

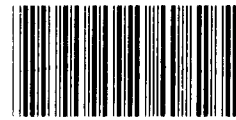
GAO

Report to the Honorable
William Proxmire
United States Senate

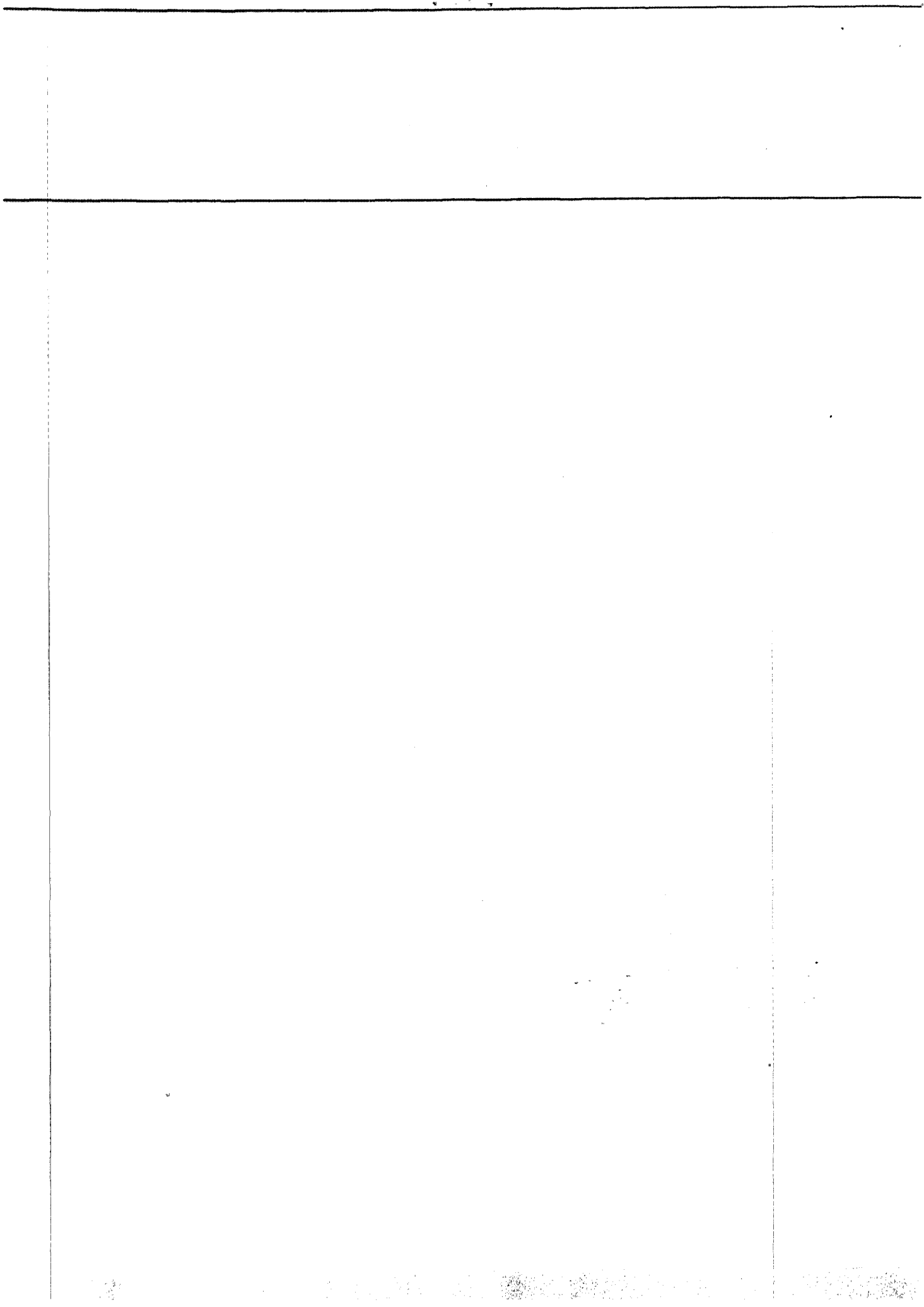
February 1986

PUBLIC AFFAIRS

Public Affairs and
Congressional Affairs
Activities of Federal
Agencies



129360



General Government Division

B-221097

February 14, 1986

The Honorable William Proxmire
United States Senate

Dear Senator Proxmire:

Your letter of February 6, 1984, requested that we determine how much federal executive agencies spend on public relations. You stated that efforts were being made to eliminate unnecessary spending on developing, printing, and distributing periodicals and recurring pamphlets, but little was being done to reduce spending on public media relations.

Specifically, you asked that we determine

- agencies' public relations budgets and the number of employees involved in these activities for fiscal years 1981, 1983, and 1985, and
- the extent to which key agency public relations officials meet with each other or with White House staff and staff of other components of the Executive Office of the President to coordinate public information efforts.

As agreed with your office, agency "public relations," as used in your letter, encompasses both agency public affairs and congressional affairs activities. Consequently, these two activities were the focus of our review. We also obtained information on certain activities which are public affairs related but not classified as public affairs. Also, as agreed, budget data were reported based on obligations incurred or planned.

In defining public affairs and congressional affairs, we considered the definitions in our prior reports (see app. III for a listing of these reports) and the definitions used by the Bureau of the Budget (the Office of Management and Budget's predecessor) in its 1970 survey of executive agencies' public relations activities (see app. IV). As used in this report, public affairs involves efforts to develop and disseminate information to the public to explain the activities of and the issues facing an organization. Congressional affairs involves efforts to manage day-to-day contact with the Congress. Public affairs related activities cited in this report, such as recruitment and special military aerial teams, are examples of activities that are partly promotional but are not classified as public affairs. Our definitions of public affairs and congressional affairs appear in appendix I.

We sent questionnaires to the 13 cabinet departments and 18 independent agencies to obtain the requested information and received responses from all of them. The information in the tables of this report was provided by the respondents and was not independently verified by us. The data supplied for fiscal years 1981 and 1983 were compiled from a mix of actual data and estimates. The data for fiscal year 1985 were prepared during the early part of that fiscal year and therefore are based on the agencies' projections of anticipated obligations and staffing. Caution should be used in drawing conclusions from the information provided because much of the data supplied involved "best estimates" and were not consistently prepared by the respondents. The information we obtained is summarized in the following pages. More detailed information is presented in appendixes I and II.

In summary, the responding agencies expected to obligate about \$337 million for public affairs activities during fiscal year 1985 with almost 5,600 full-time equivalent employees assigned to public affairs duties. In addition, about \$100 million was expected to be obligated in fiscal year 1985 for congressional affairs activities with almost 2,000 full-time equivalent employees assigned. These figures reflect an increase in obligations for public affairs and congressional affairs activities over fiscal years 1981 and 1983 but a decrease in personnel assigned to such duties in these same fiscal years. (See tables 1 and 2.)

Table 1: Public Affairs Obligations and Staffing

Fiscal year	Obligations (000 omitted)	Personnel assigned ^a
1981	\$303,601	6,175
1983	\$290,574	5,705
1985	\$336,756	5,599

^aPersonnel data have been translated to full-time equivalents to reflect the applicable portion of the efforts and cost of personnel who do not devote their full time to such duties.

Table 2: Congressional Affairs Obligations and Staffing

Fiscal year	Obligations (000 omitted)	Personnel assigned ^a
1981	\$79,702	2,089
1983	\$85,569	2,016
1985	\$99,861	1,982

^aPersonnel data have been translated to full-time equivalents to reflect the applicable portion of the efforts and cost of personnel who do not devote their full time to such duties.

Also, about \$1.9 billion was expected to be obligated in fiscal year 1985, primarily in the Department of Defense, for certain public affairs related activities not classified as public affairs. This figure reflects an increase in obligations for these activities over fiscal years 1981 and 1983, as shown in table 3. All of the amounts shown in the table represent obligations for Department of Defense activities except for recruitment by civil agencies (\$5,754,000 in fiscal year 1981; \$5,115,000 in fiscal year 1983; and \$5,793,000 in fiscal year 1985).

Table 3: Public Affairs Related Obligations

Fiscal year	Obligations (000 omitted)
1981	\$1,156,071
1983	\$1,393,231
1985	\$1,914,272

For fiscal year 1985, the Department of Defense for the first time included in reported obligations for the above mentioned activities the accrued cost of military retirement and survivor benefits associated with military personnel assigned to public affairs, congressional affairs, and public affairs related duties. The accrued cost was included pursuant to the military retirement pay accrual provisions of the fiscal year 1984 Department of Defense Authorization Act. This Act requires the Department of Defense to include in its budget, beginning with the fiscal year 1985 budget, the accrued cost of funding the Department's liability under military retirement and survivor benefit programs.

Agency questionnaire responses and follow-up discussions with agency officials disclosed that while some meetings between agencies and with White House staff and staff of other components of the Executive Office of the President do occur, regularly scheduled meetings to coordinate public information efforts do not take place.

Since the information in this report was obtained from the agencies primarily through the use of a questionnaire, we did not obtain the agencies' comments on this report. As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days from the date of the report. At that time we will send copies to the Senate Committee on Appropriations; Senate Committee on Governmental Affairs; House Committee on Appropriations; House Committee on Government Operations; and Director, Office

of Management and Budget. Copies will also be made available to others who request them.

We trust that the information in this report is responsive to your needs. If we can be of further assistance, please let us know.

Sincerely yours,

W. J. Anderson

William J. Anderson
Director

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Information on Public Affairs and Congressional Affairs Activities of Federal Agencies

Objective, Scope, and Methodology

The objective of this review was to obtain the following information requested by Senator William Proxmire in his letter of February 6, 1984, and as subsequently defined by his office:

- the amounts obligated by executive agencies for public affairs and congressional affairs activities in fiscal years 1981, 1983, and 1985;
- the number of full-time equivalent personnel involved in these activities during those fiscal years; and
- the extent to which key public affairs officials of agencies regularly meet with each other or with White House staff and staff of other components of the Executive Office of the President to coordinate public information efforts.

To obtain this information, we developed a questionnaire and sent it to the 13 cabinet departments and 18 independent agencies. We also interviewed cognizant officials of various agencies as needed to clarify questionnaire responses. The information in the tables of this report is based on information provided by the respondents. We did not independently verify the information. The data supplied for fiscal years 1981 and 1983 were compiled from a mix of actual data and estimates. The data for fiscal year 1985 were prepared during the early part of that fiscal year and therefore are based on the agencies' projections of anticipated obligations and staffing. Since the information was obtained from the agencies primarily through the use of a questionnaire, we did not obtain the agencies' comments on the report.

Caution should be used in drawing conclusions from the information provided because much of the data supplied involved "best estimates" and were not consistently prepared by the respondents. The agencies had to use estimates to develop much of the data because the agencies' accounting systems were not equipped to provide the required information. According to agency officials, the inconsistency in the preparation of data was caused by differences in data maintenance, development, estimations, reporting techniques, and functional classifications. Additional factors to consider in drawing conclusions from comparisons of the data are functional attributes of the agencies, such as the agency's mission, the extent of contact with the public, or the volume and nature of the congressional work handled.

Definitions

Federal agencies do not uniformly define "public affairs." During the 1970s, we issued a number of reports concerning public affairs activities. A central theme of several of these reports was the inconsistencies among agencies on what they consider as public affairs.

In defining public affairs and congressional affairs for the questionnaire, we considered the definitions used by the Bureau of the Budget (the Office of Management and Budget's predecessor) in its 1970 survey of executive agencies' public relations activities. We also considered definitions in prior GAO reports and the comments of cognizant agency officials during the pretest of our questionnaire. We defined public affairs and congressional affairs as follows.

Public affairs involves efforts to develop and disseminate information to the public to explain the activities of and the issues facing an organization. Following are some of the activities that we consider public affairs:

- issuing press releases on activities;
- responding to press inquiries;
- conducting press conferences and briefings;
- producing leaflets, fact sheets, articles, and periodicals for the general public;
- producing photographic and graphic materials for publications;
- producing material for radio and television broadcasts;
- organizing exhibits and offering speakers to schools and groups to explain the organization;
- conducting visitor activities, goodwill tours, orientation conferences, seminars, and other activities involving the public;
- developing advertising programs to provide information about the organization's programs and services;
- developing information provided in response to specific requests from the public (e.g., Freedom of Information requests);
- providing information that is intended to be useful to the public, such as information on improving health, promoting safety, or on the requirements of regulations; and
- preparing and distributing information that is technical or of interest to specific non-governmental user groups.

Congressional affairs involves efforts to manage day-to-day contact with the Congress. Following are some of the activities that we consider congressional affairs:

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- participating in the selection and briefing of an organization's witnesses for congressional hearings;
- preparing testimony, hearing reports, and follow-up;
- arranging congressional committee briefings on key issues (in conjunction with program personnel);
- providing technical assistance on legislation; and
- furnishing general information and publications in response to congressional requests.

**Public Affairs
Obligations**

The total public affairs obligations reported for fiscal years 1981, 1983, and 1985 by the 31 agencies included in our review were \$303,601,000 for fiscal year 1981; \$290,574,000 for fiscal year 1983; and \$336,756,000 for fiscal year 1985.

Public affairs obligations reported by the agencies are shown in table I.1. The amounts reported include obligations for relevant personnel costs, supplies, materials, equipment, transportation, and other costs incurred for public affairs. Amounts for personnel costs include the applicable portion for personnel who do not devote their full time to public affairs duties. Some of the purposes for which public affairs obligations are incurred are the purchase of media space and time (table I.2); the purchase of commercial and professional services and materials for media production (table I.3); and visitor activities, goodwill tours, orientation conferences, seminars, and other activities involving the public (table I.4).

Table I.1: Public Affairs Obligations (000 Omitted)

Agency	FY 1981	FY 1983	FY 1985
Department of Agriculture	\$ 43,665	\$ 35,222	\$ 35,206
Department of Commerce	6,162	5,486	6,057
Department of Defense	31,748	35,819	46,475 ^a
Department of Education	2,154	2,014	1,700
Department of Energy	43,537	37,304	47,331
Department of Health and Human Services	56,330	47,225	56,083
Department of Housing and Urban Development	2,065	1,931	2,415
Department of the Interior	9,813	9,139	9,516
Department of Justice	7,515	10,218	10,534
Department of Labor	5,090	4,743	4,685
Department of State	16,132	18,653	22,194
Department of Transportation	12,636	12,238	11,610

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Agency	FY 1981	FY 1983	FY 1985
Department of the Treasury	19,330	22,197	24,775
Agency for International Development	1,872	2,603	2,726
Consumer Product Safety Commission	3,184	2,336	2,385
Environmental Protection Agency	5,203	4,533	6,276
Equal Employment Opportunity Commission	603	933	813
Federal Communications Commission	801	699	492
Federal Deposit Insurance Corporation	294	468	416
Federal Reserve Board	518	608	640
Federal Trade Commission	1,258	1,408	1,025
General Services Administration	561	412	450
Interstate Commerce Commission	2,053	2,039	1,424
National Aeronautics and Space Administration	11,534	12,721	13,019
National Labor Relations Board	354	355	401
Office of Personnel Management	834	878	746
Securities and Exchange Commission	3,394	3,755	4,308
Small Business Administration	2,115	1,714	1,683
U.S. Information Agency	630	987	988
U.S. Postal Service	9,988	9,431	17,297
Veterans Administration	2,228	2,505	3,086
Total	\$ 303,601	\$290,574	\$336,756

^aMilitary retirement pay accrual included for first time.

Table I.2 shows public affairs obligations for the purchase of media space and time included in table I.1. The categories of media for which such obligations were reported include

- television, radio, and films;
- newspapers, magazines, and newsletters;
- displays, exhibits, posters, and billboards; and
- books and catalogues.

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**Table I.2: Obligations for Purchase of
Media Space and Time**

Agency	FY 1981	FY 1983	FY 1985
Department of Agriculture	\$ 199,000	\$ 96,000	\$ 99,000
Department of Commerce	0	0	0
Department of Defense	0	0	0
Department of Education	0	0	0
Department of Energy	727,000	236,000	2,728,000 ^a
Department of Health and Human Services	25,000	30,000	191,000
Department of Housing and Urban Development	38,000	13,000	20,000
Department of the Interior	2,000	3,000	5,000
Department of Justice	0	0	0
Department of Labor	0	0	0
Department of State	59,000	116,000	118,000
Department of Transportation	0	0	0
Department of the Treasury	3,000	3,000	4,000
Agency for International Development	0	0	0
Consumer Product Safety Commission	0	0	0
Environmental Protection Agency	0	0	0
Equal Employment Opportunity Commission	4,000	15,000	4,000
Federal Communications Commission	0	0	0
Federal Deposit Insurance Corporation	0	0	0
Federal Reserve Board	0	0	0
Federal Trade Commission	0	0	0
General Services Administration	0	0	0
Interstate Commerce Commission	0	0	0
National Aeronautics and Space Administration	0	0	0
National Labor Relations Board	0	0	0
Office of Personnel Management	0	0	0
Securities and Exchange Commission	0	0	0
Small Business Administration	0	0	0
U.S. Information Agency	0	0	0
U.S. Postal Service	0	341,000	3,604,000 ^b
Veterans Administration	0	0	0
Total	\$ 1,057,000	\$853,000	\$6,773,000

^aAccording to Department of Energy officials, most of the increase for fiscal year 1985 was due to the expanded public information program of the Department's Bonneville Power Administration involving energy conservation and technology issues.

^bAccording to Postal Service officials, the increase for fiscal year 1985 was primarily due to increased use of the media to publicize the various services offered by the Postal Service and to promote new stamp products.

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Table I.3 shows public affairs obligations for the purchase of commercial and professional services and materials for media production included in table I.1. These obligations are for external costs for services rendered and materials provided in the research, development, planning, management, recording, filming, printing, production, preparation, and distribution of media material. The categories of media for which such obligations were reported include

- television, radio, and films;
- newspapers, magazines, and newsletters;
- displays, exhibits, posters, and billboards;
- demonstrations;
- speeches;
- brochures, circulars, handbills, envelope stuffers, pamphlets, and broadsides;
- books and catalogues; and
- graphics, photography, and slide shows.

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**Table I.3: Obligations for Purchase of
Commercial and Professional Services
and Materials for Media Production**

Agency	FY 1981	FY 1983	FY 1985
Department of Agriculture	\$27,181,000	\$19,479,000	\$22,856,000
Department of Commerce	356,000	124,000	191,000
Department of Defense	0	0	0
Department of Education	0	0	0
Department of Energy	23,834,000	20,920,000	28,121,000
Department of Health and Human Services	17,816,000	13,648,000	15,140,000
Department of Housing and Urban Development	60,000	51,000	44,000
Department of the Interior	592,000	800,000	854,000
Department of Justice	23,000	62,000	127,000
Department of Labor	734,000	588,000	436,000
Department of State	2,087,000	2,090,000	2,322,000
Department of Transportation	122,000	381,000	742,000
Department of the Treasury	3,230,000	4,444,000	5,556,000
Agency for International Development	413,000	535,000	708,000
Consumer Product Safety Commission	1,358,000	665,000	506,000
Environmental Protection Agency	254,000	81,000	290,000
Equal Employment Opportunity Commission	132,000	108,000	18,000
Federal Communications Commission	0	0	0
Federal Deposit Insurance Corporation	0	0	0
Federal Reserve Board	872,000	(31,000) ^a	234,000
Federal Trade Commission	187,000	271,000	92,000
General Services Administration	0	0	0
Interstate Commerce Commission	0	0	0
National Aeronautics and Space Administration	3,686,000	3,422,000	3,393,000
National Labor Relations Board	0	0	0
Office of Personnel Management	16,000	0	18,000
Securities and Exchange Commission	1,000	6,000	5,000
Small Business Administration	129,000	308,000	300,000
U.S. Information Agency	0	0	0
U.S. Postal Service	1,389,000	1,762,000	2,299,000
Veterans Administration	0	5,000	20,000
Total	\$84,472,000	\$69,719,000	\$84,272,000

^aIn fiscal year 1983, revenue from sale of publications exceeded obligations incurred.

Table I.4 shows public affairs obligations for visitor activities, goodwill tours, orientation conferences, seminars, and other activities involving the public included in table I.1.

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**Table I.4: Obligations for Visitor
Activities, Goodwill Tours, Orientation
Conferences, Seminars, and Other
Activities Involving the Public**

Agency	FY 1981	FY 1983	FY 1985
Department of Agriculture	\$ 860,000	\$ 942,000	\$ 1,047,000
Department of Commerce	10,000	126,000	155,000
Department of Defense ^a	3,145,000	3,996,000	4,554,000 ^b
Department of Education	0	0	0
Department of Energy	1,536,000	2,259,000	2,641,000
Department of Health and Human Services	398,000	410,000	495,000
Department of Housing and Urban Development	89,000	0	66,000
Department of the Interior	1,017,000	1,143,000	1,299,000
Department of Justice	1,826,000	2,079,000	2,344,000
Department of Labor	0	0	1,000
Department of State	21,000	18,000	14,000
Department of Transportation	16,000	28,000	40,000
Department of the Treasury	58,000	98,000	276,000
Agency for International Development	50,000	56,000	50,000
Consumer Product Safety Commission	5,000	10,000	0
Environmental Protection Agency	11,000	13,000	20,000
Equal Employment Opportunity Commission	6,000	23,000	21,000
Federal Communications Commission	0	0	0
Federal Deposit Insurance Corporation	0	52,000	0
Federal Reserve Board	22,000	28,000	69,000
Federal Trade Commission	0	0	0
General Services Administration	0	0	0
Interstate Commerce Commission	15,000	17,000	1,000
National Aeronautics and Space Administration	1,279,000	1,936,000	2,002,000
National Labor Relations Board	0	0	0
Office of Personnel Management	0	0	0
Securities and Exchange Commission	0	0	0
Small Business Administration	0	0	0
U. S. Information Agency	0	0	0
U.S. Postal Service	129,000	204,000	314,000
Veterans Administration	0	0	3,000
Total	\$10,493,000	\$13,438,000	\$15,412,000

^aThese amounts are for Air Force only. Other components of the Department of Defense do not have these data available. Any such activity in the other components is usually part of the overall base security or additionally assigned duties of other personnel.

^bMilitary retirement pay accrual included for first time.

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**Congressional Affairs
Obligations**

The total congressional affairs obligations reported for fiscal years 1981, 1983, and 1985 by the 31 agencies included in our review were \$79,702,000 for fiscal year 1981; \$85,569,000 for fiscal year 1983; and \$99,861,000 for fiscal year 1985.

Table I.5 shows congressional affairs obligations reported by the agencies. These obligations are primarily for personnel costs and include the applicable portion for personnel who do not devote their full time to congressional affairs duties.

**Table I.5: Congressional Affairs
Obligations (000 Omitted)**

Agency	FY 1981	FY 1983	FY 1985
Department of Agriculture	\$ 2,867	\$ 3,080	\$ 3,463
Department of Commerce	2,464	2,253	2,589
Department of Defense	7,912	8,954	13,074 ^a
Department of Education	849	864	1,120
Department of Energy	10,893	11,379	12,698
Department of Health and Human Services	6,955	6,532	6,751
Department of Housing and Urban Development	1,393	1,125	1,502
Department of the Interior	2,860	2,752	2,860
Department of Justice	4,572	5,126	5,365
Department of Labor	4,051	3,425	3,465
Department of State	5,041	5,875	7,338
Department of Transportation	2,914	2,774	3,974
Department of the Treasury	5,348	5,684	6,036
Agency for International Development	11,265	13,486	16,642
Consumer Product Safety Commission	214	174	202
Environmental Protection Agency	1,731	1,807	2,129
Equal Employment Opportunity Commission	253	297	246
Federal Communications Commission	294	315	230
Federal Deposit Insurance Corporation	187	162	240
Federal Reserve Board	254	299	312
Federal Trade Commission	300	288	203
General Services Administration	294	420	399
Interstate Commerce Commission	530	628	609
National Aeronautics and Space Administration	643	825	931
National Labor Relations Board	0	0	0
Office of Personnel Management	368	408	432

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Agency	FY 1981	FY 1983	FY 1985
Securities and Exchange Commission	181	226	191
Small Business Administration	551	527	558
U.S. Information Agency	— ^b	313	204
U.S. Postal Service	3,274	4,140	4,384
Veterans Administration	1,244	1,431	1,714
Total	\$79,702	\$85,569	\$99,861

^aMilitary retirement pay accrual included for first time.

^bIncluded in Public Affairs Budget.

**Personnel Assigned to
Public Affairs and
Congressional Affairs
Duties**

The total numbers of full-time equivalent personnel assigned to public affairs duties reported by the 31 agencies were 6,175 in fiscal year 1981; 5,705 in fiscal year 1983; and 5,599 in fiscal year 1985.

The total numbers of full-time equivalent personnel assigned to congressional affairs duties reported were 2,089 in fiscal year 1981; 2,016 in fiscal year 1983; and 1,982 in fiscal year 1985.

Table I.6 shows the numbers of full-time equivalent personnel assigned to public affairs and congressional affairs duties as reported by the agencies. Many public affairs and congressional affairs activities are performed by personnel as part of other full-time duties and responsibilities. To include the applicable portion of their efforts, data on the number of personnel were translated by the agencies into full-time equivalents.

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**Table I.6: Number of Full-Time
Equivalent Personnel Assigned to
Public Affairs and Congressional
Affairs Duties**

Agency	Public Affairs Personnel			Congressional Affairs Personnel		
	FY 1981	FY 1983	FY 1985	FY 1981	FY 1983	FY 1985
Department of Agriculture	822	718	629	94	100	83
Department of Commerce	141	117	123	61	56	60
Department of Defense	1,179	1,090	1,062	225	228	226
Department of Education	56	43	36	27	37	34
Department of Energy	373	296	286	242	215	210
Department of Health and Human Services	808	725	718	211	195	190
Department of Housing and Urban Development	39	36	33	42	30	33
Department of the Interior	266	213	200	96	85	71
Department of Justice	178	194	184	114	110	114
Department of Labor	153	125	109	98	85	76
Department of State	538	539	581	167	170	192
Department of Transportation	191	260	263	67	72	72
Department of the Treasury	446	412	433	128	125	123
Agency for International Development	35	47	46	233	235	235
Consumer Product Safety Commission	58	37	32	7	4	4
Environmental Protection Agency	145	118	153	59	51	54
Equal Employment Opportunity Commission	15	23	18	6	7	6
Federal Communications Commission	32	20	21	9	9	7
Federal Deposit Insurance Corporation	11	11	11	5	5	6
Federal Reserve Board	12	13	13	6	6	6
Federal Trade Commission	46	43	30	9	9	7
General Services Administration	15	10	11	8	10	10
Interstate Commerce Commission	59	51	33	17	14	13
National Aeronautics and Space Administration	173	176	175	23	25	21
National Labor Relations Board	11	10	10	0	0	0
Office of Personnel Management	22	19	19	13	12	12
Securities and Exchange Commission	93	85	85	4	5	4
Small Business Administration	30	28	31	14	14	13
U.S. Information Agency	17	25	27	4	9	6
U.S. Postal Service	139	154	157	63	54	51
Veterans Administration	72	67	70	37	39	43
Total	6,175	5,705	5,599	2,089	2,016	1,982

Obligations for Public Affairs Related Activities

We obtained obligation data on selected activities that are public affairs related but are not classified as public affairs activities (see table II.1). The activities are partly promotional since they enhance the image of an agency. These activities are recruitment in the Department of Defense and other agencies, special military aerial teams, military bands, and military museums.

Table II.1: Obligations for Public Affairs Related Activities (000 Omitted)

Activity	FY 1981	FY 1983	FY 1985
Department of Defense			
Recruitment			
Active forces	\$ 856,443 ^a	\$1,001,130 ^b	\$1,297,519 ^{c,d}
Reserve forces	188,616 ^e	264,188 ^f	438,328 ^{c,g}
Special aerial teams	12,813	11,195	15,372 ^c
Washington-based ceremonial bands	16,202	19,800	26,920 ^c
Base-level and academy bands	65,529	80,867	116,489 ^c
Military museums	10,714	10,936	13,851 ^c
Other Agencies			
Recruitment	5,754	5,115	5,793
Total	\$1,156,071	\$1,393,231	\$1,914,272

^aIncludes \$118,173,000 for recruitment advertising and printing.

^bIncludes \$132,555,000 for recruitment advertising and printing.

^cMilitary retirement pay accrual included for first time.

^dIncludes \$150,224,000 for recruitment advertising and printing.

^eIncludes \$27,594,000 for recruitment advertising and printing.

^fIncludes \$32,793,000 for recruitment advertising and printing.

^gIncludes \$41,311,000 for recruitment advertising and printing.

Military recruitment involves sizable obligations for advertising and printing. The special military aerial teams exhibit precision aerial maneuvers and perform at such events as airport dedications, aviation shows, expositions, fairs, and other civic events which contribute to the public's knowledge of the U.S. Armed Forces' equipment and capabilities. The five Washington-based military ceremonial bands are heavily committed to official functions within the Washington area. Occasionally, these bands perform national and international concert tours and are available for certain major events of public interest. Base-level and academy bands, in addition to their military functions, also perform at community events. The military museums attract many visitors each year.

**Appendix II
Obligations for Public Affairs
Related Activities**

These activities were included in this report to demonstrate the types of activities which, although not included in agencies' public affairs obligation reporting, appear to us to be partly public affairs oriented.

GAO Reports on Public Affairs Activities

Expenditures for Public Affairs Activities - Department of Defense (B-161939, July 30, 1973).

Expenditures for Public Affairs Activities - National Aeronautics and Space Administration (B-161939, April 10, 1974).

Letter Report to Congressman Matthew J. Rinaldo, Public Affairs Costs in the Department of Agriculture and the Department of Health, Education, and Welfare (LCD-75-452, Sept. 30, 1975).

Letter Report to Congressman Edwin D. Eshleman, Public Information Expenditures of 31 Federal Agencies (LCD-76-415, Oct. 6, 1975).

Letter Report to Senator William L. Scott, Public Affairs and Congressional Relations Personnel Costs in 20 Federal Agencies and Various Other Costs (LCD-77-424, June 10, 1977).

Difficulties in Evaluating Public Affairs Government-wide and at the Department of Health, Education, and Welfare (LCD-79-405, Jan. 18, 1979).

Bureau of the Budget's Definition of Public Relations Activities

EXECUTIVE OFFICE OF THE PRESIDENT

BUREAU OF THE BUDGET
WASHINGTON, D.C. 20503

BULLETIN NO. 70-10

April 2, 1970

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Agency public relations activities

1. Purpose. This Bulletin provides instructions for reporting data on agency public relations activities to permit a central review of these operations.

2. Scope. The provisions of this Bulletin apply to all executive departments and agencies, and cover all activities which fall wholly or partially within the definitions contained herein.

3. Definition. For the purposes of this Bulletin, public relations activities are those which serve to publicize or promote the objectives, operations, facilities, or programs for which the agency has a responsibility or in which it has an interest--whether or not they are specifically authorized by law. These include, but are not limited to, activities concerned with press contacts, broadcasting, advertising, exhibits, films, publications, and speeches.

The activities to be reported will include those which provide information that is intended to be useful or of assistance to the public. For example, there should be reported activities that provide information on practices which are intended to improve health or to encourage safety and prevent accidents, and on the requirements of regulations or new benefit programs. Preparation of information for dissemination abroad and activities concerned with answering public inquiry and congressional mail should be excluded from the report.

4. Reports and timing. By May 1, 1970, each agency will submit 3 copies of a report, in the format of Exhibit 1, to the Bureau of the Budget. Executive departments will report separately for each bureau or other principal organizational unit (or major program) as well as for the agency as a whole.

In accordance with the instructions contained in Attachment A, information will be provided on three separate sheets, showing

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(a) obligations, (b) man-years, and (c) full-time permanent positions at the end of the year. Actual information for fiscal year 1969 is required in a detailed cross-tabulation; estimates for fiscal years 1970 and 1971 are to be reported in more summary form. Where detailed supporting records are not available, statistical estimates and approximations should be reported.

ROBERT P. MAYO
Director

Attachment

ATTACHMENT A
Bulletin No. 70-10

INSTRUCTIONS FOR REPORTING ON
PUBLIC RELATIONS ACTIVITIES

Information is required to permit a central review of agency public relations activities. The requested information is to be provided in three separate schedules in the format of Exhibit 1, covering (1) costs in terms of obligations, (2) man-years, and (3) full-time permanent positions as of June 30.

Many of these activities are performed as part of other full-time duties and responsibilities. Specifically, the figures reported for man-years and for obligations will include the applicable proportion of the efforts of individuals who are not engaged full-time in public relations activities. Reported obligations will cover activities conducted directly by agency employees (including supplies, materials, and equipment, as well as personal services and travel costs) and those also carried out under contractual arrangements (including the appropriate proportion of contracts which cover a wider area of agency operations, such as the operation of a Federal installation). In the case of jointly funded facilities, all the required information will be reported by the agency operating the facility.

Following are the instructions and guidelines for specific entries in the agency report:

(Note: Detailed entries for each line and column will reflect actual 1969 information. However, estimates for 1970 and 1971--consistent with 1971 budget requests--will be shown only in total for each line and column.)

Lines

1. Press contacts. Include the preparation and distribution of material sent to non-Federal newspapers, periodicals, and other publications, or provided to their reporters.
2. Broadcasting. Cover the preparation, distribution, and dissemination of materials for radio and television broadcasts. Include such functions as the preparation of scripts and video tape presentations, the production of shows, appearances on programs, and contacts with stations to facilitate the use of materials.

3. Advertisements. Include the preparation, review, and placement of advertisements (even if the publication of the advertisement is provided free). This covers all types of institutional activities pertaining to specific agency programs or activities. Exclude advertising relating to the acquisition or disposal of Government property, and help-wanted advertising for specific vacancies.
4. Exhibits, films. Provide data on the preparation, installation, and circulation of exhibits, motion picture films, film strips, and other graphics. Include those prepared for fairs, public holidays, and agency celebrations (such as Armed Forces Day and Veterans Day) in addition to those for regular program purposes.
5. Publications. Include the preparation and distribution of all publications--whether or not they are specifically authorized by law--except for "house organ" periodicals primarily devoted to matters of interest to employees, and for accounting, statistical, and legal reports that are developed primarily for use within the Government. Use line 5.a. for periodicals, and line 5.b. for other types of publications such as monographs, pamphlets, and books which are issued once or at random intervals.
6. Speeches. Include the preparation and delivery of speeches, talks, lectures, etc., to primarily non-Federal audiences. When these are prepared for or delivered on radio or television, report such activity in line 2.
7. Other. Include and specifically identify any other outputs not covered above, which are designed to inform the public about agency programs and activities. The handling of requests for information in personal contacts with individuals (for example, providing directions to tourists and providing benefits information at Social Security offices) would be included here.
- 8-10. Totals. Show the summary totals for 1969, 1970, and 1971, and a distribution of those totals among the purposes identified in columns (A)-(F). The 1969 entries will reflect the sum of the entries on lines 1-7 in columns (A)-(G). The 1970 and 1971 entries in columns (H) and (J) respectively will reflect the sum of the entries on lines 1-7 in each of those columns.

Columns

- (A) Internal agency management. Include work done within the reporting agency to prepare materials for use in employee recruitment, orientation, and training. Exclude personnel interviewing, help-wanted advertising for specific job vacancies, and similar direct personnel office operations.
- (B) Congressional relations. Include staff time spent in maintaining liaison with members of Congress and their staffs, and preparing materials that are not specifically requested. Exclude resources applied to preparation of materials for and appearances at congressional hearings, and responses to specific congressional inquiries.
- (C) Agency activities. Include work involved in the development and presentation of information relating to the activities of the agency or any of its bureaus or other organizational elements. Report information on agency programs and their objectives, and on agency operations and facilities (both old and new projects). This includes, for example, publicizing the effects of recent congressional action (for pending congressional action, use columns (B) or (E) as appropriate) concerning the agency, and other information of interest to localities, clientele groups, etc.
- (D) Benefits and regulations. Cover activities involving publicized information on specific benefits available under agency programs, such as time limits, eligibility, and procedures for filing claims. Also cover activities involved in providing information to the public on agency regulations and their interpretation, implementation, or rescission.
- (E) Issues and problems. Cover information prepared and disseminated on the agency position, or proposed action, on specific issues or problems such as natural disasters, installation closings, proposed legislation, and response to public criticism.
- (F) Other. Include information on activities directed toward purposes other than those included in columns (A)-(E). Each of these will be identified in a brief footnote.
- (G) 1969 totals. Show the total of the entries in columns (A) through (F) for each type of output listed in the stub column.

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(H), (J) 1970 and 1971 totals. Show the estimated totals
for 1970 and 1971, distributed according to the
types of output identified in the stub column.

Attachment

**Appendix IV
Bureau of the Budget's Definition of Public
Relations Activities**

EXHIBIT 1
Bulletin No. 0-10

[DEPARTMENT OR AGENCY NAME]
Public Relations Activities/
[Obligations-in thousands of dollars]
[Man-years]
[Full-time permanent positions
as of June 30]2/

DATE _____

Type of output	PURPOSE OF OUTPUT						1969 actual Totals (G)	1970 est. Totals (H)	1971 est. Totals (J)
	Internal agency management (A)	Congres- sional relations (B)	Agency activ- ities (C)	Benefits and regu- lations (D)	Issues and problems (E)	Other (Specify in footnote) (F)			
1. Press contacts									
2. Broadcasting									
3. Advertisements									
4. Exhibits, films									
5. Publications: a. Periodicals b. Other									
6. Speeches									
7. Other (Specify)									
Totals:									
8. 1969 (Actual)							XXXX	XXXX	
9. 1970 (Estimate)							XXXX	XXXX	
10. 1971 (Estimate)							XXXX	XXXX	

1/ Separate sheets, showing the prescribed stub items, will be provided on (a) obligations incurred; (b) man-years of effort; and (c) full-time permanent employment attributable to these activities.
2/ This will be based on more than 50 percent of the employee's time being spent in public relations work.

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