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A Review of State of Maine Information/ Promotion Activities

Maine State Department of Audit

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A REVIEW OF
STATE OF MAINE
INFORMATION/PROMOTION ACTIVITIES

PREPARED BY:
Maine State Department of Audit
Division of Program Review and Evaluation
Completed April 1976

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STATE OF MAINE
DEPARTMENT OF AUDIT
AUGUSTA, MAINE 04333

AREA CODE 207
TEL. 289-2201

R. M. RIDEOUT, JR.
STATE AUDITOR

LESLIE J. HANN
DEPUTY STATE AUDITOR
ROBERT G. REDMAN
DIRECTOR OF MUNICIPAL AUDITS
JOHN L. PARRISH
FRAUD INVESTIGATION DIVISION

April 30, 1976

Senator Richard N. Berry, Chairman
Representative Georgette B. Berube, Co-Chairman
Legislative Committee on Performance Audit
State House
Augusta, Maine 04333

Dear Senator Berry and Representative Berube:

We are forwarding for your consideration our review of the information/promotion activities of the state. In this case, the term information/promotion encompasses such functions as information, education, promotion, publicity, advertising, public relations, marketing and marketing assistance.

The goal of this report is to bring together an inventory of information/promotion activities which lends itself to analysis by members of the executive and legislative branches of government. In a departure from our usual approach to matters studied by the Division of Program Review and Evaluation, we did not seek to render specific opinions on alternative courses of action. We did, however, indicate certain observations made during the course of our review. This report is intended to serve as a summary of information/promotion activities and should not be interpreted as an evaluative study.

Respectfully submitted,

R. M. Rideout, Jr.
State Auditor

RMRJr:sv

-- AMENDMENT --

A REVIEW OF
STATE OF MAINE
INFORMATION/PROMOTION ACTIVITIES
SUMMARY OF RESOURCES (EXHIBIT A AND SCHEDULE A-1)

An error by the reviewers was noted after advance copies of the above report were printed and distributed. The error involved the inclusion in the budgeted positions under the General Fund, two positions actually funded by C.E.T.A. The money reflected on the exhibit is correct however the numbers of positions under the General Fund are overstated by these two positions while the "Other Funding Source" is understated. Beyond the fact that C.E.T.A. funds the two positions, it is important to consider that the continued existence of the positions is only as reliable as the availability of C.E.T.A. funding.

Positions Noted:

Conservation - Information and Education:	1 - Clerical
Environmental Protection:	1 - Information Writer

A REVIEW OF
STATE OF MAINE
INFORMATION/PROMOTION ACTIVITIES

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Exhibit A

Schedule A-1

A REVIEW OF
STATE OF MAINE
INFORMATION/PROMOTION ACTIVITIES

REPORT DISTRIBUTION

- 2 Legislative Performance Audit Committee
- 1 Governor
- 1 Legislative Council
- 1 Legislative Finance Officer
- 1 Governor's Cabinet
- 14 Affected Departments
 - (1) Department of Agriculture
 - (1) Department of Conservation
 - (1) Department of Defense and Veterans Services
 - (1) Department of Educational and Cultural Services
 - (1) Department of Environmental Protection
 - (1) Department of Human Services
 - (1) Department of Inland Fisheries and Wildlife
 - (1) Department of Marine Resources
 - (1) Department of Mental Health and Corrections
 - (1) Department of Public Safety
 - (1) Department of Transportation
 - (1) Public Utilities Commission
 - (1) Development Office
 - (1) Maine State Library
- 1 Commissioner of Finance and Administration
- 1 Legislative Program Evaluation Clearinghouse
- 3 News Media
- 2 File

A REVIEW OF
STATE OF MAINE
INFORMATION/PROMOTION ACTIVITIES

DEFINITIONS OF TERMS

INFORMATION/PROMOTION (As used in this text):

INFORMATION - Process of answering questions as a service to the public.

EDUCATION - Process of developing the knowledge of the public or segments thereof utilizing techniques of a somewhat more formal and active nature than providing information.

PROMOTION - Procedure or act of furthering the popularity of a place, product or service by publicizing and advertising.

PUBLICITY - Procedure or act of bringing to the notice of the public a place, product or service.

ADVERTISING - Telling about or praising a place, product or service as through newspapers, magazines, radio, television, etc. on a paid basis.

PUBLIC RELATIONS - Relations with the general public as through publicity; specifically those functions of an organization concerned with attempting to create favorable public opinion for itself.

MARKETING - Active engagement in the buying or selling of goods, products, services, etc.

MARKETING ASSISTANCE - Provision of assistance through advice, etc. to organizations engaged in marketing.

Footnote: The above follows closely the dictionary definitions of these terms, however, we found during the course of numerous interviews that many people have their own definitions and concepts of what each entails. For purposes of this review, we have included reference to the above under a single term; Information/Promotion.

EXHIBIT A
Cont'd.

Organization Personnel Classification	..Budgeted Positions...		Organizational Budget.....		
	Sub- Total	Funding Source General Taxation	Other	General Fund	Other	Total
Public Safety:						
Public Information Unit -						
Publicity Representative	1	.25	.75			
Administrative Secretary	.50	.125	.375			
Multilith Operator	.50	.125	.375			
	<u>2</u>	<u>.50</u>	<u>1.50</u>	\$ <u>9,347.00</u>	\$ <u>28,040.00</u>	\$ <u>37,387.00</u>
Public Utilities Commission:						
Administration -						
Secretary (To Commission)	.25	.25				
Engineering Technician	1	1				
Clerical	1	1				
	<u>2.25</u>	<u>2.25</u>		<u>22,727.00</u>		<u>22,727.00</u>
Transportation:						
Special Services -						
Publicity Representative	.50 (1)		.50			
Information Representative	1		1			
Photographer	1		1			
Photo Lab Assistant	1		1			
Clerical	1		1			
	<u>4.50</u>		<u>4.50</u>		<u>83,400.00</u>	<u>83,400.00</u>
Totals	<u>70.70</u>	<u>40.50</u>	<u>30.20</u>	<u>\$29,837.00</u>	<u>\$1,349,163.00</u>	<u>\$2,289,000.00</u>

Note:

(1) Remaining 50% of time devoted to supervision of mapping operation.

Major agencies not included in this report are the Lottery Commission, Bureau of Alcoholic Beverages and the University of Maine. The Lottery Commission and the Bureau of Alcoholic Beverages possess highly specialized marketing operations designed to produce income for state government and were not seen as within the scope of this project. The University of Maine receives funds from the state on a grant basis and as such is not within the purview of normal state administrative controls.

Each employee position in Exhibit A indicated as associated with information/promotion was analyzed to determine the portion of time allotted to such activities. Some fractional positions will, therefore, be noted. Monies expended on information/promotion are distinguished as originating either from general taxation or other sources.

FINDINGS

DEPARTMENTS WITH INFORMATION/PROMOTION ACTIVITIES

GENERAL Thirteen departments were found to possess a substantive information/promotion capability. Capabilities ranged from a small information service to significant promotional activities. Each department's operation is discussed in this report.

POSITION COUNT The review disclosed 70.7 positions involved in information/promotion activities and reflected operations as small as the single Public Affairs Officer in Civil Defense to 20.25 positions within the Department of Agriculture. 19.75 positions were classified as clerical, however, one of these positions was actually one of a consumer advocate located in the Public Utilities Commission leaving a more accurate count of clerical positions at 18.75.

Of the 70.7 positions, 40.5 were financed from general taxation and 30.2 from other revenue sources. Some of the more significant so-called "other" sources included Fisheries and Wildlife, Highway and Milk Tax revenues.

One of the positions included in the count is represented as 25 percent of a position in the Public Utilities Commission and reflects that portion of the time of the Secretary to the Commission stated by that individual as spent providing information to the public. We did not ordinarily list executive-type positions whose information/promotion responsibilities were only incidental to other primary functions, but, we did in this instance due to the substantial amount of time consumed in this area.

BUDGETED FUNDS A total of \$2,289,000.00 was budgeted for information/promotion purposes in the 1975-76 fiscal year prior to recent administrative reductions. The General Fund share of this amount was \$939,837.00, while financing provided from sources other than general taxation amounted to \$1,349,163.00. Major departments are summarized as follows:

<u>Department</u>	<u>General Fund</u>	<u>Other</u>	<u>Total</u>
Agriculture	\$227,674	\$ 865,919	\$1,093,593
Executive - Development Office	395,679	10,000	405,679
Inland Fisheries and Wildlife		166,605	166,605
Marine Resources	87,171	90,935	178,106
	<u>\$710,524</u>	<u>\$1,133,459</u>	<u>\$1,843,983</u>

The amount expended by the Department of Agriculture includes:

	<u>Other</u>
Potato Commission	\$391,419
Dairy and Nutrition Council	132,000
Milk Tax Committee	340,000
Departmental Services Division	<u>2,500</u>
	<u>\$865,919</u>

SYNOPSIS - EACH ACTIVITY The information/promotion activities of each department are reduced to the barest essentials and summarized below.

DEPARTMENT OF AGRICULTURE
DEPARTMENTAL SERVICES DIVISION

Publicity matters are channeled through the Department's publicity representative who secures information from activities involved with agriculture in Maine. Various agricultural events are photographed for publication. Planning sessions of groups putting on promotions are attended and the assistance of the Department offered in the promotion of an event.

The motion picture specialist films and edits two motion pictures per year. Films are typically 13 minutes in length with sound and color. (In recent weeks this position has been reduced to a part time basis.) Two clerks handle the booking, distribution and maintenance of 776 copies of 38 different titles which are distributed at the rate of approximately 760 per month.

PROMOTIONS DIVISION

The operations of the Promotions Division include maintenance and set-up of exhibits on the ship "State of Maine," Maine Agricultural Trade Show, Eastern States Exposition and other promotionally oriented exhibits; dissemination of the weekly crop report and publication of booklets and informational brochures. Other major projects include the preparation of a Maine Export Directory and the Maine Food Processors and Products Processed Guide.

POTATO COMMISSION

The entire budget of the Potato Commission is expended promoting Maine potatoes utilizing all forms of the media. Less than 5 percent of the \$391,419 budget is spent in Maine. The remainder is spent in a market area which is east of Ohio from Maine to Florida with concentration on New York, New Jersey, Pennsylvania and the New England States.

DAIRY AND NUTRITION COUNCIL

The activities of the Dairy and Nutrition Council are geared toward education on the use and nutritional values of dairy products. Nutritionists hold workshops to instruct teachers, nurses and extension people on how to teach nutrition. Flyers and pamphlets are distributed to the general public through the above teachers, nurses and extension people.

MILK TAX COMMITTEE

The Milk Tax Committee is totally oriented toward advertising. Most of the advertising is of a cooperative nature with the American Dairy Association and one-half of the budget is expended in the Boston area. Three promotions are run each year in the summer, fall and winter at stores grossing \$20,000 per week or more. Approximately \$100,000 is spent on TV advertising each year.

DEPARTMENT OF CONSERVATION INFORMATION AND EDUCATION DIVISION

The Division on Information and Education has been functioning in the last several months at greatly reduced capacity as individuals have been moved from that operation to other positions deemed more immediately vital to the needs of the Department. A decision will soon be made as to whether or not to restore I and E to its former role. The temporary change is not reflected in the enclosed exhibits.

Prior to the previously described situation, the Division produced news releases, newsletters, magazine feature stories, photographs for publication and lesson plans for in-service training. In addition, the Division maintained a film library and conducted speaking engagements, conservation workshops and the Maine Big Tree Program.

DEPARTMENT OF DEFENSE AND PUBLIC SAFETY BUREAU OF CIVIL EMERGENCY PREPAREDNESS

The Public Affairs Officer has the responsibility of keeping the general public advised of pending disasters and clean-up operations after a disaster has occurred. In addition, this individual supervises information and education programs in public organizations through the press, radio and television.

2

DEPARTMENT OF EDUCATIONAL AND CULTURAL SERVICES
SPECIAL SERVICES UNIT

The main thrust of the public information program of the Department of Educational and Cultural Services is the dissemination of information on the condition of education in Maine, as legislatively mandated, through media news releases, education newsletter publications and compilation, publication and dissemination of statutes relating to the public schools of Maine.

DEPARTMENT OF ENVIRONMENTAL PROTECTION
INFORMATION AND EDUCATION

A newsletter entitled "Environews" is prepared semi-monthly containing information relative to hearings of the Board of Environmental Protection. Several pamphlets have been prepared and distributed. Statutes are analyzed and compiled. Responses are provided to citizen inquiries either through personal contact or news releases.

EXECUTIVE DEPARTMENT
DEVELOPMENT OFFICE

The Development Office as the successor to the former Department of Commerce and Industry has responsibility for: (1) Promoting and attracting new industry to the state, expanding existing business in the state and assisting businesses in finding domestic and foreign markets for their products; and (2) Promoting tourism. It has been reported by the Director that the latter responsibility is not currently being pursued due to a lack of funds for that purpose.

Tourism, although not actively promoted by the state, is handled on an inquiry basis by several agencies. The Bureau of Parks and Recreation, Bureau of Forestry, Baxter Park, Department of Inland Fisheries and Wildlife and the Maine Publicity Bureau provide informational brochures and booklets upon request. The latter agency is operated by the tourist industry with the state participating to a limited extent in the funding by furnishing two buildings, one each in Kittery and Portland and paying utilities (except telephone) at those two locations.

DEPARTMENT OF HUMAN SERVICES
PUBLIC AFFAIRS AND COMMUNICATIONS

Activities of the Public Affairs and Communications unit include the staffing of an information desk in the central office, preparation of a monthly employee newsletter, development of orientation material in the training of new employees and the preparation of audio-visual aids, pamphlets and news releases. Additionally, a portion of the Unit's time is directed toward servicing public inquiries.

DEPARTMENT OF INLAND FISHERIES AND WILDLIFE
INFORMATION AND EDUCATION DIVISION

The Division of Information and Education revises and publishes the four regulations folders, publishes the magazine "Maine Fish and Wildlife," produces films and TV clips, the Commissioner's Newsletter and assists with an exhibit at the Eastern States Exposition. It also develops safety and educational programs, news releases, information briefs, the Legislative Roundup and responds to information inquiries.

DEPARTMENT OF MARINE RESOURCES
MARKETING AND PROMOTION DIVISION

The Marketing and Promotion Division prepares and distributes promotional materials, informational and educational aids, recipe brochures, audio-visual materials, news releases, position papers, and market leads. It also develops and distributes economic data, information on seafoods processing and technology, industry guides for seafood products with emphasis on under-utilized species, and other materials. Major efforts are directed toward participation in trade shows, product demonstrations at the retail level, and other special seafood-oriented event activities which include design and construction of exhibits.

DEPARTMENT OF MENTAL HEALTH AND CORRECTIONS
INFORMATION REPRESENTATIVE

The Information Representative disseminates through the media, news and feature articles pertaining to the Department of Mental Health and Corrections, its Bureaus and Institutions, prepares a daily bulletin, takes necessary photographs, coordinates information activities with the Community Mental Health Centers, represents the Department on committees and prepares and publishes brochures and information pieces.

DEPARTMENT OF PUBLIC SAFETY
PUBLIC INFORMATION UNIT

Responsibilities of the Public Information Unit include: teaching a course at the Criminal Justice Academy on public relations; serving as spokesman on major crimes and serious events and preparing public service spots for TV and radio. Tours for students are conducted through the headquarters building on a relatively frequent basis.

PUBLIC UTILITIES COMMISSION
ADMINISTRATION

Major wire services are notified of rate filing changes and local newspapers are advised on matters of local interest. Two persons receive complaints from the public and act as advocate for the consumer with the involved utility.

DEPARTMENT OF TRANSPORTATION
SPECIAL SERVICES DIVISION

Press releases are made through the Special Services Division. Slide presentations are prepared and made available to the public. An in-house publication is prepared for employees and a lending library of 98 films is maintained.

CONCLUSIONS

GENERAL

It is believed that most, if not all, of the State of Maine's significant information/promotion activities are reflected in this report. There was no attempt on the part of the reviewer to explore each organizational unit in depth in order to determine the effectiveness, efficiency and economy of each. Rather, the main focus was on producing an inventory of positions and functions which could be used by the Governor and/or Legislature in determining the future course of such efforts. Thoughts offered for additional consideration include:

CENTRALIZATION

From time to time in recent years, a certain amount of interest has been expressed in centralizing information/promotion activities. It does appear that the overall effort could be strengthened through some amount of consolidation.

MARKETING ASSISTANCE - FOODSTUFFS One of the more apparent areas for consolidation is in the foodstuffs marketing assistance operations of the Departments of Agriculture and Marine Resources. The two departments do not normally combine in joint ventures, however, when they have, favorable results have been reported.

The obvious close relationship in the goals of the two departments; namely, furthering the marketing of State of Maine food products, would seem to make desirable a merger of operations. A merger could take any one of several forms, but, the objective would be the same in any case, and that is to establish a single, coordinated, high-quality effort in the marketing assistance provided by State agencies for Maine food products.

FILM LIBRARIES It was observed that film libraries are found at six different locations. The locations, departments of ownership and numbers of film titles are as follows:

<u>Location</u>	<u>Department</u>	<u>Number of Titles</u>
Augusta:		
Fourth Floor - State Office Building	Transportation	98
Sixth Floor - State Office Building	Agriculture - Dairy	
	Council	38
Basement - State Office Building	Civil Defense	176
Ray Building - AMHI Grounds	Conservation	26
Library	Library	650
Orono:		
University of Maine	Human Services	Unknown
University of Maine	Fisheries and Wildlife	<u>38</u>
		<u>1,026</u>

The individual film libraries above were, for the most part, established prior to the construction of the Cultural Services Building in Augusta which contains the Maine State Library. Efficiency should be enhanced and, to some extent, economies realized by the maintenance of a single film library facility under the direction of the Film Coordinator of the Maine State Library. Pooling of resources in terms of personnel, equipment, supplies, etc. should contribute substantitally toward this end.

INFORMATION UNITS There are a number of points both pro and con concerning the advisability of pooling the information organizations contained in several departments. This report does not go so far as to actually recommend one course of action over another since the review did not seek to develop the type of detailed data necessary to support a particular position on the subject.

We did, however, see potential advantages to pooling at least some of the available talent into a central information agency. A single information office would more than likely remove affected personnel from their present department affiliations and place them under central control where they would function on an "assignment" basis. Accounting techniques can be devised to charge proper funding sources for work performed.

A hoped-for result from such a change would be an increased efficiency in the overall use of personnel and equipment resources. Another primary benefit would be to provide an information capability to departments where none currently exists.

One of the chief shortcomings to such a system could turn out to be a reduction in quality coming about from the loss of close daily contact by information personnel with a particular serviced agency unless assignments are made on that basis. Another shortcoming of a centralized operation might be the possibility of inconvenience to commissioners and their departments resulting from the loss of direct control over all information functions. Such matters as these must be addressed in the making of future decisions.

CENTRAL CATALOGING OF INFORMATIONAL PAMPHLETS, BROCHURES, ETC.
Large quantities of various informational pamphlets, brochures, etc. have been produced by and are on hand in certain departments. The quality of many of these items is excellent in terms of providing specialized information to the public and it is unfortunate that frequently supplies are stored on back shelves. As a service to the public, the State Library might establish a central catalog of such materials so that interested persons might become aware of their existence and request copies from the appropriate department if so desired.

SUMMARY

In summary, fairly substantial information/promotion resources function under the control of some 13 departments, while many agencies possess no formal capabilities whatsoever in dispensing public information. There is reason to believe that centralization of film libraries, marketing assistance for foodstuffs and a cataloging of informational publications would be beneficial. The more controversial matter of a single information office with personnel operating on an assignment basis has points both pro and con. Many of the foreseen difficulties could be overcome, but, there is reason to doubt that such a plan would receive the full endorsement of department officials unless the more serious elements of controversy were satisfactorily resolved.

The State Auditor and the Division of Program Review and Evaluation wish to thank the many state employees who assisted in the gathering of the data contained in this report.

A REVIEW OF
STATE OF MAINE
INFORMATION/PROMOTION ACTIVITIES

SUMMARY OF RESOURCES

Organization Personnel Classification	..Budgeted Positions...	Organizational Budget.....		
	Sub- Total	Funding Source General Taxation Other	General Fund	Other	Total
Agriculture:					
Departmental Services Division -			\$ 54,661.00	\$ 2,500.00	\$ 57,161.00
Publicity Representative	1	1			
Motion Picture Specialist	1	1			
Clerical	2	2			
Promotions Division -			173,013.00		173,013.00
Director	1	1			
Marketing Specialist	2	2			
Stores Clerk	.50	.50			
Exhibit Technician	1	1			
Supervisor Potato Marketing	1	1			
Clerical	2.75	2.75			
Maine Potato Commission -				391,419.00	391,419.00
Executive Director	1	1			
Secretary	1	1			
Dairy Council/Milk Tax Program -				472,000.00	472,000.00
Executive Director	1	1			
Nutritionist	3	3			
Stores Clerk	.50	.50			
Clerical	1.50	1.50			
	<u>20.25</u>	<u>12.25</u>	<u>227,674.00</u>	<u>865,919.00</u>	<u>1,093,593.00</u>
Conservation:					
Information and Education Division -					
Director	1	1			
Assistant Director	1	1			
Information Writer	1	1			
Clerical	2	2			
	<u>5</u>	<u>5</u>	<u>61,249.00</u>		<u>61,249.00</u>
Defense and Veterans Services:					
Bureau of Civil Emergency Preparedness -					
Civil Defense Public Affairs Officer	1	.50	5,858.00	5,858.00	11,716.00
	<u>1</u>	<u>.50</u>	<u>5,858.00</u>	<u>5,858.00</u>	<u>11,716.00</u>
Educational and Cultural Services:					
Special Services -					
Director	1	1			
Publicity Representative	1	1			
Clerical	1	1			
	<u>3</u>	<u>1</u>	<u>11,631.00</u>	<u>32,119.00</u>	<u>43,750.00</u>

EXHIBIT A
Cont'd.

Organization Personnel Classification	..Budgeted Positions...		Organizational Budget.....		
	Sub- Total	Funding General	Source Taxation Other	General Fund	Other	Total
Environmental Protection:						
Information and Education Division -						
Information Representative	1	1				
Information Writer	1	1				
Clerical	1	1				
	<u>3</u>	<u>3</u>		\$ 32,629.00	\$	\$ 32,629.00
Executive:						
Development Office -						
Director	1	1				
Deputy Director	1	1				
Development Representative	3	3				
Director Foreign Trade and Marketing	1	1				
Development/Marketing Coordinator	1		1			
Administrative Secretary	1	1				
Clerical	1	1				
	<u>9</u>	<u>8</u>	<u>1</u>	<u>395,679.00</u>	<u>10,000.00</u>	<u>405,679.00</u>
Human Services:						
Public Affairs and Communications -						
Director	1	.50	.50			
Publicity Representative	3	1.50	1.50			
Public Health Educator	1	.50	.50			
Clerical	2	1	1			
	<u>7</u>	<u>3.50</u>	<u>3.50</u>	<u>66,288.00</u>	<u>66,287.00</u>	<u>132,575.00</u>
Inland Fisheries and Wildlife:						
Information and Education -						
Director	1		1			
Assistant Director	1		1			
Information Representative	1		1			
Motion Picture Specialist	1		1			
Photographer	1		1			
Clerical	2		2			
	<u>7</u>		<u>7</u>		<u>166,605.00</u>	<u>166,605.00</u>
Marine Resources:						
Marketing and Promotion Division -						
Director	1	1				
Publicity Representative	2	1	1			
Stores Clerk	.20		.20			
Clerical	2	1	1			
	<u>5.20</u>	<u>3</u>	<u>2.20</u>	<u>87,171.00</u>	<u>90,935.00</u>	<u>178,106.00</u>
Mental Health and Corrections:						
Administrative Services -						
Information Representative	1	1				
Clerical	.50	.50				
	<u>1.50</u>	<u>1.50</u>		<u>19,584.00</u>		<u>19,584.00</u>

A REVIEW OF
STATE OF MAINE
INFORMATION/PROMOTION ACTIVITIES
SUMMARY OF BUDGETED POSITIONS BY CLASSIFICATION

<u>Classifications</u>	<u>Positions Funded</u>
Administrative Secretary	1.50
Assistant Director	2
Civil Defense Public Affairs Officer	1
Clerical	19.75
Deputy Director Development Office	1
Development Marketing Coordinator	1
Development Representative	3
Director - Development Office	1
Director - Foreign Trade and Marketing	1
Director - Information and Education	2
Director - Marketing and Promotion	1
Director - Promotion	1
Director - Public Affairs and Communications	1
Director - Special Services	1
Engineering Technician	1
Executive Director - Potato Commission	1
Executive Director - Dairy Council/Milk Tax Program	1
Exhibit Technician	1
Information Representative	4
Information Writer	2
Marketing Specialist	2
Motion Picture Specialist	2
Multilith Operator	.50
Nutritionist	3
Photographer	2
Photo Lab Assistant	1
Public Health Educator	1
Publicity Representative	8.50
Secretary	1
Secretary (To P.U.C.)	.25
Stores Clerk	1.20
Supervisor Potato Marketing	1
	<u>70.70</u>