

LEGISLATIVE
RESEARCH COMMISSION

STATE PUBLICATIONS



REPORT TO THE
1989 GENERAL ASSEMBLY
OF NORTH CAROLINA
1989 SESSION

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STATE OF NORTH CAROLINA
LEGISLATIVE RESEARCH COMMISSION
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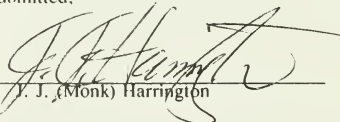
December 14, 1988

TO THE MEMBERS OF THE 1989 GENERAL ASSEMBLY:

The Legislative Research Commission herewith submits to you for your consideration its final report on State Publications. The report was prepared by the Legislative Research Commission's Committee on State Publications pursuant to Section 2.1 of Chapter 873 of the 1987 Session Laws.

Respectfully submitted,


Liston B. Ramsey


Y. J. (Monk) Harrington

Cochairmen
Legislative Research Commission

1987-1988

LEGISLATIVE RESEARCH COMMISSION MEMBERSHIP

Speaker of the House of
Representatives
Liston B. Ramsey, Cochair

Rep. John T. Church

Rep. Bruce Ethridge

Rep. Aaron Fussell

Rep. Vernon James

Rep. Josephus Mavretic

President Pro Tempore of
the Senate
J. J. Harrington, Cochair

Senator Henson P. Barnes

Senator A. D. Guy

Senator R. L. Martin

Senator James Richardson

Senator Lura Tally

PREFACE

The Legislative Research Commission, established by Article 6B of Chapter 120 of the General Statutes, is a general purpose study group. The Commission is co-chaired by the Speaker of the House and the President Pro Tempore of the Senate and has five additional members appointed from each house of the General Assembly. Among the Commission's duties is that of making or causing to be made, upon the direction of the General Assembly, "such studies of and investigations into governmental agencies and institutions and matters of public policy as will aid the General Assembly in performing its duties in the most efficient and effective manner" (G.S. 120-30.17(1)).

At the direction of the 1987 General Assembly, the Legislative Research Commission has undertaken studies of numerous subjects. These studies were grouped into broad categories and each member of the Commission was given responsibility for one category of study. The Co-chairs of the Legislative Research Commission, under the authority of G.S. 120-30.10(b) and (c), appointed committees consisting of members of the General Assembly and the public to conduct the studies. Co-chairs, one from each house of the General Assembly, were designated for each committee.

The study of State Publications was authorized by Section 2.1(46) of Chapter 873 of the 1987 Session Laws (1987 Session). That act states that the Commission may consider Senate Bill 1119 in determining the nature, scope and aspects of the study. Section 1 of Senate Bill 1119 reads in part: "The Legislative Research Commission may study ... (1) Whether the publications of each State agency are necessary and serve an important purpose in North Carolina ... (2) Whether the scope of distribution of these publications is too broad, so that many recipients discard them, wasting tax dollars ... (3) Whether the system of selection, printing, and distributing State

government publications can be improved and made more efficient." The relevant portions of Chapter 873 and Senate Bill 1119 are included in Appendix A.

The Legislative Research Commission grouped this study in its (V.) Revenue, State Publications, and Unruly Students area under the direction Representative Josephus Mavretic. The Committee was chaired by Senator R. L. Martin and Representative R. Samuel Hunt III. The full membership of the Committee is listed in Appendix B of this report. A committee notebook containing the committee minutes and all information presented to the committee is filed in the Legislative Library.

COMMITTEE PROCEEDINGS

The State Publications Study Committee met five times. Below is a brief summary of each meeting. More detailed minutes of the committee's proceedings are available in the Legislative Library of the Legislative Building.

Meeting on November 17, 1987

The first meeting of the State Publications Study Committee was held November 17, 1987 at the Legislative Building in Raleigh. Introductory remarks were made by Cochairman Senator R.L. Martin, who also reviewed the committee's budget.

Following adoption of the budget, Representative Josephus L. Mavretic, Legislative Research Commission Member, discussed the committee's charge -- to study the topic of state agency publications, evaluate their need, function and effectiveness, and make recommendations for their more efficient production.

Cheryl McLean, Assistant Documents Librarian, State Library, addressed the need for, and usefulness of many state publications, the need for publication style and printing standards, and asked for the support of the committee for the new North Carolina Documents Depository Act (G.S. 125-11.5-11.12).

John Cheney, Director of Publications Division, Secretary of State's Office, discussed the operation and publications of the Secretary of State's Office. In addition, Mr. Cheney emphasized the importance of content over form in publications, and explained

how desk-top publishing was helping to produce better looking documents at lower cost.

Alice R. Cotten, Reference Historian, North Carolina Collection, Wilson Library, University of North Carolina at Chapel Hill, explained the resources of the North Carolina Collection -- a department of the university library. In addition, she discussed notification and distribution problems the library has with obtaining state publications.

Jeffrey Crow, Administrator, Historical Publications Section, Division of Archives and History, provided the committee with an overview of the North Carolina Historical Commission and its publications.

Patricia Langelier, Documents Librarian, Davis Library, University of North Carolina at Chapel Hill, spoke on behalf of the North Carolina Library Association. Ms. Langelier offered suggestions for: evaluating the usefulness of publications, distribution, and state agency publication style and production standards.

Meeting on December 18, 1987

The second meeting of the study committee was held December 18, 1987 at the Legislative Building in Raleigh. Fiscal staff reviewed the available budget data concerning publications. Committee counsel reviewed the provisions of Chapter 143 of the General Statutes governing publications. In addition, counsel reviewed publications data from other states.

Patricia Langelier, Documents Librarian, Davis Library, University of North Carolina at Chapel Hill, North Carolina Library Association, presented good and bad examples of state agency publications, as requested by the committee. She pointed out the

importance of proper size, consistent title information, tables of contents, and proper distribution as key factors in the usefulness of a publication.

Bob Brinson of the State Budget Office discussed the printing practice of in the Office of State Budget, and the 1986 Review of Printing Operations.

Tom Whitaker, Employment Security Commission, Department of Commerce, and Gary Fuquay, Division of Social Service, Department of Human Resources presented an overview of the publications and printing practices of their respective offices.

Meeting on January 28, 1988

The third meeting of the study committee was held January 28, 1988 at the Legislative Building in Raleigh.

Staff reviewed, and the committee discussed, a proposed Legislative Survey of State Agency Publications. The committee requested staff to proceed with the survey of all state agency publications activities.

Bob Brinson of the State Auditor's Office reviewed the available data his office had comparing employees known to have editorial or publication management responsibilities to agency printing budgets.

Sam Newman of the State Auditor's Office discussed his office's procedures for publication audits. Generally, the State Auditor will investigate specific problems brought to its attention, but otherwise does not make any effort to review agency compliance with North Carolina Statutes relating to publications. Mr. Newman offered his office's services to perform a performance audit of selected state agency publication spending. The committee accepted the State Auditor's offer, and requested that the

Auditor's report include recommendations to improve state printing and publication practices.

Meeting on September 14, 1988

The fourth meeting of the study committee was held September 14, 1988 at the Legislative Building in Raleigh.

Curtis Clark of the State Auditor's Office discussed the results of the performance audit of state publications requested at the committee's last meeting. Key areas covered by Mr. Clark included the need for formal guidelines for state printing and publication activities, and whether there is a need for two major state printing facilities. Details of the Auditor's recommendations can be found in the Auditor's report to the committee, located in the committee notebook in the Legislative Library.

Richard Bostic of the Fiscal staff reviewed the state publications survey , also requested at the committee's last meeting. Key findings of the survey included more than 6000 state publication titles, and only partial compliance with the statutory provisions requiring mailing list updates and printing cost disclosure statements on state publications. Details of the survey results can be found in the committee notebook, located in the Legislative Library.

At the conclusion of the meeting, staff was instructed to prepare proposed recommendations for the committee to be considered at its next meeting.

Meeting on October 21, 1988

The fifth and final meeting of the study committee was held October 21, 1988 in Raleigh.

Staff reviewed, and the committee extensively discussed proposed recommendations for the committee's final report. The committee voted to approve its final report, as amended, at the conclusion of the meeting.

A summary of the committee's findings and recommendations can be found on page 6.

FINDINGS

The Study Committee on State Publications, after a review and survey of state publications, makes the following findings:

1. A large number of publications are being produced by state agencies, universities, community colleges, and licensing boards -- over 6000 titles were discovered in the committee's survey of state publications. No consistent guidelines exist concerning state agency publication production, style, or distribution. As a result of the inconsistency in state agency publications, librarians and others are often unable to locate and distribute, and the public is unable to utilize, the many useful publications available through state agencies

2. Two large print shops, one located in the Department of Correction, the other in the Department of Administration, are serving the needs of state agencies. The State Auditor's Report to the Committee questions the need for two large print shops to accomplish the printing needs of state agencies.

3. The Committee's survey of state agency publications indicated difficulty in determining the exact cost elements involved in state printing and publications.

4. Testimony from the State Library, and other librarians affected by the State Depository Library System (G.S. 125-11.5 through 11.12) indicates the implementation of the State Depository System is proceeding, and that it is having a positive impact on state agency publication preservation and distribution.

RECOMMENDATIONS

The Study Committee on State Publications makes the following recommendations to the 1989 Session of the General Assembly:

1. The Committee recommends the enactment of legislation to establish uniform guidelines for the production of State Publications.
2. The Committee recommends the enactment of legislation to direct the Department of Administration to study the need for two State print shops.
3. The Committee recommends the enactment of legislation to direct the University of North Carolina system to study the efficient operation and possible reallocation of the system's various printing facilities.
4. The Committee recommends amendment to the statement of costs for public documents, G.S. 143-170(a), include printing costs in the form of labor, and other identifiable design, typesetting, and binding costs.

APPENDIX A

GENERAL ASSEMBLY OF NORTH CAROLINA

1987 SESSION

RATIFIED BILL

CHAPTER 873

HOUSE BILL 1

AN ACT TO AUTHORIZE STUDIES BY THE LEGISLATIVE RESEARCH COMMISSION, TO CREATE AND CONTINUE VARIOUS COMMITTEES AND COMMISSIONS, TO MAKE APPROPRIATIONS THEREFOR, AND TO AMEND STATUTORY LAW.

The General Assembly of North Carolina enacts:

PART I. TITLE

Section 1. This act shall be known as "The Study Commissions and Committees Act of 1987."

...

PART II. —LEGISLATIVE RESEARCH COMMISSION

Sec. 2.1. The Legislative Research Commission may study the topics listed below. Listed with each topic is the 1987 bill or resolution that originally proposed the issue or study and the name of the sponsor. The Commission may consider the original bill or resolution in determining the nature, scope and aspects of the study. The topics are...

(46) State Publications' Need, Function, Effectiveness and Distribution (S.B. 1119 Martin.R.)...

Sec. 2.6. Reporting Dates. For each of the topics the Legislative Research Commission decides to study under this act or pursuant to G.S. 120-30.17(1), the

Commission may report its findings, together with any recommended legislation to the 1989 General Assembly.

Sec. 2.7. Bills and Resolution References. The listing of the original bill or resolution in this Part is for reference purposes only and shall not be deemed to have incorporated by reference any of the substantive provisions contained in the original bill or resolution.

. . .

----EFFECTIVE DATE

Sec. 31. This act is effective on July 1, 1987.

GENERAL ASSEMBLY OF NORTH CAROLINA

SESSION 1987

S

1

SENATE BILL 1119

Short Title: Government Publications Study.

(Public)

Sponsors: Senator Martin of Pitt.

Referred to: Rules and Operation of the Senate.

May 26, 1987

1 A BILL TO BE ENTITLED

2 AN ACT TO AUTHORIZE THE LEGISLATIVE RESEARCH COMMISSION TO
3 STUDY PUBLICATIONS ISSUED BY STATE AGENCIES, THEIR NECESSITY,
4 FUNCTION, AND EFFECTIVENESS, AND THE APPROPRIATENESS OF THE
5 SCOPE OF THEIR DISTRIBUTION AND TO APPROPRIATE FUNDS FOR THE
6 STUDY.

7 The General Assembly of North Carolina enacts:

8 Section 1. The Legislative Research Commission may study the issue of
9 State Government Publications, including the following issues:

- 10 (1) Whether the publications of each State agency are necessary and serve
11 an important purpose in North Carolina.
- 12 (2) Whether the scope of distribution of these publications is too broad, so
13 that many recipients of the publications discard them, wasting tax
14 dollars.
- 15 (3) Whether the system of selection, printing, and distributing State
16 government publications can be improved and made more efficient.

17 Sec. 2. The Commission shall report its findings and recommendations to
18 the 1988 Regular Session of the 1987 General Assembly. The report shall contain any
19 proposed legislation necessary to implement the Commission's recommendations.

1 Sec. 3. There is appropriated from the General Fund to the Legislative
2 Research Commission the sum of ten thousand dollars (\$10,000) to fund the study of
3 State Government Publications authorized by this act.

4 Sec. 4. This act shall become effective July 1, 1987.

APPENDIX B

MEMBERSHIP OF I.R.C. COMMITTEE ON STATE PUBLICATIONS

President Pro Tem's Appointments

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APPENDIX C

STATUTES ON PUBLICATIONS IN NORTH CAROLINA

1. State Depository Library System
G.S. 125-11.5 to 11.12
2. Chapter 143, State Departments, Institutions,
Commissions
Article 13, Publications
G.S. 143-168 to 170.2

GENERAL ASSEMBLY OF NORTH CAROLINA

SESSION 1989

D

88d GP 053-RW

THIS IS A DRAFT 8-NOV-88 11:04:03

Short Title: State Publication Policy (Public)

Sponsors:

Referred to:

1 A BILL TO BE ENTITLED
2 AN ACT TO ESTABLISH A UNIFORM POLICY FOR THE PRODUCTION AND
3 DISTRIBUTION OF STATE PUBLICATIONS.

4 Whereas, a large number of publications are produced by State agencies,
5 universities, community colleges and licensing boards; and

6 Whereas, no consistent policy exists concerning state publication
7 development, production, style, or distribution; and

8 Whereas, consistent policy governing state publication production and
9 distribution would serve to aid distribution, increase efficiency, and reduce the cost of
10 state publications; Now, therefore,

11 The General Assembly of North Carolina enacts:

12 Section 1. Article 14 of Chapter 143 of the General Statutes is amended by
13 adding a new section to read:

14 "§ 143-170.2. State publication production policy.--The Department of
15 Administration, in consultation with, at least, the State Library, the State Auditor, and
16 State Printing Operations, shall establish, distribute, and periodically update guidelines
17 to be used by all State agencies using public funds for producing publications and
18 obtaining printing services. The guidelines shall include, at least: the planning,
19 design, pricing, production, and distribution process for a publication; the
20 administrative review and approval process for a publication; cost elements to be used;

1 compliance with existing statutes; style conventions; the use of publication services at
2 State-operated printing facilities; the process for purchase of publication services from
3 commercial printers; the pricing of publications for resale; justification of the use of
4 copy centers instead of office copiers for certain printing needs; and the appropriate use
5 of acid-free and recycled paper.

6 Sec. 2. The Department of Administration shall establish and distribute the
7 policy provided for in this act no later than March 1, 1990.

8 Sec. 3. Failure by any State entity subject to this act to substantially
9 comply with the publication policy authorized will result in the loss of authority to
10 spend public funds for publications.

11 Sec. 4. This act shall become effective October 1, 1989.

ANALYSIS OF PROPOSAL 1 -- STATE PUBLICATIONS POLICY

This proposal is based on the recommendations of the librarians who addressed the committee, the results of the committee's state publications survey, as well as the recommendations of the State Auditor's state publications performance audit. The intent of this proposal is to create state government-wide policy for state publications.

Section 1 of this proposal instructs the Department of Administration, in consultation with the State Library, State Auditor, and State Printing Operations, to establish policy for the production of state publications.

Section 2 provides that the Department of Administration shall establish and distribute the policy by March 1, 1990.

Section 3 provides that failure by any state entity to comply with the provisions of the publication policy will result in the loss of authority to spent public funds for publications.

Section 4 provides that this act will become effective October 1, 1988.

GENERAL ASSEMBLY OF NORTH CAROLINA

SESSION 1989

H/S

D

88C RW 031

THIS IS A DRAFT 8-NOV-88 11:04:05

Short Title: State Print Shops Study.

(Public)

Sponsors:

Referred to:

1 A BILL TO BE ENTITLED

2 AN ACT TO AUTHORIZE THE DEPARTMENT OF ADMINISTRATION TO
3 STUDY THE NEED FOR TWO STATE PRINT SHOPS.

4 The General Assembly of North Carolina enacts:

- 5 Section 1. The Department of Administration, Office of Administrative
6 Analysis, in consultation with the State Auditor, shall study the operation of the
7 Department of Administration and Department of Correction Print Shops. The study
8 shall address the feasibility of combining or reassigning the responsibilities of each print
9 shop, and make recommendations for more efficient use of both print shop facilities.
10 The Department shall report the results of the study to the Joint Legislative
11 Commission on Governmental Operations by October 1, 1989.
- 12 Sec. 2. This act is effective upon ratification.

ANALYSIS OF PROPOSAL II - STATE PRINT SHOPS STUDY

This proposal is intended to address the concern of the State Auditor that the duties of the two state print facilities (Correction and Administration) could be more efficiently carried out with a different allocation of resources.

Section 1 of this proposal provides that the Department of administration, in consultation with the State Auditor, shall study the operation of the Department of Correction and Department of Administration print shops, and report the results of the study to the Joint Legislative Commission on Governmental Operations by October 1, 1989

Section 2 provides for the act to be effective upon ratification.

GENERAL ASSEMBLY OF NORTH CAROLINA

SESSION 1989

D

89S RW-006

THIS IS A DRAFT 8-NOV-88 11:04:06

Short Title: UNC Print Shops Study

(Public)

Sponsors:

Referred to:

1 A BILL TO BE ENTITLED

2 AN ACT TO AUTHORIZE THE UNIVERSITY OF NORTH CAROLINA TO STUDY
3 THE EFFICIENT USE OF UNIVERSITY SYSTEM PRINTING FACILITIES.

4 The General Assembly of North Carolina enacts:

5 Section 1. The University of North Carolina, in consultation with the State
6 Auditor, shall study the operation of the University system's various print shops and
7 printing facilities. The study shall address the feasibility of combining or reassigning
8 the responsibilities of each facility, and make recommendations for the more efficient
9 use of all university printing facilities. The University shall report the results of the
10 study to the Joint Legislative Commission on Governmental Operations by January 1,
11 1990.

12 Sec. 2. This act is effective upon ratification.

ANALYSIS OF PROPOSAL III UNC PRINT SHOPS STUDY

The intent of this proposal is similar to Proposal II -- to study the more efficient use of the UNC print facilities on a system-wide basis in order to find more efficient methods of operation.

Section 1 of this proposal directs the UNC to study the operations of the University system's print facilities, and make recommendations for their more efficient use. The University System is directed to report the results of the study to the Joint Legislative Committee on Governmental Operations by January 1, 1990.

Section 2 provides that the act is effective upon ratification

GENERAL ASSEMBLY OF NORTH CAROLINA

SESSION 1989

D

89S-RW-054

THIS IS A DRAFT 8-NOV-88 11:04:07

Short Title: Publication Cost Statement Change. (Public)

Sponsors:

Referred to:

1 A BILL TO BE ENTITLED

2 AN ACT TO AMEND THE STATEMENT OF COST OF PUBLIC DOCUMENTS.

3 The General Assembly of North Carolina enacts:

4 Section 1. G.S. 143-170.1 reads as rewritten:

5 "(a) Every agency of this State publishing a public document, other than one
6 published for the principal purpose of sale to the public, shall cause the following
7 statement to be printed adjacent to the identification of the agency responsible for the
8 publication:

9 '(Number of copies) copies of this public document were printed at a cost of \$.....,
10 or \$..... per copy.'

11 For the purposes of this Article the term 'cost' shall include only direct reproduction
12 printing costs in the form of labor and materials," materials, and other identifiable
13 design, typesetting, and binding costs."

14 (b) Any public document without a statement of cost shall not be mailed or
15 distributed at public expense.

- 1 (b) (c) The chief administrator of the agency authorizing the printing is charged with
- 2 agency compliance with the provisions of this Article.
- 3 Sec. 2. This act shall become effective October 1, 1989.

ANALYSIS OF PROPOSAL IV -- PUBLICATION COST STATEMENT CHANGE

The intent of this proposal is to clarify the contents of the required publication cost statement for state publications. This proposal is based on the State Auditor's report to the committee, and the committee's instructions.

Section 1 of the proposal changes the present cost disclosure statement required for state publications to include, in addition to printing costs, identifiable design, typesetting, and binding costs. Section 1 also provides that no public document without a statement of cost shall be mailed or distributed at public expense.

Section 2 provided that this act shall become effective October 1, 1989.

