Eastern Shore Community College | Catalog (46) | 2 color cover |
| George Mason University | *Summer Session (42) *Fall Class Schedule 1981 (24) | 2 colors throughout 2 colors throughout |
| J. Sargeant Reynolds Community College | Catalog Part B 1981-83 (176) | 2 color cover |
| James Madison University | General Catalog 1981-82 (304) Student Teaching Handbook (64) *Bulletin (22) Montpelier (12) | 3 color cover 2 color cover 4 color cover/2 color interior 2 color cover |
| John Tyler Community College | Student Handbook (64) Catalog 1980-82 (94) | 2 color cover 2 color cover |

| <u>Institution</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
|--|--|--|
| Longwood College | A Handbook for Students (68) | 2 color cover |
| Old Dominion University | 1981 General Catalog (322) *Tidewater Economic Report (4) | 2 color cover 2 colors throughout |
| Patrick Henry Community College | Catalog Handbook (136) | 2 color cover |
| Piedmont Virginia Community College | Catalog and Student Handbook (118) | 2 color cover |
| Radford University | Student Handbook (44) *Radford (Magazine) (32) Catalog (226) | 2 color cover 4 color cover/2 color interior 2 color cover |
| Southwest Virginia Community College | 1981-82 Catalog (200) | 3 color cover |
| Tidewater Community College | Annual Report (24) College Catalog (238) | 2 color cover 2 color cover |
| Virginia Commonwealth University | *VCU Magazine (32) *Research in Action (32) | 2 colors throughout 3 color cover/2 color interior |
| Virginia Polytechnic Institute | Catalog (339) *Head, Heart, Hands, and Health (4) Water Resources Research Center Bulletin series (45-250) | 3 color cover 2 colors throughout 2 color cover |
| Virginia, University of | Clinch Valley College Record 1981-82 (202) Milligram (4) Summer Session Guide (48) Record 1981-82 (362) Tayloe Murphy - Virginia Quarterly Gross Product (4) | 2 color cover 2 color masthead 2 color cover 2 color cover 2 color cover |
| William and Mary - Richard Bland College | Catalog (96) | 2 color cover |
| Wytheville Community College | *Annual Report (8) | 2 color cover/3 color interior |
| <u>Single Issuance Publications</u> | | |
| <u>Agency</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
| Alcoholic Beverage Control | *Revoked (brochure) (4) *ABC Facts (4) *Parents, Teenagers, Drinking and the Law (4) *Wheels Grounded? (4) | 2 colors throughout 2 colors throughout 2 colors throughout 2 colors throughout |
| Aging, Office on | Guardian Ad Litum (8) | 2 color interior |
| Agriculture & Consumer Services | Capacity Building Needs (110) Capacity Building Needs-Executive Summary (16) Virginia Agriculture Export Directory (18) | 2 color interior 2 color interior printed on 1 side of paper |

| <u>Agency</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
|--------------------------------------|--|--------------------------------|
| Air Pollution Control Board | Virginia Ambient Air Quality Data Report (114) | 2 color cover |
| Apple Commission | Apple Storage Report (2) | 2 color cover |
| Arts, Commission for the | 1981-82 Tour Directory (32) | 2 color cover |
| | *Plan for 1982-83 (28) | 3 color cover/2 color interior |
| Attorney General | In the Supreme Court (20) | 2 color cover |
| CED - Litter Control | *Clean Virginia Report III (2) | 2 colors throughout |
| Children, Division for | *Quality Day Care for You and Your Children (16) | 2 colors throughout |
| | *Child Advocate's Guide to Health Systems Agencies (18) | 2 colors throughout |
| Community College System | *We Train Workers for You in Virginia (brochure) (4) | 4 colors throughout |
| Computer Services | Customer Information Handbook (26) | 1 side printing |
| Corrections | Comprehensive Action Plan - FY 76-84 (28) | 2 color cover |
| | Report of Escapes (21) | 2 color cover |
| Education, Secretary of | The Individual Board Member - Role and Responsibilities (8) | 2 color cover |
| Energy & Emergency Services | *How to get top performance with Oil Heat (brochure) (14) | 2 colors throughout |
| | *Lifeline (12) | 2 colors throughout |
| Evaluation Advisory Committee | *Manual of the State Land Evaluation Advisory Committee (52) | 2 colors throughout |
| | Procedures (72) | 2 color cover |
| Foundation for the Humanities | Virginia Foundation for the Humanities (6) | 2 colors |
| Health | *Bacteriological Sampling of Public Water Supplies (8) | 2 colors throughout |
| | *As You Grow Up (14) | 2 colors throughout |
| | A Boy Today, A Man Tomorrow (16) | 2 color cover |
| | *What Everyone Should Know About Measles and Rubella (2) | 2 colors throughout |
| | *What Everyone Should Know About Anemia (14) | 2 colors throughout |
| | *What Everyone Should Know About Contraception (14) | 2 colors throughout |
| | *What Everyone Should Know About STD's (14) | 2 colors throughout |
| | Sex Education at Home (44) | 2 color cover |
| | About Syphilis and Gonorrhoea (14) | 2 colors |
| Health Regulatory Boards | *Chairside Chat (8) | 2 colors throughout |
| Higher Education, Council of | The Virginia Plan for Higher Education - 1979 (108) | 4 color cover |
| Highways and Transportation | Smithfield Transportation Study (4) | 2 color cover |
| | Winchester 1995 Transportation Plan Update (56) | 1 sided printing |
| | Uniform Transit Safety Records System (66) | 2 color cover |
| | Public Attitudes Toward Transportation (36) | 2 color cover |
| Mental Health and Mental Retardation | Conference on the Gerontological Aspects of MR Persons (102) | 2 color cover |

| <u>Agency</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
|--------------------------------------|--|--|
| Motor Vehicles | RV Safety (32) | 4 color cover |
| Personnel & Training | *Getting a Job With the State of Virginia (2) *Getting a Job In a Merit System Agency (2) *Virginia Executive Development Institute (2) *State Employee Assistance Service (poster and brochure) (2) *Employee Standards of Conduct (2) *Compensation Management (24) | 2 colors throughout 2 colors throughout 2 colors throughout 3 colors throughout 2 colors throughout 2 color cover |
| Port Authority | *The Port of Hampton Roads Keeps 135,000 Virginians Afloat (2) | 2 colors throughout |
| Rehabilitative Services | *Vocational Education (brochure) (4) *Client Assistance Projects (86) *An Investment in the Future (16) Want Ads (90) *Understanding and Interviewing the Disabled Job Applicant (6) Need a Speaker (brochure) (2) 1980 Jobs for the Disabled (2) *Transitional Living Center (brochure) (2) *Migrant Worker Brochures, 2 versions - Spanish and English (2) *Migrant Worker Posters, 2 versions - Spanish and English *You, Doctor . . . (brochure) (2) | 2 colors throughout 2 colors throughout 4 color cover/2 color interior tabbed pages 2 color cover 2 colors throughout 2 colors 2 colors 2 colors throughout 2 colors throughout 2 colors throughout 2 colors 2 colors throughout |
| Science Museum of Virginia | A Report (10) *Spectrum (4) | 2 color cover 2 colors throughout |
| State Corporation Commission | Homeowner's Insurance Consumer's Guide (30) Auto Insurance Consumer's Guide (30) | 2 color cover 2 color cover |
| State Police | Memorial Art Gallery | unnecessary |
| Transportation Safety | *Life of the Party Pack (4) *Trains Can't Stop Quickly, You Can (2) *Rx Child Restraint System for Your Car (2) | 2 colors throughout 2 colors throughout 2 colors throughout |
| Virginia Employment Commission | Restructuring Virginia's Unemployment Compensation System (316) | 2 color cover |
| Virginia State Library | Film Catalog - 1981 (220) | 2 color cover |
| Woodrow Wilson Rehabilitation Center | Spinal Cord Injury Poster *Spinal Cord Injuries Brochure (2) Evaluating Diagnostic Equipment for Rehabilitating Clients with Brain Injuries (29) A Retrospective Study of Brain Injured Clients Including Follow-up (35) The Effects of a Running Program on Depression in Rehabilitation Clients (47) Occupational Information Systems (18) A Consumers Guide (94) *Woodrow Wilson Rehabilitation Center (4) | 2 colors 3 colors throughout printed on 1 side of paper printed on 1 side of paper printed on 1 side of paper printed on 1 side of paper 4 color cover 3 colors throughout |

| <u>Agency</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
|---|---|--------------------------------|
| | *Reaching out through Vocational Rehabilitation Education (6) | 3 colors throughout |
| | Programs and Services FY 1980 (12) | staggered width pages |
| | | 4 color cover |
| <u>Institution</u> | | |
| George Mason University | *Manual for Tutors (14) | 2 colors throughout |
| | *Logistics Seminar (booklet) (2) | 2 colors throughout |
| | *Doctor of Arts in Education (12) | 2 colors throughout |
| | Successful Parenting in High Risk Situations (2) | 2 color cover |
| | *Services for Students with Disabilities (6) | 2 colors throughout |
| J. Sargeant Reynolds Community College | *Explore A Career in Medical Assisting (2) | 2 colors throughout |
| | *Diesel Mechanics Technology (2) | 2 colors throughout |
| James Madison University | *Basketball 1981-82 (4) | 2 colors throughout |
| | The Complete Player (2) | 4 color cover |
| | *Womens Athletics 1981-82 (24) | 4 color cover/2 color interior |
| | Soccer 1981 (28) | 4 color cover |
| | *Basketball Prospectus (2) | 2 colors throughout |
| James Madison University | *Football 1981 (72) | 4 color cover/2 color interior |
| | *Football Prospectus 1981 (2) | 2 colors throughout |
| | *Modern Management Approaches (brochure) (4) | 2 colors throughout |
| | *Come Home to the Gold (brochure) (2) | 2 colors throughout |
| | *History - Graduate Programs (brochure) (2) | 2 colors throughout |
| | *Fashion Merchandising (brochure) (2) | 2 colors throughout |
| | *Community Symphony Schedule (2) | 2 colors throughout |
| | *1979 Parents Orientation (8) | 2 colors throughout |
| | 1979 Transfer Students Orientation (8) | 2 color cover |
| | 1979 Freshmen Orientation (8) | 2 color cover |
| | *Physics (brochure) (2) | 2 colors throughout |
| | *The Psychology Department (brochure) (2) | 2 colors throughout |
| | Off Campus Housing Guide (20) | 2 color cover |
| | *1981 Football (104) | 2 colors throughout |
| | *Career Orientation '80 (2) | 2 colors throughout |
| | *Catering and Special Events | 2 colors throughout |
| | 1979-80 Women's Intercollegiate Sports Program (28) | 2 colors throughout |
| | *Calendar of Events, Fall, 1979 (8) | 4 color cover |
| | Community Symphony Schedule | 2 colors throughout |
| | *History (brochure) (2) | 2 colors throughout |
| | *The American Studies Colloquium | 2 colors throughout |
| | Department of Music (poster) | 2 colors |
| | *Department of Music - Keyboard area (brochure) (2) | 2 colors throughout |
| | *Emotional Disturbance (brochure) (2) | 2 colors throughout |
| | *Clinical Service Centers (brochure) (2) | 2 colors throughout |
| | *Nursing Program 1980-81 (2) | 2 colors throughout |
| | *Parents Day (brochure) (2) | 2 colors throughout |
| | The Black Experience at JMU (36) | 2 color cover |
| | Basketball programs (64) | 2 color cover |
| | *The JMU Dukes - Ten Days in March (16) | 4 color cover/2 color interior |

| <u>Institution</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
|--|---|--------------------------------|
| | *81 Band Camp (poster) | 2 colors throughout |
| | *School Psychology (brochure) (2) | 2 colors throughout |
| | *Social Work at JMU (brochure) (2) | 2 colors throughout |
| | *Home Economics Department (brochure) (2) | 2 color cover |
| | Home Economics Alumni Newsletter (8) | 2 colors throughout |
| | Journalism (brochure) (2) | 2 color cover |
| | 1981 Friends of Feathers Get Together (brochure) (2) | 2 color masthead |
| | Paving the Way (4) | 2 color cover |
| | Last Details - Orientation 1980 (4) | 2 color cover |
| | Freshmen - Orientation 1980 (8) | 2 color cover |
| | Transfer Students - Orientation 1980 (8) | 4 colors throughout |
| | MFA (poster) | 2 color cover |
| | Summer Session 81 Bulletin (16) | 4 color cover/2 color interior |
| | *JMU Bulletin Profile 80-81 (34) | 3 colors |
| | Madisonian (poster) | 4 colors |
| | Undergrad Art Programs (poster) | 3 colors throughout |
| | *Madisonians (brochure) (2) | |
| John Tyler Community College | *Nursing (brochure) (2) | 2 colors throughout |
| | General Information (brochure) (2) | 2 colors |
| Longwood College | Curriculum Brochures (2) | 2 color cover |
| | Commencement Program (16) | 2 color cover |
| | *Applicants Guide (20) | 4 colors throughout |
| | *Facts on File (20) | 4 colors throughout |
| Old Dominion University | *Darden Digest (4) | 2 colors throughout |
| | *Old Dominion University (brochure) (2) | 4 color cover/2 color interior |
| | *Old Dominion University (booklet) (30) | 4 color cover/2 color interior |
| | Marine Science at ODU (16) | 4 color cover |
| | *ODU | 4 colors throughout |
| Radford University | *Radford University Prospectus (32) | 2 color cover/4 color interior |
| | *Radford University (factsheet) (2) | 2 color cover/4 color interior |
| | *Campus Guide (brochure) (2) | 4 colors throughout |
| | *On Campus | 2 colors throughout |
| Virginia Commonwealth University/Medical College of Virginia | *Looking for A Challenge (2) | 2 colors throughout |
| | *Ambulatory Surgery Center (2) | 2 colors throughout |
| | VCU Commencement Program (116) | 2 color cover |
| Virginia Military Institute | Directory (131) | 2 color cover |
| | *More than an Education (36) | 4 colors throughout |
| Virginia Polytechnic Institute | *Licensed Occupations in Virginia (56) | 2 colors throughout |
| | *Apprenticeship Occupations in Virginia (79) | 2 colors throughout |
| | A Comparison of Growth & Yield Production Models for Loblolly Pine (60) | 2 color cover |
| | Computer Programs for Line Shaper Analysis X-Ray Diffraction Peaks (96) | printed on 1 side |

| <u>Institution</u> | <u>Publication (Number of Pages)</u> | <u>Reason</u> |
|------------------------------|--|-----------------------------------|
| Virginia, University of | Colgate Darden Catalog 1981-82 (110) | 2 color cover |
| | Engineering Physics Recruiting Poster (2) | 2 colors |
| | Summer Conference Program (2) | 2 colors |
| | Campus Map and Phone Listing (2) | 3 colors |
| | *Parents Day (brochure) (2) | 2 colors throughout |
| | *Student Athletic Information 1981-82 (2) | 2 colors throughout |
| | *Intramural-Recreational Sports Handbook 1981-82 (64) | 2 colors throughout |
| | Continuing Education - Falls Church Regional Center (56) | 2 color cover |
| | *Virginia Engineering Review (28) | 2 colors throughout |
| | Happy Birthday to Walker (booklet) (2) | 2 color cover |
| | Department of Biochemistry (poster) (2) | 2 color cover |
| | Graduate Studies in the School of Architecture (104) | 2 color cover |
| | Surgical Education (16) | 2 colors throughout |
| | *Respiratory Therapists: Expand Your Horizons (8) | 2 color cover |
| | Tips of Our Trade (97) | 2 colors throughout |
| | *Organ Donation (4) | 2 color cover |
| | Graduation Exercises (82) | 2 colors throughout |
| | Retail Sales in Virginia (56) | 2 color cover |
| | *New Roles for Public Schools (8) | 2 colors throughout |
| | Handicapped Children's Clinic (16) | 2 color interior |
| | *The Off Grounds Housing Office (2) | 2 colors throughout |
| | *Rehabilitation Engineering Traineeship Program (2) | 2 colors throughout |
| | *The Birdwood Pavilion (2) | 4 colors throughout |
| | Football Schedule (4) | 4 color cover |
| | Fellowships (4) | 2 color interior |
| Virginia, University of | Media from the VFHPP (2) | 2 color interior |
| | *First Year Housing Handbook (30) | 2 colors throughout |
| | *Division of Continuing Education (10) | 2 colors throughout |
| | *Division of Continuing Education (10) | 2 colors throughout |
| | *Taylor Murphy - Growth in Virginia 1970-1980 (26) | 3 colors throughout |
| | *Taylor Murphy - Distribution of Virginia Adjusted Gross Income by Income Class, 1979 (40) | 2 colors throughout |
| | Taylor Murphy - Impact of U Va. on Charlottesville and Albemarle County (2) | 2 color cover |
| | Taylor Murphy - 1980 Deposit Statistics for Banks and Thrift Institutions (36) | 2 color cover |
| | *Taylor Murphy - Personal Income Estimates for Virginia Counties and Cities - 1974-79 (32) | 2 colors throughout |
| | Taylor Murphy - Economic Trends in Substate Regions of Virginia - 1973-78 (134) | 2 color cover |
| William and Mary, College of | *The College of William and Mary (brochure) (2) | 2 colors throughout |
| | *Cultural Events Calendar 1981-82 (36) | 2 colors/ embossing |
| | *Womens Intercollegiate Athletic Program 1981-82 (40) | 4 color cover/2 colors throughout |
| | *MBA Program 1981-82 (44) | 2 colors throughout |
| | *Men's Fall Sports Schedule - 1981 (2) | 2 colors throughout |
| | Marshall-Wythe School of Law (46) | 2 color cover |
| | *Virginia Shakespeare Festival (2) | 2 colors throughout |
| | Charter Day Commemorative Booklet (12) | 2 color cover |
| William and Mary - VIMS | Contributions of the VIMS (646) | 2 color cover |

Appendix D

Technical Appendix Summary

JLARC policy and sound research practice require a technical explanation of research methodology. The full technical appendix for this report is available on request from JLARC, Suite 1100, 910 Capitol Street, Richmond, Virginia 23219.

The technical appendix includes a detailed explanation of the methods and research employed in conducting this study. The following areas are covered:

1. Case Study Approach. Thirty case study agencies were randomly selected from a stratified listing of State agencies to validate other data sources, check agency compliance with various provisions of the Code, and provide descriptive case example data for the report. The study team conducted structured interviews in each case agency as well as reviews of all publications, public relations activities, and expenditures for a three-year period.

2. Daily Publications Survey. Section 2.1-467.2 of the Code requires that State agencies furnish copies of publications at the time of issue to the Virginia State Library. JLARC staff reviewed these publications each workday from April 1 through October 30, 1981 to examine the full range of State publications. The team recorded descriptive data for each publication and aggregated these for use in the study.

3. Major Documents Review. Many reports produced by State agencies were used to gather baseline data on publications and public relations efforts. These reports include the Virginia State Library Publications Inventory, the Personnel Management Information System Position Allocation Reports, and the Division of Purchases and Supply Annual Print Shop Cost Survey.

Appendix E

Agency Responses

As part of an extensive data validation process, each State agency involved in JLARC's review and evaluation effort is given the opportunity to comment on an exposure draft of the report.

Appropriate technical corrections resulting from the written comments have been made in the final report. Page references in the agency response relate to the exposure draft and may not correspond to page numbers in the final report.



COMMONWEALTH of VIRGINIA

Office of the Governor

Richmond 23219

January 29, 1982

Wayne F. Anderson
Secretary of Administration and Finance

Mr. R. Kirk Jonas
Principle Legislative Analyst
Joint Legislative Audit and
Review Commission
Suite 1100
910 Capitol Street
Richmond, Virginia 23219

Dear Kirk:

I appreciate your providing me with a copy of your exposure draft on "Publications and Public Relations in Virginia." Rather than comment on the specific recommendations since I am sure you will get these from the various State agencies identified in the report, I thought I would provide a general overview of the report and its conclusions.

I was glad to see that your findings and conclusions generally confirm those of our State Information Committee. I believe the agencies, in general, have been responsible in undertaking their publication and public relation efforts, while at the same time attempting to improve upon these as well.


As in any case, however, there are problems which need to be resolved. In a memorandum that Secretary Connock issued to the State agencies, a copy of which I believe was provided to you, we attempted to deal with some of these problems. While the report refers to this memorandum, it does not deal with the specifics contained in it. Since much of the guidance in the memorandum relates to recommendations you have set forth in your report, I would hope that the report would be revised to reflect our actions.

I refer more specifically to the recommendations that the agencies review their publication policies to assure that they are making the most effective reuse of their resources. I also refer to the comments concerning the personnel communiques which you have

identified in your report as an important area to be reviewed. The Department of Personnel and Training is now, in coordination with the agencies, reviewing these major efforts. Distribution and postage are also other important areas with which we are attempting to deal.

I would hope that in your final draft you would take cognizance of the efforts we are making at the present time. I hope these comments are useful to you. If I may be of any further assistance, please let me know.

Sincerely,


Kenneth Golden

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COMMONWEALTH of VIRGINIA

Department of General Services
Division of Purchases and Supply
805 East Broad Street

POST OFFICE BOX 1199
RICHMOND, VIRGINIA 23209
(804) 786 3845

January 20, 1982

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and Review Commission
Suite 1100, 910 Capitol Street
Richmond, Virginia 23219

Dear Mr. Jonas:

The opportunity to review the draft of the Joint Legislative Audit and Review Commission Evaluation of Publications and Public Relations in Virginia was very much appreciated. The Division of Purchases and Supply is in general agreement with the recommendations applicable to the procurement function, i.e., Recommendation Nos. 5, 6, 9, 10, 11, 12, and 13. My comments are as follows:

- Page 6, 1st paragraph should be changed to read Department of General Services, Division of Purchases and Supply. Wherever the word DPS appears may I suggest that DGS/DPS appear as a means of agency identification.

- Recommendation 5

The State Library prepares an annual listing of publications. It may be practical to consider the State Library as the function to disseminate publication lists from records they develop for their catalogue.

- Recommendation 6 Section C

DGS/DPS has developed mailing guidelines which are available for distribution by our State Mail System. Copy attached for JLARC review.

- Recommendation 9

DGS/DPS agrees with the recommendation presented by JLARC, appendix 2. We suggest that the addition of the words "publication grade" after "moderately priced paper" under Section 5.8 will more precisely define the quality a vendor must consider when discussing agency printing requirements.

- Recommendation 10

This recommendation highlights the programs currently under way to improve the quality of vendors, not only for printing but in all commodities.

- Recommendation 11

A section covering the points outlined in your recommendation will be added to the printing section of the Agency Manual. We suggest that the word "should" be replaced with "shall" to emphasize the impact these complaint reports have on initiating corrective actions. The overrun percentage is generally stated in accordance with industry practice, i.e., $\pm 10\%$. A schedule will be added to the Agency Manual which will offer specific guidelines for high volume printing runs.

- Recommendation 12

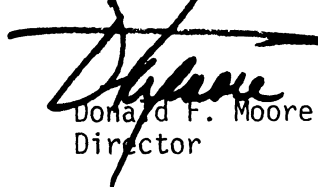
I believe this section can be removed. Unless an agency specifically requests to review the bids before an award is made, DGS/DPS normally makes the award within 3-5 days. The problem appears to be within the requisitioning agency. Agency procurement officers do not send the copy of the purchase order to their requisitioner.

- Recommendation 13

No comment, fully agree.

Implementation of the recommendations outlined in your report will contribute substantially to reduced costs and quality improvement in publications. The Division of Purchases and Supply will cooperate fully.

Sincerely,



Donald F. Moore
Director

DFM:c

Encl.

cc: Mr. H. Douglas Hamner, Jr.,
Director, Department of General Services

EUGENE M. BANE, GRUNDY, BRISTOL DISTRICT

T. GEORGE VAUGHAN, JR., GALAX, SALEM DISTRICT

WILLIAM R. WATKINS, SOUTH BOSTON, LYNCHBURG DISTRICT

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RICHARD G. BRYDGES, VIRGINIA BEACH, SUFFOLK DISTRICT

WILLIAM T. ROBINSON, WEST POINT, FREDERICKSBURG DISTRICT

J. CARLTON CLORE, CULPEPER, CULPEPER DISTRICT

H. DELMER ROBINSON, JR., WINCHESTER, STAUNTON DISTRICT

JAMES C. HUGHES, ANNANDALE, AT LARGE-URBAN

HARLES S. HOOPER JR., CREWE, AT LARGE-RURAL



COMMONWEALTH of VIRGINIA

DEPARTMENT OF HIGHWAYS & TRANSPORTATION
1221 EAST BROAD STREET
RICHMOND, 23219

LEO E. BUSSEY, III
DEPUTY COMMISSIONER & CHIEF ENGINEER

J. T. WARREN
DIRECTOR OF ADMINISTRATION

J. M. WRAY, JR.
DIRECTOR OF OPERATIONS

W. L. BRITTELL, JR.
DIRECTOR OF ENGINEERING

OSCAR K. MABRY
DIRECTOR OF PLANNING

H. W. WORRALL
DIRECTOR OF FINANCIAL AFFAIRS

IN REPLY PLEASE REFER TO

January 22, 1982

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and Review Commission
Suite 1100, 910 Capitol Street
Richmond, Virginia 23219

Dear Kirk:

I appreciate your letter of January 11 and the opportunity to read the draft of the JLARC report on state publications and public relations.

You and Ms. Newlin have done an extraordinary job in mastering extensive programs in a brief period of time, and I generally concur in your basic conclusions.

There are some specific, and for the most part minor, aspects on which I want to comment, and will do so as follows:

(1) Page 13, fourth paragraph -- In its study of publications, the State Information Committee had some problem with interpreting provisions of Section 2.1-2 of the Code regarding annual reports. The Committee asked the Attorney General's office for informal advice as to whether the section actually required preparation of such reports, and was advised verbally that the office believed the section did contain such a requirement.

In any event, we appear to share the view that biennial reports are more appropriate.

(2) Pages 16, last paragraph and 17, first paragraph -- The Department of Highways and Transportation will convert its employees' publication, the BULLETIN, to a tabloid newspaper format, beginning with the first issue under a new contract which will go into effect in March. As you observed, such a change will reduce printing costs substantially.

(3) Page 18, third paragraph -- I have a problem with your judgment that, as currently produced "few employee

newsletters...appeared to be appropriate." While they all can probably be improved, those I see seem to be generally appropriate insofar as their mission is concerned.

Also, the statement on Page 18 of the draft seems inconsistent with the statement on Page 20, next to last paragraph, referring to publications generally, that, "The manner and expense of the Commonwealth's publications are generally appropriate."

(4) Page 32, third paragraph -- It's an excellent idea to have the Division of Purchases and Supply contact members of the General Assembly and agency heads to determine which state publications they wish to receive. Such a unified approach would be helpful to all concerned.

(5) Page 33, first paragraph -- All future copies of the official state highway map, not only the Garden Week map, will be printed so as to be self-mailers. Also, beginning this year, the map will be printed biennially, instead of annually, to permit further savings in preparation costs.

(6) Page 34, second and third paragraphs -- For the Highway and Transportation Department, production of a publication is not the end objective of such documents as design study reports and environmental impact statements, which appear to be included in the totals shown. The main objective is the detailed planning study, and the publication is one of the products of that study. It is misleading to indicate that the cost of conducting these studies is a cost of preparing the publication. Moreover, most publications of this nature are federally required and are largely federally-financed.

(7) Pages 43 and 44 -- As we discussed earlier, I agree fully that DPS should be more restrictive in its approval of publications using multiple colors of inks, and that for the most part this should be confined to promotional materials. However, we should preserve enough flexibility to permit more than one color of ink when it is necessary to convey essential information. I have in mind, for example, the official state highway map and the driver's manual published by the Division of Motor Vehicles. While the Department of Highways and Transportation is not a promotional agency, the map is perhaps the state's most effective single tourist promotion publication. In the case of the driver's manual, DMV must be able to show highway signs, for example, in exact colors if the manual is to be effective. DMV is not a promotional agency, either, but should not be prohibited from multiple colors in at least this instance. I expect there are some other publications that, for similar reasons, may require more than one color of ink. A letter from the agency head to DPS would be appropriate and, if DPS were consistent with its policies, would guarantee the desired uniformity in compliance.

(8) Page 46, fifth paragraph -- Yes, DPS by all means should intensify its efforts to pre-qualify printers in order for them to be eligible to bid on state work. There's no reason why state government agencies have to contend with sloppy printing, missed deadlines, and careless handling of material.

(9) Pages 47 and 48 -- For a number of years, printers and at least some of those responsible for procurement of state printing have contended that overruns are a normal part of life in the industry and, consequently, that agencies had little choice but to accept them. I'm sure all agencies and institutions would prefer not to have overruns, both because of the cost and the nuisance they represent.

(10) Page 48, fourth paragraph -- DPS, not individual agencies, should require printers to have a representative available for consultation and follow-up on problems. But there would have to be some teeth in such a requirement. Most printers say they provide that service now, but it often doesn't help much.

(11) Page 55, second and third paragraphs -- It would be extremely helpful if the State Library would state specifically what types of publications, and in what numbers, it wishes to receive. It's always been hard to get clarification on this.

(12) Page 63, third paragraph -- The Department of Highways and Transportation uses the radio for much more than notifying the public about washed out roads, of course. Perhaps the wording could be changed at least to say, "...emergency road conditions occurring as a result of winter storms or floods."

(13) Page 67 -- The discussion about radio/television omits the fact that some of the colleges operate their own radio stations.

(14) Page 70, first paragraph and Table 7 -- It would be enlightening if the 240.5 public information positions now shown as filled could be divided to indicate how many are in agencies and how many are in the colleges.

(15) Pages 75 and 76, "Agency Control" -- I agree that "informal and flexible practices seem appropriate" in respect to how agencies control public relations activities. Much also depends on the nature of the organization; i.e., whether its functions are housed primarily in one location, as with the Department of Personnel and Training, or whether there are field offices throughout the state, as with a number of agencies. A reporter in Roanoke, for example, should not be expected or required to call Richmond if an agency has an office in Roanoke and if the reporter's questions deal

Moreover, an agency's approach to managing its public relations reflects its true commitment to openness in government. An agency that takes this commitment seriously is more likely to authorize its field and division managers to speak on its behalf in their areas of expertise.

So far as the Department of Highways and Transportation is concerned, we have delegated that authority to division and field managers, as your draft indicates. In practice, however, about 80 per cent of all media inquiries received by the Department come to the Office of Public Relations. This office, in turn, almost daily arranges media interviews with appropriate division or field people.

(16) Page 77, fourth paragraph -- We all recognize there's a problem in telling prospective bidders what an agency is prepared to spend on a project. Here at the Highway and Transportation Department, we initiated an amendment to the Virginia Freedom of Information Act last year to protect our engineers' estimates of construction project costs from disclosure, and the General Assembly so amended the act.

There must be a way for specifications to be written for television or radio materials which would make it unnecessary for price ceilings to be divulged to PSA producers. That adds a burden to the agency's public information office, but it's one they should accept.

As I'm sure you know, the Department of Telecommunications set its present ceilings to prevent exorbitant prices, such as that cited in your draft. The State Information Committee suggested such ceilings, and stands by its belief that they are essential. However, it should be possible to use them exclusively for internal controls.

(17) Page 82, first paragraph -- Some publications should not be packed with type on every page to ensure the maximum number of lines per page. While technical publications can be done in that manner, it often is desirable to use white space in page layout as a means of attracting readers, and we should keep some flexibility in this respect. Often, publications will not be read unless they are attractively prepared, and white space is one element that helps determine the level of readability.

(18) Page 84 -- We regard our HEADLINES publication as an important part of our internal communications efforts, and an extremely modest one at that. Preparation of each issue takes about four hours of staff time, and it costs about \$26 per issue (of 1,000 copies) to print and about \$20 to distribute. It really is a poor man's newsletter already. Preparation time and costs would be greater for a more formal newsletter.

(19) Page 88 -- Some of the reports for which the Department of Highways and Transportation is shown as using two-color covers in fact used only one color ink on a color paper stock. It is incorrect to imply that two colors of ink were used, and this may be true, as well, with many of the other state publications shown as using two colors throughout the tabulations on Pages 83-94. Color paper stock doesn't necessarily cost more than white paper stock, and offers a means of enhancing the appearance of a publication without increasing costs.

Again, I appreciate the opportunity to review the draft and offer these comments. I'd be happy to discuss any of them with you at your convenience.

While I have rambled on at some length, you have done a good job and I concur in your basic conclusions.

With best regards, I am

Sincerely,

A handwritten signature in black ink, appearing to read "A. W. Coates, Jr.", written in a cursive style.

Albert W. Coates, Jr.
Chairman, State Information Committee

AWC:mwr



COMMONWEALTH of VIRGINIA

Department of Personnel and Training

KENNETH B. YANCEY
DIRECTOR

JAMES MONROE BUILDING
101 N. 14th STREET
RICHMOND, VIRGINIA 23219
(804) 225-2131

January 15, 1982

MEMORANDUM

TO: R. Kirk Jonas, Principal Legislative Analyst, JLARC

FROM: Ann Black, State Director of Employee Communications *AB*

SUBJECT: JLARC Publications & Public Relations Report

I have received the draft report on "Publications and Public Relations in Virginia" and would like to make the following comments concerning its content:

In your conclusions and recommendations concerning publications, you state: "Agencies should consider issuing newsletters on an as-needed basis, or as an attachment to the bi-monthly Personnel Communique. At all times, newsletters should be produced in compliance with DPS guidelines and at minimal cost."

First, the distribution system currently used would not make this feasible. Second, it is very important that publications be issued on a regular basis if they are to maintain credibility. Sporadic publication results in a perception on the part of employees that communication is management controlled and oriented. Depending on their mission, individual state agencies have needs for a variety of information on a regular and continuing basis. These needs simply cannot be met with a bi-monthly publication. To implement this recommendation would result in minimal savings and lessen the overall effectiveness of the state's employee communications program.

It is desirable, however, to control the costs of employee publications and to upgrade the content of agency newsletters. I am, therefore, recommending the following language to be inserted in the place of the above paragraph: "The Department of Personnel and Training should develop a plan to coordinate the dissemination of employee-related information in the state-wide newsletter Personnel Communique, and state agency newsletters as provided in House Document 11 (1979). State agency newsletter editors should coordinate personnel related articles with the state Office of Employee Communications to ensure consistency of information and to eliminate possible duplication of effort. The state Office of Employee Communications should assist agencies in conducting needs assessments and evaluations of their employee communications programs."

Concerning the section of the report recommending modification or elimination of certain publications, the Department of Personnel and Training would like to make the following corrections:

1. The management newsletter, entitled Personnel Manager, is two colors on one side only, and not two colors throughout as you have indicated. The cost of this process is the same as if it were printed in two colors on the cover only since the color on the back doesn't require an additional press run.

2. The publication entitled "Compensation Management", listed on p. 89 of the report, is two colors on the cover only, and not two colors throughout as you have indicated.

The Department of Personnel and Training has already taken some voluntary steps to cut back in the area of publications. For instance, the newsletter, Personnel Manager, will be published on a bi-monthly, rather than a monthly basis, beginning in January. The brochure entitled "Getting a Job in the Merit System" has been eliminated. The "Course Schedules", originally published as a series of brochures, have been consolidated into a single catalog. These steps will result in a decrease in our printing costs.

I appreciate the opportunity to comment on the report. Please let me know if you need additional information or if I may be of assistance in any way.

AB/cl

CC: Kenneth B. Yancey

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ALTAMONT DICKERSON, JR.
COMMISSIONER

COMMONWEALTH of VIRGINIA

Department of Rehabilitative Services

4901 FITZHUGH AVENUE POST OFFICE BOX 11045
RICHMOND, VIRGINIA 23230-1045
(804) 257-0316

January 21, 1982

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and Review Commission
Suite 1100, 910 Capitol Street
Richmond, Virginia 23219

Dear Mr. Jonas:

On behalf of this Agency, including Woodrow Wilson Rehabilitation Center, I thank you for the opportunity to review your Exposure Draft on "Publications and Public Relations in Virginia."

The study reflects a comprehensive effort which, in its final form, should be of valuable assistance to all State agencies. It is well written and positive in its approach toward utilizing cost-effective measures relative to PR practices and publications.

We concur with your recommendations; however, we are concerned about two issues in your "Suggested Additions to DPS Guidelines for Publications." Specifically, we question the No. 1 criteria for promotional publications under Guideline 5.7 with reference to the use of "Ink," as well as Guideline 5.11, "Other Technical Considerations." Also, there is a matter of a technical clarification in reference to our inhouse duplicating facility. Our concerns are substantiated in the attached statements.

Sincerely,

A handwritten signature in cursive script that reads "Altamont Dickerson, Jr.".

Altamont Dickerson, Jr.
Commissioner

ADJr./FS/hf

Attachment

SUGGESTED ADDITIONS TO DPS GUIDELINES FOR PUBLICATIONS (APPENDIX 2)

5.7 - Ink

The JLARC Exposure Draft states, "Except for promotional publications, all printing should be in one color ink..." Promotional publications are defined as those that "are produced by agencies with specific statutory authority to advertise or promote," along with three other criteria.

Response

While the Department of Rehabilitative Services (and Woodrow Wilson Rehabilitation Center) is not given "specific statutory authority to advertise or promote," it does meet JLARC's other three recommended criteria for promotional publications. Specifically, the Department does produce publications that are: "designated for specified audiences outside of government; intended to yield significant benefits to the state; and produced for use in a competitive environment and as such may necessitate multiple colors and other special features."

Relative to the latter three criteria, the Department and Woodrow Wilson Rehabilitation Center produce publications targeted to private insurance companies and other agencies to promote the sale of vocational evaluation, medical and training services, etc., in a competitive environment. This practice generates private operating capital for the Department which, in turn, is used to rehabilitate disabled Virginians.

The Agency produces publications designed to attract the attention of private sector employers, such as large corporations and industries, to inform them of the benefits of hiring disabled workers. In an extremely competitive labor market, a high quality publication makes a positive impression and eases the facilitation of job placements on behalf of Virginia's disabled citizens. Consequently, these disabled citizens become tax payers, rather than recipients of public assistance--a significant benefit to the Commonwealth!

JLARC Staff Note: While JLARC supports a narrow definition of promotional publications, the suggested guidelines have been worded to allow for necessary exceptions to the one-color rule for non-promotional publications. The guidelines state that "Except for promotional publications, all printing should be done in one color ink. Any request for an exception to this must be accompanied by a letter of justification."

5.11 - Other Technical Considerations

The JLARC Exposure Draft recommends that "Agencies should avoid the use of specialized technical processes in preparing publications. These processes include embossings, cutouts, bleeds," etc.

Figure 4 (page 29) states "Estimates Showing the Additional Cost of Specialized Processes," based on figures obtained from two printers. The Draft concludes that "the use of specialized processes adds significantly to the cost of a publication" (page 30).

Responses

The Department of Rehabilitative Services and Woodrow Wilson Rehabilitation Center support the unnecessary use of technical processes. However, there are situations in which technical processes can be cost-saving measures. For example, the Department has used the diecut (or "cutout," as referred to in the JLARC Draft) on a publication cover when different issues of the same publication were going to be produced. The diecut provides for the date of each issue to appear on the cover (through the diecut) and eliminates the need for an additional printing with each issue. Another example of when this process could be used to save funds is the cover of the JLARC Exposure Draft which, apparently, requires a separate printing for the title and date each time a report is published.

The Department, including Woodrow Wilson Rehabilitation Center, recognizes that additional costs are directly incurred with the use of specialized processes. However, Figure 4 supports our belief that such processes are not necessarily excessive and need not add "significantly" to the cost of a publication when used with discretion. For example, Printer A estimates that the addition of 10 bleeds increases the cost of production by \$45. If bleeds would add to the attractiveness of the layout and, therefore, enhance the effectiveness of the publication, a \$45 expenditure might be a good investment.

JLARC Staff Note: Exposure Draft Covers are printed in bulk without titles. Titles and dates are xeroxed on as needed, and do not require separate printing.

Conclusion

While the Department of Rehabilitative Services and Woodrow Wilson Rehabilitation Center support the need to be frugal with public funds in producing publications, there are instances when the use of more than one color of ink and/or technical processes is advantageous and, in the long run, cost-effective to the operation of an agency. Also, the production of promotional publications may not be limited to those "agencies with specific statutory authority to advertise or promote."

Therefore, it is suggested that consideration be given to the elimination of criteria 1 for promotional publications in the JLARC Suggested Additions to DPS Guidelines concerning the use of ink.

PRINT SHOP EXPENDITURES, FY '80 (FIGURE 6)

The Department of Rehabilitative Services does not operate a print shop, per se, although it is listed on page 51 among State agencies that do. At the suggestion of the Division of Purchases and Supply, the Department removed its printing press in 1978 and installed a Xerox 9200 Duplicator.

JLARC Staff Note: The Division of Purchases and Supply includes high volume copy and collating machinery, such as the Xerox 9200 Duplicator, in its annual print shop survey. The information presented on page 51 (38 in the final report) was submitted to DPS by the Department of Rehabilitative Services during the 1979/80 Print Shop Cost Survey.



January 19, 1982

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and Review Commission
Suite 1100, 910 Capital Street
Richmond, Virginia 23219

Dear Mr. Jonas:

Thank you for the opportunity to review the exposure draft on Publications and Public Relations in Virginia. I was pleased that the overall study revealed that there were no major problems with Mary Washington College's publications and public relations activities. There are three areas in the report involving Mary Washington College, however, upon which I would like to comment.

The first concerns the section on newsletters. Although the study states "employee newsletters range in complexity and content," no definition of "newsletter" is given. Thus, Mary Washington's one-page, weekly calendar of events, "This Week," is included in Figure 2, page 19 along with such publications as an 86-page quarterly and weekly and bi-weekly tabloids. These latter publications include feature stories and are quite distinct from our publication, which is directed primarily at students and concerns itself with activities on campus. At least two other colleges (both case study agencies) publish weekly or bi-weekly calendars of events, yet these are not listed as newsletters on page 19. It would seem appropriate for the study to include a definition of "newsletter" and to make a distinction between calendars and other types of internal communications.

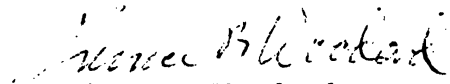
The second item concerns Figure 6 on page 52 of the draft. Here Mary Washington's print shop expenditures for FY 1980 are listed as \$100,478, with 34% labor and 15% materials costs. In the FY 1980 State Print Shop Cost Survey, Mary Washington reported total cost at \$100,478, with labor \$34,138 and materials \$38,024. This represents 34% labor and 38% materials costs, well within the acceptable guidelines, as outlined on page 50 of the report.

JLARC Staff Note: A typographical error resulted in the college's material rate being listed at 15 percent instead of 38 percent.

The final item appears on page 92, where Mary Washington's "Dictionary of Academic Regulations" is cited because of a "two color cover." The cover was printed with one color of ink on a colored paper stock and, therefore, does not violate the prohibition on printing in two colors of ink. I request that these corrections be made to the report.

Thank you again for the opportunity to review the exposure draft.

Sincerely,



Prince B. Woodard
President

PBW:cdl



COL. D. M. SLANE
SUPERINTENDENT
T. COL. J. S. PEARSON
ASST. SUPERINTENDENT

JAY COCHRAN, JR.
DIR. OF INVESTIGATION

MAJOR C. M. BOLDIN
PLANNING

MAJOR A. HOLCOMB
ADMINISTRATION

MAJOR C. S. JOHNSON, JR.
FIELD SUPERVISOR

MAJOR C. E. OLIVE
PERSONNEL

MAJOR C. M. ROBINSON
FIELD SUPERVISOR

COMMONWEALTH of VIRGINIA

DEPARTMENT OF STATE POLICE

P. O. BOX 27472
RICHMOND, VIRGINIA 23261-7472

January 21, 1982

R. L. BERRYMAN
DEPUTY DIR. OF INV.

D. W. DIX
PROPERTY & FINANCE

CAPT. L. A. GRAHAM
TRAINING

CAPT. G. W. KELLAM JR.
COMMUNICATIONS

CAPT. R. M. TERRY
SAFETY

CAPT. W. R. WAGNER JR.
RECORDS & STATISTICS

TELEPHONE 804-323 2000

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and Review Commission
Suite 1100, 910 Capitol Street
Richmond, Virginia 23219

Dear Mr. Jonas:

We have received and reviewed your exposure draft on Publications and Public Relations in Virginia. While our comments are not intended to indicate we endorse any other staff findings or recommendations, we do want to respond at this time specifically to those which refer to our publication The Virginia Trooper.

On Page 84 of your exposure draft -- publications recommended for modification or elimination -- you indicate with regard to our Trooper Magazine that the "present content (is) unsuitable" and "too lengthy". Obviously, this is not the opinion of our employees.

The Virginia Trooper was recently discussed in some detail with our Suggestions Review Committee. This committee is appointed by me to consider and evaluate suggestions from our employees and consists of representatives from all areas of our Department -- supervisory and non-supervisory, police and civilian.

This committee recommended unanimously that the format for The Virginia Trooper should remain the same and this also applies to both content and length. This committee did not specifically address morale but, personally, I would be remiss if I did not indicate my conclusion that The Virginia Trooper in its present form does -- as it has since 1947 -- a great deal for the morale of our employees, particularly the troopers in the field.

With respect to the comment that agencies should consider issuing newsletters as an attachment to the by-monthly Personnel Communique, we feel that agency newsletters should be separate publications if they are to be of any value to employees. Making other agency publications a part of the Personnel Communique would, in our opinion, result in a hodgepodge of information that would not be of universal interest.

Sincerely,



Superintendent

DMS:smh

CC: The Honorable Franklin E. White
Secretary of Public Safety



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COMMONWEALTH of VIRGINIA

DIVISION FOR CHILDREN

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January 20, 1982

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and
Review Commission
Suite 1100, 910 Capital Street
Richmond, Virginia 23219

Dear Mr. Jonas:

Thank you for allowing us to review and comment on your agency's study on "Publications and Public Relations in Virginia." Our overall impression is that the Study, especially the publications section is well done, well documented, easy to read and should be both well received by State agencies and helpful to them in the future.

It is clear from your draft report that there is ample confirmation that State agencies execute their authority (both statutory and discretionary) in a manner substantially commensurate with current written procedure(s) despite instances in which such procedures are vague and/cumbersome.

We offer the following specific comments to you with the same intent that we attribute to your study....that is to be helpful: It may be a matter of general belief, but in our view not verified in your report that by examining 30 randomly selected agencies in the executive branch of government you will produce data typical of all State agencies. Perhaps your sample could have been expanded to include some agencies from the other governmental branches.

The Division for Children certainly attempts to develop publications that are concurrently well within our written mandate and mission, not duplicative and which attempt to provide information that is not available in the Commonwealth, but which affects many of its citizens. With all of the concern over duplication of efforts, and since you did not find duplicative publications we feel that this area is deserving of special mention in your report. It would also be helpful if publications not directly or clearly related to agency missions were listed rather than left to the reader's imagination.

On the issue of funding of publications, we opt to consider quality, need, fiscal stringency and responsibility in developing publications irrespective of the funding source (pp. 25-26) and believe that this should be an expectation of all agencies. We would like further to see simpler procedures developed to encourage joint funding of publications between (and among) State agencies, and between (and among) State and non-State agencies. Such joint funding of publications will become more the rule than the exception and procedures to accomplish this must not penalize State agencies by budget reductions to the involved agency.

We know that cost savings can be accrued in the preparation of publications. We feel that our record in this area of using students in publication development (and illustration where possible) deserves special mention, not only to our credit (and the benefit of the students) but more importantly for the savings that can be experienced by other agencies. These procedures can make greater use of student talent in our institutions of higher learning.

While it is true that the Division seldom utilizes multiple colors in publications, we recognize that in some cases the attractiveness and thus the "useability" of a publication can be enhanced in this way. Some leeway should be given to agencies in this regard lest some populations to whom publications are targeted will not avail themselves of information. This idea is consistent with sound marketing practices and may account for some of the deviance from established guidelines.

In Section II, we especially agree with recommendations 1,2,5 and 6. In recommendation there should be a caution so that costs of needs assessments do not overwhelm agencies and cost more than a publication would cost. In other words justification for developing a publication can be accomplished by many means and while a needs assessment is one method, it should not be the sole method used and can be quite costly.

Of all the publications suggested for modification and/elimination, it is interesting to note that none were deemed unnecessary, irrelevant, duplicative, too narrow in scope, etc. This should be given strong emphasis.

With regard to State Oversight of Publications, we proffer the following comments: (1) You do not mention the DPS procedure where printing costs between 300 and 500 dollars can be given to one of 3 firms contracted with by DPS. This is quite helpful to agencies in removing "small" jobs from frequent and repetitive bidding and allowing work to be done in a timely fashion. (2) Savings to agencies to be realized by requiring that printers absorb coordination costs when they are not in an agency's geographic area may be easily defeated by the bidders including such costs in their bids. In such instances, nothing is saved. (3) Perhaps agencies with print shops can open these services up for use by other State agencies within their geographic area, thus making such shops more cost effective and providing a valuable service. (4) The forwarding of duplicate VSL copies of our publications has been corrected.

We have learned, and currently practice meeting with representatives of firms which are awarded bids on our work. This helps to reduce and/eliminate problems.

The section on State Agency Public Relations does not point out one fact that is disturbing to us at the Division. Procedures established by the Department of Telecommunications as relates to the bidding, review and approval requirements are more costly and time consuming to us than are the products we seek to execute. We are quite adept in working with the facilities of public and commercial television and radio stations to produce PSA's at no cost to our agency. By doing this and by using the assistance of students when possible, we reduce "out of pocket expenses" to the remaining costs for supplies. To follow procedures established by the Department of Telecommunications, which appear to be targeted to larger agencies, slows our work, costs us in staff time and are cumbersome to our processes.

We here at the Division are confident that our efforts in both areas of this Study are well within, and often surpass expectations of current procedures and sound practices. Our record for frugality and quality work is, we believe, borne out by your findings and you and the Legislature may be assured that such will always be the case. If, based on your site visit, you can and/wish to share personal observations with potential benefits to our efforts, we shall be most happy to receive them at your earliest convenience. We, like you, are interested in the best quality for State dollars.

Sincerely,



Peter J. Williams
Assistant Director

/am



COMMONWEALTH of VIRGINIA

COUNCIL OF HIGHER EDUCATION

James Monroe Building, 101 North Fourteenth Street, Richmond, Va. 23219

Gordon K. Davies
Director

(804) 225-2137

January 21, 1982

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and
Review Commission
Suite 1100, 910 Capitol Street
Richmond, Virginia 23219

Dear Kirk:

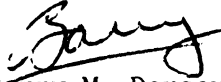
I write in response to your letter of January 12, 1982, transmitting an exposure draft of the JLARC study on Publications and Public Relations in Virginia. I have reviewed the draft report and congratulate you on its thoroughness. Certainly Barbara Newlin, who met with us to discuss the Council's publications, is to be commended for her understanding of the matter and her sensitivity to the issues involved.

As I mentioned to you recently over the telephone, we agree that the institutions of higher education should not be mandated to produce annual reports. However, on the advice of the Attorney General's Office, we will not propose that the statutes be modified at this time. The reason for this is that Section 23-1 was cited in a recent case involving William and Mary to demonstrate that the institutions of higher education are accountable to the state for their actions. It is the advice of the Attorney General's Office, then, that the current language should be retained. We shall, however, indicate to the institutions that we consider the great amount of data which we collect from them throughout the year to be a full and sufficient substitute for annual reports.

Incidentally, I note the inclusion of two of the Council's recent publications in Appendix III of the report. I should point out that the most recent (1981) edition of the brochure entitled "Introduction of Financial Aid Opportunities in Virginia" was printed in only one color. It is our intention to continue to print this brochure, which is very popular among students and institutions, in only one color. Likewise, the 1981 update to the Virginia Plan will be printed using only one color. We were not aware of the prohibition on the use of multiple colors at the time these two publications were printed.

Thank you for the opportunity to review the study. I hope my comments are useful. If we can help implement the recommendations, please contact me.

Sincerely,

A handwritten signature in black ink, appearing to read "Barry", written over a horizontal line.

Barry M. Dorsey
Associate Director

BMD/mwh



COMMONWEALTH of VIRGINIA

DEPARTMENT OF TELECOMMUNICATIONS

902 Ninth Street Office Building
Richmond, 23219
(804) 786-3152

January 19, 1982

Mr. Ray D. Pethel, Director
Joint Legislative Audit and Review
Commission
General Assembly Building
Richmond, Virginia 23219

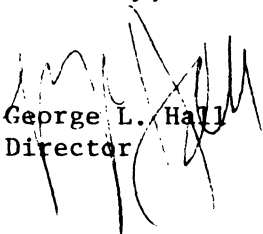
Dear Ray:

We have had a chance to review the recent JLARC Report on public relations activities by state agencies, with special attention to that section treating with the procurement, production and use of Public Service TV/Radio Announcements.

Kirk Jonas did a commendable job in helping unravel a rather tangled topic. His facts are accurate, his findings thoughtful and constructive. We are already at the process of examining the single recommendation the report raised about VDOT's procurement policies (i.e. the "80-1" process), namely, that we consider whether or not a "ceiling level" should be stated in our media production bid documents. The risk of aggregating bids toward the top is a genuine one, of course. The question we're exploring is whether or not a contrary practice would pose greater bidding hazards (at least, in those cases when the bid range might be reasonably predicted to be very broad, indeed.) Undoubtedly, however, we will make changes in "80-1" to clarify the point - or alter the detail.

Please thank Kirk Jonas for doing an excellent piece of investigative work in this troubled policy sector.

Sincerely,


George L. Hall
Director

GLH:gt



COMMONWEALTH of VIRGINIA

Virginia Council for the Deaf

January 21, 1982

Mr. R. Kirk Jonas
Joint Legislative Audit and Review Commission
Suite 1100, 910 Capitol Street
Richmond, Virginia 23219

Dear Mr. Jonas:

I appreciate the opportunity to review the exposure draft on Publications and Public Relations in Virginia. As an affected agency, I find the reporting and the recommendations of a very high caliber and the format quite clear.

I do think the title of the report would more clearly describe its content if mentions were made of its state agency/institution focus, e.g. - Publications and Public Relations in Virginia State Government; State Publications and Public Relations in Virginia.

I commend you on the thoughtful analysis contained in this report and on the continued good work of the Commission.

Sincerely,

A handwritten signature in cursive script that reads "Lily P. Bess".

Lily P. Bess
Acting Director

LPB/vba



COMMONWEALTH of VIRGINIA

Council on the Environment

JB JACKSON JR
ADMINISTRATOR

903 NINTH STREET OFFICE BUILDING
RICHMOND 23219
804-786-4500

January 21, 1982

R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and
Review Commission
Suite 1100
910 Capitol Street
Richmond, Virginia 23219

Dear Mr. Jonas:

I have reviewed the exposure draft on Publications and Public Relations in Virginia. It is a thorough piece of work and reflects a fine effort.

We always are seeking ways to do more at less cost. Rest assured we will do a needs assessment on each of our publications and that we will print and distribute them at the lowest possible cost to the agency and the State.

Sincerely,



J. B. Jackson, Jr.

JBjr:gcj



COMMONWEALTH of VIRGINIA

VIRGINIA STATE LIBRARY

RICHMOND 23219-3491

DONALD HAYNES
STATE LIBRARIAN

February 4, 1982

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit
and Review Commission
Suite 1100
910 Capitol Street
Richmond, Virginia 23219

Dear Mr. Jonas:

I have reviewed with the library staff your exposure draft on publications and public relations. Although I agree with the comments in your "Action Agenda" concerning the Virginia State Library, I must say that we have followed up in writing our ignored attempts to have inventory sheets returned, and have also reported to appropriate cabinet secretaries those agencies which do not respond.

We have also contacted all of the libraries in the Danville area, except Averett College, which does not lend to the general public, and none has adequate resources to manage a depository collection. We have not found a willing library in Roanoke or Lynchburg, either.

In the larger report, Appendix 3 lists our "Recent Acquisitions" as having a two-color cover. One color was the canary paper, bought on contract. It was not printed in two colors. The publication is no longer printed at all, and I point it out because it appears someone there reviewing publications might mistake use of colored paper as two-color printing, such as was used on the colored paper of the cover of your own report, to achieve a three-color effect.

The Virginia Museum's Arts in Virginia is paid for by membership dues or by subscription, and probably would be

exempt from printing guidelines applied to agency working or public relations publications. There may be others like that in your list.

Your undertaking is a large one and I congratulate you on your good work. If we can be of further assistance, please let me know.

With all good wishes,

Yours very truly,


Donald Haynes

DH:T



January 22, 1982

MEMORANDUM

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and
Review Commission
Suite 1100
910 Capitol Street
Richmond, Virginia 23219

Dear Mr. Jonas:

This is in reply to your letter of January 12, 1982, by which you shared with us a copy of your exposure draft on Publications and Public Relations in Virginia.

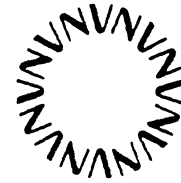
At my request, Mr. James L. Bradley, Assistant to the President for Public Relations, has reviewed the draft. His memorandum to me as a result of that review is attached for your consideration.

Thank you for this opportunity to review the draft.

Sincerely yours,

Richard J. Ernst
President

RJE:cjc
Attachment
cc: Mr. Bradley
Miss Church



MEMORANDUM

January 18, 1982

TO: Dr. Richard J. Ernst
President

FROM: James Bradley
Assistant to the President
for Public Relations

SUBJECT: JLARC EXPOSURE DRAFT

Thank you for the opportunity of commenting on the Exposure Draft of the JLARC report on Publications and Public Relations in Virginia. The report seems to address those areas of concern and is basically accurate as far as Northern Virginia Community College is concerned.

Before specific data is discussed, it is worth mentioning that the College has been given an indication that printing up to \$200 in cost may be done locally. The JLARC document refers to jobs in excess of \$300 that must be bid through the Division of Purchases and Supply. A July 25, 1980 memorandum from George Monte, the Purchasing Administrator for the VCCS at that time, indicates printing purchases under \$200 may be handled locally.

JLARC Staff Note: Bid limits set by the Division of Purchases and Supply have changed over the years. As of this printing, DPS states that agencies may purchase up to \$500 of printing locally after screening three telephone or written bids. All jobs over \$500 must be submitted to DPS or the Department of Corrections as appropriate.

On page 31 the Virginia Community College System is referred to in the first italicized paragraph. It appears that the word "System" is left out of the first line of that paragraph.

On page 67 the last line reference to Northern Virginia Community College having a regular radio program might be clarified to indicate that the College prepares regular radio program tapes for use by local radio stations as a part of each station's public service broadcasting.

The following are my thoughts concerning the stated recommendations:

Recommendation #1: The need for annual reports should be evaluated.

Recommendation #2: It is my feeling that annual reports are considerably more valuable, especially to the local jurisdictions, community leaders and all those who need to be kept informed about the status and progress of expenditures, programs and services. Members of the General Assembly should need this information on an annual basis.

Recommendation #3: Annual reports are essential for institutions of higher education to maintain a higher level of understanding and awareness with local jurisdictions, community leaders, business leaders, local members of the General Assembly and others who are involved in the programs, services and support of higher education.

Recommendation #4: I agree with the evaluation of agency newsletters.

Recommendation #5: This seems appropriate.

Recommendation #6: This seems appropriate.

Recommendation #7: This seems appropriate.

Recommendation #8: No comment.

Recommendation #9: It is agreed that DPS guidelines should be clarified and strengthened. Contrary to this recommendation, however, I cannot see the standardized policies on higher education materials would benefit either the state, higher education or the public. Institutions should be given the latitude of developing publications as individual needs indicate. Institutions have different purposes, objectives and programs. Standardizing publications and limiting creativity would place Virginia institutions even further behind other states in projecting the high quality of educational programs through high quality publications. The principles, and not necessarily the practices, of marketing and advertising, have long been accepted by business and industry and now by higher education as being essential to successful information programs.

Restrictions such as use of one color and mechanical limitations as suggested beginning on page 80 of the report should not be stated so as to hamper proper development of a publication to fulfill an identified need. The message, intended audience and distribution are standard elements to be considered in the development and design of publications. Restrictions and standardization make everything look the same and destroy the potential effectiveness of individual publications.

Recommendation #10: Any help with printers and qualified bidders will be appreciated.

Recommendation #11: This is a good recommendation.

Recommendation #12: Agreed.

Recommendation #13: Sometimes it is more important to provide services at the point of use rather than justify everything according to its economic value. "Service" is often far more important than the cost.

Recommendation #14: This looks okay.

Recommendation #15: Okay.

Recommendation #16: Information to the public needs to be easily accessible and as convenient as possible. Some people are not as aggressive as others and should not be placed in a situation that is intimidating in any way.

Recommendation #17: This seems logical.

The suggested addition to DPS guidelines for publications beginning on page 80 as appendix 2 of the report are far too restrictive and do not take into account the individual circumstances pertinent to specific publications, as indicated above.

Specifically under 5.7 an agency or institution should have the prerogative of determining its own use of funds and the desirability of more than one color of ink for any publication. It is true that a situation should be justifiable in order to make the consideration in the first place; however, it is almost professionally insulting to require an agency head to request approval of this type of expenditure. A definition of promotional publications will not be necessary if the one color ink restriction were removed.

Under 5.8 the changes in the first few paragraphs seem appropriate as long as the word "should" is left within the terminology.

Under section 5.10 the use of the material and the intended audience often dictate the layout and type to insure maximum readership, not maximum number of lines per page. Self-mailers are an advantage for many publications.

Under section 5.11 it is agreed that a publication should be published with a minimum of expense, taking the message, intended audience and distribution into account. However, other technical considerations do not always substantially increase the cost of a publication. They may, however, greatly increase the publications' effectiveness and readability. We cannot afford to look like second or third-class institutions or agencies. Too many students leave Virginia to attend institutions in other states as it is now. All aspects of our state need to be represented by quality publications to help attract business and industry and appropriately represent the high quality of the agency represented by the publication and to exemplify the proud tradition of the Commonwealth of Virginia.


January 25, 1982

Mr. R. Kirk Jonas
Principal Legislative Analyst
Joint Legislative Audit and Review Commission
Suite 1100, 910 Capitol Street
Richmond, VA 23219

Dear Mr. Jonas:

Enclosed please find comments relative to the exposure draft on publications and public relations in the state of Virginia as prepared by JLARC. Thank you for the opportunity to comment.

Cordially,



Ray V. Sonner, Ed. D.
Vice President

RVS/gwm

Enclosur 

1. It is quite probable that there is a difference in the method used by the various agencies included in the study to report percentages of labor and materials. For example, one interpretation of the instructions leads to reporting the costs associated with composition as cost of materials and including them also in labor costs. Using this interpretation would leave James Madison University labor costs at 36% and raise materials to 32.759%.

JLARC Staff Note: *The Division of Purchases and Supply distributes a 14-page guide to State agencies to instruct them in filling out DPS print shop survey forms. This detailed guide should ensure that agencies calculate costs in a similar manner. Information submitted by James Madison for the FY 1980 print shop cost survey shows a labor rate of 36 percent and a material rate of 27 percent.*

2. The difference in data collection was illustrated above and by the following example. On page 34 it is stated that one agency had printing costs of \$277,970 during FY 1981. However, it is also shown that these figures do not include staff time spent on publications. By adding staff time that department's FY 1981 total is \$930,870. JMU and, presumably, many of the agencies included staff time in their printing budget figures.

JLARC Staff Note: *Data were collected from case study agencies in a consistent manner. Expenditures for technical preparation activities such as typesetting, layout, and design were gathered in each agency. Less structured preparation activities, such as the director of a mental health facility writing the text of a program brochure and proofing bluelines, could not be consistently gathered in agencies and were therefore eliminated from expenditure figures. These less structured and difficult to estimate activities are the types of hidden preparation costs alluded to in the case example. JLARC's point with the case example was simply to urge agencies to consider all preparation costs when evaluating publications.*

3. It is stated on Page 22 that the five colleges and universities surveyed by JLARC spent 40 percent of the total publications expenditure of the 30 survey agencies. This statement carries the implication that colleges and universities account for 40 percent of all state printing. This is not necessarily the case since only 30 state agencies were surveyed--including 15 agencies which do very little printing. Secondly, the method of data collection must be questioned. Again, as sighted in the previous example, staff time added to other printing costs raised one agency total to \$930,870. The total for all five colleges and universities surveyed was \$641,341 in the same year. When similar methods of data collection are used the percentage of expenditures by colleges and universities drops drastically.

JLARC Staff Note: *Colleges and universities do in fact account for over 40 percent of all State publication costs. Expenditure figures submitted to the Virginia State Library during the annual*

publications inventories coincide with the case study findings. These figures reveal that institutions of higher education have accounted for approximately 43 percent of statewide publications expenditures during FY 1979, 1980 and 1981. The addition of less structured preparation costs, as described in the JLARC note above, would add significantly to both institutional and agency expenditures.

4. We would strongly object to the establishment of rigid controls over the use of more than one color in printing. Color printing is an absolute necessity for promotional materials. Since colleges and universities must attract students, it is essential to have attractive promotional materials. Virtually all of the printing done by colleges in more than one color is definitely promotional and designed to attract students to the colleges. Most college publications printed in more than one color meet the criteria for promotional publications listed on Page 80. If any regulations are established on color printing, colleges and universities must be granted authority to use color printing so that promotional materials can continue to be used.

The example of the added cost of color printing, on Page 29, must be questioned. While color certainly adds to the cost of a job, it does not necessarily increase costs as drastically as shown on Page 29. A well-equipped print shop--one with a two-color head, for example--can add a second color to a publication at far less cost than the example illustrates.

JLARC Staff Note: JLARC has recommended that printing guidelines be strengthened and that education policies be standardized by DPS with assistance from the Secretary of Education. The recommended guidelines do not prohibit color printing, but require letters of justification for many multiple-color jobs. The guidelines are intended to discourage multiple-color work.

5. It generally seems unwise to add the additional paperwork that rigid state regulations would bring. The authority on printing should remain with the individual agencies, which can make decisions on their printing based on their funds available and the mission of the agency. It is also doubtful that the Department of Purchases and Supplies is staffed to meet the additional burdens that increased regulations would bring. The added cost of additional work by DPS might well counter any savings brought about by new regulations. A move toward additional state regulations would also seem to run counter to the recent trend toward decentralization of decision-making processes. Agencies should be urged to be frugal in their printing but should maintain autonomy on the exact methods in using their publications funds.

JLARC Staff Note: Responsibility for adhering to strengthened guidelines will still rest with individual State agencies. It is not anticipated that an additional burden will be placed on the Division of Purchases and Supply.

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