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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

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B-130961



OCT 12 1972

Dear Mr. Chairman:

Pursuant to your request of September 15, 1972, and subsequent discussions with your office, we have obtained costs and other details concerning recent Government publications which were directed principally to older Americans.

Two of the publications--benefit increase notices and "Project Find"--were sent out with regular mailings of social security checks.

The Social Security Administration (SSA), Department of Health, Education, and Welfare, issued an explanatory leaflet which accompanied each social security payment mailed to beneficiaries on October 3, 1972. The leaflet explained the benefit increase of 20 percent, provided by legislation approved by the President on July 1, 1972. The notice referred directly to President Nixon's approval of the statute. SSA had 27.2 million copies of the notice printed at a cost of \$30,196. We were told by agency officials that the notice was necessary to inform recipients as to why the checks were in a different amount from previous ones. Officials told us that this was a regular practice when benefits were increased and in the past such notices had included references to the President then in office. We were furnished a copy of the notice of benefit increase which SSA included with the social security payments mailed to beneficiaries on March 8, 1968. The notice included a reference to President Johnson.

The Treasury Department, which mails social security benefit checks, placed the notices in the envelopes along with the checks. The Department used mechanical equipment for this purpose and any additional cost attributable to the operation was considered by SSA officials to be negligible. There were no additional postage costs. See Enclosure I.

"Project Find"--a pamphlet which was published by SSA in cooperation with the Department of Agriculture--was designed by staff members of the Information Division, Agricultural Marketing Service. Project Find was an outreach effort to locate older people who might be eligible for food assistance.

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About 27.5 million copies of the pamphlet with return mailing cards were printed at a cost of \$129,696. About 25 million pamphlets and return cards were sent out with the August 3, 1972, social security checks. Another 1.25 million pamphlets and return cards were mailed separately to persons having Medicare coverage but who were not receiving social security checks.

As in the case of the notices of benefit increases, the Treasury Department, using mechanical equipment, placed the pamphlets and return cards in envelopes with the checks. SSA officials considered that any additional costs arising from the enclosure operation were negligible. There was no additional postage cost involved in the mailing of the pamphlet with the social security checks. Postage costs were incurred, however, for mailing 1.25 million pamphlets to those not receiving social security checks. The total cost for printing and mailing the pamphlets and return cards was about \$482,196 which includes the cost of processing of the return cards. SSA officials estimated that about 1.5 million cards will be returned. See Enclosure 2.

The six other publications we inquired about are listed below:

<u>Publication</u>	<u>Agency</u>
<u>Food and Housing for the Elderly</u>	- Department of Agriculture
<u>A Report to Older Americans</u>	- Department of Housing and Urban Development
<u>The U.S. Department of Labor Reports to Older Americans</u>	- Department of Labor
<u>Opportunities for Older Americans in ACTION</u>	- Action
<u>Dignity Instead of Desperation</u>	- Office of Economic Opportunity
<u>The Veterans Administration and Older Americans</u>	- Veterans Administration

The estimated costs of preparing, printing, and distributing these publications totaled about \$263,000--ranging from a low of about \$30,000 for the Department of Labor publication to a high of about \$78,000 for the Office of Economic Opportunity publication. Details of these costs and the disposition of the copies printed are shown in Enclosures 3 to 8.

The six publications were prepared by staffs of the respective Departments and agencies. Based on our discussions with various agency officials, this appeared to be the first time a concerted effort of this type had been made.

All of the six publications had similar characteristics in that they explained various programs and benefits available to older Americans and referred to the President by name. The number of copies printed ranged from 1,250,000 to 1,550,000. The copies were distributed in accordance with lists and using preprinted mailing labels which officials of several of the agencies told us were furnished by White House staff. In all cases, the lists of designees to receive the publications were similar.

The distribution lists provided for bulk mailings of from 5 to 500 copies each to destinations such as senior citizen centers, elderly housing projects, nursing homes, and others. About a half-million copies were furnished to SSA for distribution to its 1,000 district offices and with the exception of the Office of Economic Opportunity (OEO), single copies were mailed to 152,212 members of an organization presumed to be the National Association of Retired Federal Employees (NARFE). The distribution list used by OEO showed that "Other Senior Citizen Addressees" totaling 191,297 were designated to receive copies. This group of addressees apparently included the NARFE.

The names of Messrs. Desmond J. Barker and L. J. Evans, Jr. appeared in agency records and were mentioned in discussions with various agency officials as White House staff contacts with respect to these publications. Mr. Barker advised us that Mr. Evans was the most knowledgeable concerning the matter. We requested Mr. Evans to furnish us with information as to the

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source of the distribution list, the cost of printing the mailing labels and what appropriation was charged for such expense. Mr. Evans' response dated October 5, 1972, was received by us on October 11, 1972, and is included as Enclosure 10. The only information furnished was the sources of the items on the distribution lists.

Except for the addressees on the lists designated to receive single copies of the publications by direct mail, we could not determine how many persons received or might eventually receive copies. Most of the addressees were sent a number of copies which could have been or may be handed out, remailed, or placed at locations where they would be available. The usual procedure for Social Security district offices, for instance, is to make such material available on display in the offices.

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The information furnished on all of the publications is based on records and interviews with agency officials. The distribution lists were prepared from information furnished by the agencies and were not edited by us. A number of abbreviations and incomplete references used on the distribution lists are explained in Enclosure 9. A copy of each of the eight publications is also attached for your information.

In accordance with arrangements made with your office, we are furnishing copies of this report to Senators Birch Bayh, Alan Cranston, Hubert H. Humphrey, Edward M. Kennedy, Warren G. Magnuson, Frank E. Moss, Edmund S. Muskie, Abraham A. Ribicoff, and Harrison A. Williams, Jr. We plan to make no further distribution of this report unless copies are specifically requested, and then we shall make distribution only after your agreement

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has been obtained or public announcement has been made by you concerning the contents of the report.

Sincerely yours,

A handwritten signature in cursive script, reading "James B. Aronson".

Comptroller General
of the United States

Enclosures - 10

The Honorable Frank Church
Chairman, Special Committee on Aging S 1550
United States Senate

DEPARTMENT OF HEALTH, EDUCATION, AND WELFAREBENEFIT INCREASE NOTICECOST OF PUBLICATION

Printing (27,200,000 copies)		\$30,196
Preparation:		
Office of Public Affairs (2 man-hours)	\$16	
Other	<u>10</u>	26
Distribution including postage:		
Performed by Dept. of the Treasury using mechanical equipment to stuff notice with social security benefit checks		<u>(a)</u>
Total		<u>\$30,222</u>

DISPOSITION OF COPIES

Mailed with social security benefit checks	24,760,000
Not used	<u>2,440,000</u>
Total	<u>27,200,000</u>

^aAdditional costs considered by agency officials to be negligible.

DEPARTMENT OF AGRICULTURE"Project FIND"COST OF PUBLICATION

Printing:		
Pamphlets (27,420,000 copies)	\$85,002	
Return Cards	44,694	
Envelopes (1,500,000)	6,000	
Labels for Envelopes	<u>7,500</u>	\$143,196
Distribution:		
Postage and handling		339,000
Preparation:		
Information Division, Agricultural Marketing Service, Department of Agriculture (26 man-hours)		<u>300^a</u>
Total		<u>\$482,496</u>

DISPOSITION OF COPIES

Persons receiving Social Security benefits	24,710,000
Persons eligible for Medicare but not receiving Social Security benefits	1,250,000 ^b
Retained	<u>1,460,000^b</u>
Total	<u>27,420,000</u>

^aGAO computation

^bGAO estimate based upon number printed less number distributed.

DEPARTMENT OF AGRICULTURE
"FOOD AND HOUSING FOR THE ELDERLY"

COST OF PUBLICATION

Printing:		
Pamphlets (1,250,000 copies)	\$14,431	
Envelopes and penalty labels	<u>516</u>	\$14,947
Distribution:		
Contract mailing service	\$ 2,473	
Postage and cost of transhipping 534,000 copies to SSA district offices	17,000 ^a	19,473
Preparation:		
Office of Information and Office of Plant and Operations (49 man-hours)	\$ 500 ^b	
Offset composition services, layout and art work	<u>303</u>	<u>803</u>
Total		<u>\$35,223</u>

DISPOSITION OF COPIES

Distribution list	955,057
Retained	<u>294,943</u>
	<u>1,250,000</u>

^aNot available--estimated by GAO on the basis of experience of other agencies.

^bCosts estimated by GAO.

BROCHURE DISTRIBUTION LIST

TOTAL DISTRIBUTION: 1,145,057

	<u>Destination</u>	<u>Quantity</u>	<u>Total</u>
1.	1,193 Senior Citizen Centers	100	119,300
2.	374 Elderly Housing Projects	100	37,400
3.	552 National Voluntary Organizations Serving Older Americans	100	55,200
4.	1,900 Nursing Homes ^a for Long-Term Care Facilities	100	190,000
5.	50 State Agencies Concerned with Older Americans	500	25,000
6.	1,000 Social Security District Offices	534	534,000
7.	1,198 AARP Chapter Presidents	5	5,990
8.	1,253 Presidents of Senior Citizens Clubs	5	6,265
9.	102 Senior Citizen Communicators	5	510
10.	74 Leaders in the Senior Citizen Field	5	370
11.	432 AARP Legislative Chairman	5	2,160
12.	3,330 Delegates WHCoA	5	16,650
13.	152,212 NARFE Membership	1	152,212

GAO note:

^aThe list obtained from the Department of Agriculture indicated that the brochure was not mailed to this organization. The revised total distribution is 955,057.

DEPARTMENT OF HOUSING AND
URBAN DEVELOPMENT
"A REPORT TO OLDER AMERICANS"

COST OF PUBLICATION

Printing (1,500,000 copies)		\$24,000 ^a
Distribution:		
Contract mailing service	\$ 3,000 ^a	
Postage and cost of trans- shipping 534,000 copies to SSA district offices	17,000 ^b	
Other	210	20,210
Preparation:		
Office of Public Affairs (16 man-hours)	160 ^b	
Graphics	210	<u>370</u>
Total		<u>\$44,580</u>

DISPOSITION OF COPIES

Distribution list	1,175,897
Retained	<u>324,103</u>
Total	<u>1,500,000</u>

^aCosts estimated by HUD--final bills not received

^bCosts estimated by GAO

BROCHURE DISTRIBUTION LIST

TOTAL DISTRIBUTION: 1,175,897

	<u>Destination</u>	<u>Quantity</u>	<u>Total</u>
1.	1,400 Senior Citizen Centers	100	140,000
2.	680 Elderly Housing Projects	100	68,000
3.	496 National Voluntary Organizations Serving Older Americans	100	49,600
4.	1,900 Nursing Homes for Long-Term Care Facilities	100	190,000
5.	50 State Agencies Concerned with Older Americans	100	5,000
6.	1,000 Social Security District Offices	534	534,000
7.	1,300 AARP Chapter Presidents	5	6,500
8.	1,293 Presidents of Senior Citizens Clubs	5	9,465
9.	100 Senior Citizen Communicators	5	500
10.	100 Leaders in the Senior Citizen Field	5	500
11.	400 AARP Legislative Chairmen	5	2,000
12.	3,624 Delegates WHCoA	5	18,120
13.	152,212 NARFE Membership	1	152,212

DEPARTMENT OF LABOR"THE U.S. DEPARTMENT OF LABOR REPORTTO OLDER AMERICANS"COST OF PUBLICATION

Printing:			
Phamphlets (1,500,000 copies)	\$	11,171	
Envelopes		<u>1,497</u>	\$12,668
Distribution:			
Labor staff		2,400	
Postage and cost of trans- shipping 534,000 copies to SSA district offices		<u>14,459</u>	16,859
Preparation:			
Office of Information Publications and Reports (25.5 man-hours)		238	
Contractor (13.5 man-hours)		190	
Materials		<u>82</u>	<u>510</u>
Total			<u><u>30,037</u></u>

DISPOSITION OF COPIES

Mailing list	980,057
Retained	<u>519,943</u>
Total	<u><u>1,500,000</u></u>

BROCHURE DISTRIBUTION LIST

ENCLOSURE 5

TOTAL DISTRIBUTION: 1,173,557

	<u>Destination</u>	<u>Quantity</u>	<u>Total</u>
1.	1,193 Senior Citizen Centers	100	119,300
2.	374 Elderly Housing Projects	100	37,400
3.	552 National Organizations Serving Older Americans	100	55,200
4.	1,900 Nursing Homes for Long-Term Care Facilities	100	190,000 ^a
5.	50 State Agencies Concerned with Older Americans	100	5,000
6.	1,000 Social Security District Offices	534	534,000
7.	1,198 Chapter Presidents	5	5,990
8.	1,253 Presidents of Senior Citizens Clubs	5	6,265
9.	102 Senior Citizen Communicators	5	510
10.	74 Leaders in the Senior Citizen Field	5	370
11.	432 Legislative Chairmen	5	2,160
12.	3,330 Delegates WHCOA	5	16,650
13.	152,212 Membership (note b)	1	152,212
14.	Executive Liaison, Room 134 Cannon House, Office Bldg.		25,000
15.	Federation of Experienced Americans Inc. 1625 K Street, NW		10,000
16.	White House Supply Attn: Bud Evans		10,000
	Warehouse		519,943

GAO notes:

^aThese were not distributed per Frank Johnson, Office of Information, Department of Labor. Total distribution should be 980,057.

^bThe group or organization of the membership was not shown on this list - in lists used by the other agencies involved, the membership is shown as NARFE (National Association of Retired Federal Employees) or OA (Older Americans).

ACTION"OPPORTUNITIES FOR OLDER AMERICANS IN ACTION"COST OF PUBLICATION

Printing (1,550,000 copies)		\$16,105 ^a
Distribution:		
Contract mailing service	\$ 3,132	
Postage and cost of transshipping 535,000 copies to SSA district offices	<u>18,502</u>	21,634
Preparation:		
Office of Public Affairs (16 man-hours)		<u>164^b</u>
Total		<u>\$37,903</u>

DISPOSITION OF COPIES

Distribution list	1,186,157
Retained	<u>363,843</u>
Total	<u>1,550,000</u>

^aGPO estimate^bGAO estimate

"OPPORTUNITIES FOR OLDER AMERICANS IN ACTION"

Brochure Distribution List

<u>List</u>	<u>No. of Addressees</u>	<u>Quantity to each</u>	<u>Total</u>
1. Senior Citizen Centers	1,193	100	119,300
2. Elderly Housing Projects	374	100	37,400
3. National Voluntary Organizations Serving Older Americans	552	100	55,200
4. Nursing Homes for Long-Term Care Facilities	1,900	100	190,000
5. State Agencies Concerned with Older Americans	50	500	25,000
6. Social Security District Offices	535 ^a	1,000 ^a	535,000
7. Chapter Presidents	1,198	5	5,990
8. Presidents of Senior Citizens Clubs	1,253	5	6,265
9. Senior Citizens Communicators	102	5	510
10. Leaders in the Senior Citizens Field	74	5	370
11. Legislative Chairmen	432	5	2,160
12. Delegates WHCoA	3,330	5	16,650
13. Membership, OA	152,212	1	152,212
Special quantity delivery by truck to the following addresses: (All cartons must be clearly marked for each addressee).			
14. Executive Liaison			20,000
15. Federation of Experienced Americans, Inc.			10,000
16. White House Supply			10,100

^aThese figures were reversed by the agency. The number 1,000 should be shown under No. of addressees and the number 535 should be shown under quantity to each.

OFFICE OF ECONOMIC OPPORTUNITY
"DIGNITY INSTEAD OF DESPERATION"

COST OF PUBLICATION

Printing (1,350,000 copies)		\$59,000
Distribution:		
Contract mailer	(a)	
OEO warehouse	(a)	
Postage and cost of SSA distribution of 534,000 copies to its district offices	(a)	18,800
Preparation:		
Public Affairs and Office of Operations (28 man-hours)		<u>200</u>
Total		<u>\$78,000</u>

PROPOSED DISPOSITION OF COPIES (note b)

Distribution list	1,132,197
OEO list	33,763
Retained	<u>184,040</u>
Total	<u>1,350,000</u>

^aOEO could not furnish the breakdown of costs for each item.

^bDistribution was planned to start October 6, 1972.

"DIGNITY"--Brochures/Distribution List

<u>Group</u>	<u>Quantity</u>	<u>Total</u>
1. Senior Citizen Centers	1,193 @100	119,300
2. Elderly Housing Projects	374 @100	37,400
3. Natl. Vol. Orgs. Serving Older Americans	552 @100	55,200
4. Nursing Homes/Long-Term Care Facilities	1,900 @100	190,000
5. State Agencies Concerned with Older Americans	50 @100	5,000
6. Social Security District Offices	1,000 @534	534,000
7. Other Sr. Citizen Addresses (WHCOA members, etc.)	191,297 @1	<u>191,297</u>
	Total/External	1,132,197
	Total/Internal	<u>33,763</u>
	Dist. Total	1,165,960
	Bal. Stock	<u>184,040</u>
	Total Printed	<u>1,350,000</u>

VETERANS ADMINISTRATION"THE VETERANS ADMINISTRATION ANDOLDER AMERICANS"COST OF PUBLICATION

Printing: (1,500,000 copies)		\$14,671 ^a
Distribution:		
Contract mailing service	\$ 1,516 ^b	
VA staff	3,374	
Postage and cost of transshipping 535,000 copies to SSA district offices	<u>16,960</u>	21,850
Preparation:		
Information Service and Publica- tions Service, Veterans Adminis- tration (49 man-hours)		562
Total		<u>\$37,083</u>

DISPOSITION OF COPIES

Distribution list	1,144,557
VA offices and others	69,850
Inventory	159,600
Unaccounted for	<u>125,993</u>
Total	<u>1,500,000</u>

^aGPO estimate^bEstimate per VA Purchase Order

VETERANS ADMINISTRATION
BROCHURE DISTRIBUTION LIST

	<u>Destination</u>	Quantity mailed to <u>each</u>
152,212	Individuals (note a)	1
1,200	Senior citizens centers	(b)
3,300	Delegates to the White House Conference on Aging	(b)
500	National voluntary organizations	(b)
1,900	Nursing homes	(b)
1,250	Senior citizens clubs	(b)
400	Housing projects for the Elderly	(b)
47	State agencies concerned with the problems of the aged	(b)
	Social Security Administration	535,000

^aVA officials told us that they could not positively identify the individuals. Lists used by other agencies show the individuals as belonging to the National Association of Retired Federal Employees or as "Membership OA".

^bThe number sent to each center, group, etc. was not available at VA. We were told that the quantities ranged from 5 to 500 depending on the organization. The total sent out in accordance with the above list was 1,444,557.

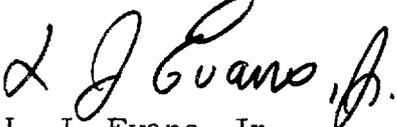
THE WHITE HOUSE
WASHINGTON

October 5, 1972

Dear Mr. Ahart:

Attached is a compilation of the mailing lists, their numbers and from where they originated per your request. This list was unified and distributed by the White House office in order to fulfill the White House Conference on Aging's recommendations calling for informational programs to educate the elderly to the programs and facilities available to them.

Very truly yours,


L. J. Evans, Jr.

Mr. Gregory Ahart, Director
Manpower and Welfare Division
General Accounting Office
Room 6860
441 G Street, NW
Washington, DC 20000

Attachment

BROCHURE DISTRIBUTION LIST

GAO's identification of abbreviations and incomplete references used on distribution lists for the six publications described in enclosures 3 to 8.

AARP	-	American Association of Retired Persons
WHCoA	-	White House Conference on Aging
NARFE	-	National Association of Retired Federal Employees
OA	-	(We could not find a reference to such an organization but the letters apparently mean "Older Americans.") The initials as used apparently refer to NARFE.
Chapters Presidents	-	Apparently are associated with AARP
Legislative Chairman	-	Apparently are associated with AARP
Membership	-	Apparently refers to NARFE

MAILING LIST

<u>Number</u>	<u>Category</u>	<u>Where Originated</u>
1,193	Senior Centers	HEW
374	Elderly Housing Projects	HUD
552	National Voluntary Organizations Serving Older Americans	WHCoA
1,900	Nursing Homes	HUD
50	State Aging Agencies	HEW
1,000	Social Security District Offices	(Handled by SSA)
155,169	Aging Leaders	HEW & WH compilation
102	Senior Citizen Communicators	HEW & WH compilation
3,330	White House Confer- ence on Aging Delegates	WHCoA