
The Parliament of the Commonwealth of Australia

Printing standards for documents presented to Parliament

Joint Committee on Publications

September 2007
Canberra

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ISBN 978-0-642-79017-0 (Printed Version)

ISBN 978-0-642-79018-7 (HTML Version)



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Foreword

The Joint Committee on Publications publishes the *Printing standards for documents presented to Parliament*. These Standards provide guidance to government agencies, authorities and companies on issues such as format, the use of colour and illustrations, paper, and requirements for the Parliamentary Papers Series.

The current Standards have been an effective means of ensuring that documents presented to Parliament conform to the requirements of the Parliamentary Papers Series with minimal additional cost to author bodies. However, developments in printing technology, the needs of a wider audience and alternative means of accessing documents have all made it appropriate to re-examine the Standards.

This report is the result of a very productive dialogue with author bodies and relevant printing industry experts, and addresses broad-ranging issues in relation to the document production process. Having considered the available evidence, the Committee provides, through this report, a revised set of Standards (effective as of 1 January 2008). These new Standards will provide author bodies with sufficient flexibility for their evolving needs, while also ensuring that government funds are spent appropriately and in accordance with the principle of achieving value for money.

Mrs Trish Draper MP
Chair



Membership of the Committee

Chair Mrs Trish Draper MP

Deputy Chair Senator Guy Barnett (to 20/6/07)

Senator Julian McGauran (from
20/6/07)

Members Mr Dick Adams MP

Senator the Hon. Ian Campbell (from
23/3/07 to 31/5/07)

Mr Mark Baker MP

Senator Mary Jo Fisher (from 16/8/07)

Ms Ann Corcoran MP

Senator Annette Hurley (from
28/2/07)

Mr Chris Hayes MP

Senator Steve Hutchins (to 1/7/05)

Mrs Kay Hull MP

Senator David Johnston (to 23/3/07)

Mr Michael Johnson MP

Senator Gavin Marshall

Senator Fiona Nash

Senator Helen Polley (to 28/2/07)

Senator Glenn Sterle

Senator Dana Wortley

Committee Secretariat

Secretary Mr Jason Sherd

Inquiry Secretaries Ms Peggy Danaee

Mr Andrew McGowan



Terms of reference

To inquire into and report on the printing standards for documents presented to Parliament, with particular reference to:

- the necessity of the use of colour and illustrations within documents;
- the cost of producing documents and whether value for money is being obtained;
- investigating the feasibility of sanctions against organisations that do not follow the printing standards.



List of abbreviations

APSC	Australian Public Service Commission
ASC	Australian Sports Commission
CSIRO	Commonwealth Scientific and Industrial Research Organisation
DHA	Department of Health and Ageing
DIAC	Department of Immigration and Citizenship
DPM&C	Department of the Prime Minister and Cabinet
DVA	Department of Veterans' Affairs
FMA bodies	Bodies established under the <i>Financial Management and Accountability Act 1997</i>
NAA	National Archives of Australia
NCA	National Capital Authority
PIAA	Printing Industries Association of Australia
PPS	Parliamentary Papers Series
the Committee	The Joint Committee on Publications
the Standards	the <i>Printing standards for documents presented to Parliament</i>



List of recommendations

2 The use of colour and illustrations

Recommendation 1

The Committee recommends that government agencies, authorities and companies ensure that any documents they submit for consideration for annual report awards, comply fully with the *Printing standards for documents presented to Parliament* issued by the Committee.

Recommendation 2

The Committee recommends that all government agencies, authorities and companies ensure that documents presented to Parliament do not involve any design elements that would result in colour 'bleeding' to the edge of the page.

3 Value for money

Recommendation 3

The Committee confirms its expectation of government bodies achieving value for money in procuring printing and publishing services. To this end, the Committee recommends that government agencies, authorities and companies review, prior to the commencement of planning for their 2007-08 annual reports, and each year subsequently, the following aspects of their production processes:

- the number of copies printed, taking into account the purpose of the report and any changes in demand for hard copies;
- the length of the report, having regard to the purpose of the report, statutory requirements, and size of the organisation; and

- internal approval processes and submission deadlines, with a view to eliminating any extra charges from printers for late changes to copy or design work.

Recommendation 4

The Committee recommends that government agencies, authorities and companies ensure timely and ongoing electronic access, through their websites, to annual reports and other documents presented to Parliament.

Recommendation 5

The Committee recommends that government agencies, authorities and companies consult printers at the earliest possibility in the development of a document, and prior to any print procurement contract being entered into. Prior to any design work being finalised, advice should be sought from printers regarding the potential cost impact of proposed layout and design elements.

Recommendation 6

The Committee recommends that regular information sessions be held for the benefit of staff within government bodies who are responsible for procuring print services. The Committee may undertake to arrange these from time to time and invite relevant staff from government agencies, authorities and companies and representatives of the printing industry.

4 Other issues

Recommendation 7

The Committee recommends that government agencies be mindful of environmental factors when procuring printing services, and seek advice from printers and industry bodies in this regard prior to finalising the procurement of printing services.

5 Sanctions for non-compliance

Recommendation 8

The Committee recommends that government agencies, authorities and companies continue to be responsible for their own compliance with the Standards.

Recommendation 9

The Committee recommends that government agencies, authorities and companies comply fully with the revised Standards at Appendix D.

Introduction

The Joint Committee on Publications

- 1.1 The Joint Committee on Publications (the Committee) is atypical in that it is comprised of two separate committees: the Publications Committees of the House of Representatives and the Senate. The major role of each Publications Committee is to make recommendations, to its respective House, on presented documents that should be included in the Parliamentary Papers Series (PPS).
- 1.2 The committees may meet separately, but may also meet together as a Joint Committee, in which case they have the additional power to “inquire into and report on the publication and distribution of parliamentary and government publications and on matters referred to it by a Minister”.¹
- 1.3 The power to conduct inquiries has been utilised only 13 times since the Committee’s establishment in 1970.

1 House of Representatives Standing Order 219 and Senate Standing Order 22.

Printing standards for documents presented to Parliament

Purpose

- 1.4 The *Printing standards for documents presented to the Parliament* (the Standards) are prepared by the Committee. The Standards ensure that documents selected for inclusion in the PPS conform to the series' requirements.
- 1.5 The Standards provide guidance for agencies in the following areas:
- production quality and value for money;
 - use of colour and illustrations;
 - paper size and type;
 - covers and binding;
 - number of copies required for the PPS; and
 - corrections.
- 1.6 The current printing standards, as at 30 March 2006, are at Appendix C.

Application

- 1.7 Even though the Standards are designed to ensure conformity among the documents that comprise the PPS, the Committee considers that they apply to all documents that are presented to Parliament. Documents not considered for inclusion in the PPS, such as treaties, delegated legislation and the reports of parliamentary delegations are not specifically mentioned in the Standards but comply with most, if not all of the requirements.²
- 1.8 The Standards are supported by the Department of the Prime Minister and Cabinet (DPM&C). The DPM&C's *Guidelines for the presentation of Government documents to the Parliament*³ defers to the

2 Ms Robyn McClelland, Department of the House of Representatives, *Transcript of evidence*, 18 June 2007, p. 10.

3 Department of the Prime Minister and Cabinet, *Guidelines for the Presentation of Government Documents to the Parliament (including Government Responses to Committee Reports, Ministerial Statements, Annual Reports and Other Instruments)*, June 2006, see http://www.dpmc.gov.au/guidelines/docs/guidelines_govt_docs.pdf.

Standards, as does the *Requirements for Annual Reports for Departments, Executive Agencies and FMA Bodies*.⁴

- 1.9 The Standards do not apply to documents that are not presented to Parliament.

Previous practice

- 1.10 Prior to the commencement of the 40th Parliament in 2002, documents were divided into three Classes:

Class 1 – reports which include information (text) only, eg returns under bounty Acts or the annual report under the Bankruptcy Act. The production standards are limited to black ink only, no illustrations etc.

Class 2 – reports with a wider readership than Class 1, eg reports of most departments and authorities. Higher production standards are acceptable in terms of paper quality – black and white illustrations and limited use of colour in text are among the main features.

Class 3 – reports of authorities in active competition in the private sector or where considerations of national prestige are paramount. Production standards are appropriately higher – more expensive paper may be used, colour illustrations are permitted etc.⁵

- 1.11 To exceed these standards, a department or agency would have needed to seek, and be granted, an exemption from the Committee. These exemptions usually related to the inclusion of colour and were almost always granted. Committee records from the 38th and 39th Parliaments show that these exemptions became an increasingly large proportion of the Committee's workload.
- 1.12 The current Standards were then issued at the beginning of the 40th Parliament and the onus for complying with the Standards was placed on agencies themselves.

4 Department of the Prime Minister and Cabinet, *Requirements for Departmental Annual Reports - Document as approved by the Joint Committee of Public Accounts and Audit*, June 2007, see http://www.dpmc.gov.au/guidelines/docs/annual_report_requirements.pdf.

5 Australian Government Printing Service, *Circular 23*, as cited in Joint Committee on Publications, *Annual reports of Commonwealth Departments and Statutory Authorities*, Canberra, 1979, p. 14.

Action taken by the Committee in the current Parliament

- 1.13 In 2005 the Committee wrote to several agencies whose 2004-05 annual reports did not fully comply with the Standards in terms of colour and illustrations. Responses from these agencies provided assurances that value for money was being achieved.
- 1.14 At this time the Committee also sought information from a large Canberra-based printer on the comparative costs of two- and four-colour printing, which indicated that a four colour process would be approximately 70 per cent more expensive than two colours.
- 1.15 On 30 March 2006, the Committee amended the Standards to permit a full colour cover, but limited text to only two colours.
- 1.16 In May that year, the Standards were referred to in the Committee's report on the distribution of the PPS. The Committee at that time suggested that service-wide savings could be made if the Standards were adhered to and indicated that it would continue to monitor the issue.⁶

The inquiry

- 1.17 On 1 March 2007, the Committee resolved to undertake a formal inquiry into the Standards and adopted the terms of reference at page vii of this report.
- 1.18 In April 2007, the Committee issued a discussion paper, which was posted on the Committee's website and sent to all government departments and a large selection of government agencies, authorities and companies that regularly present documents to the Parliament. These organisations were invited to comment on the discussion paper or to make other comments on the Standards.
- 1.19 The inquiry was publicised in the House Committees advertisement in *The Australian* newspaper on 11 April 2007 and *The Bulletin* magazine on 17 April 2007.
- 1.20 The Committee received nine submissions, which are listed at Appendix A.

⁶ Joint Committee on Publications, *Distribution of the Parliamentary Papers Series*, Canberra, 2006, pp 24-25.

- 1.21 A roundtable discussion with stakeholders was held in Canberra on 18 June 2007. Details of the participants of this discussion are at Appendix B.

The use of colour and illustrations

Background

- 2.1 The Committee has been aware for some time that an increasing number of agencies are using colours and illustrations in their annual reports. In 1989 the then Chair of the Committee commented to the House of Representatives that:

... it would appear that the primary purpose of preparing a report for the scrutiny of the parliament is being overshadowed by a perceived need to produce an elaborate and expensive self-promotional document.¹

- 2.2 Prior to the commencement of this inquiry, the Committee analysed all government documents (not including delegated legislation, petitions or those presented *ad hoc* during debate) presented between 8 August and 7 November 2006 and found that 51 per cent were printed using a single colour for text and up to half included a photograph or other illustration.

1 *House Hansard*, 30 November 1989, p. 3281.

The Standards as at 30 March 2006

- 2.3 The Standards, as at 30 March 2006, state that:

Report covers may be printed in full colour.

Black ink is to be used for text and illustrations; however an additional colour may be used if essential for the proper understanding of information such as complex maps or diagrams ...

Line drawings, graphs, charts, photographs and other illustrations may be included, provided they are essential to a better understanding of subjects discussed in the text.²

- 2.4 Witnesses were very positive about retaining the provision of the Standards allowing full colour covers. The Committee will continue to permit full colour covers but encourages agencies to exercise restraint in this respect.
- 2.5 In relation to the use of colour printing within the body of a document, the Committee maintains that, for the majority of documents presented to Parliament, black text on white paper is more than adequate. Examples of such documents include delegated legislation, presented in the House of Representatives as 'Deemed documents' and in the Senate as 'Clerk's Documents', and Portfolio budget statements.³
- 2.6 Throughout its inquiry, the Committee received evidence that suggested there was scope to adjust the Standards to allow for more flexible use of colour and illustrations. This chapter outlines the evidence received in relation to the use of colour and illustrations in documents presented to the Parliament. The chapter concludes with the Committee's comments on, and assessment of, the evidence detailed here.

2 See http://www.aph.gov.au/house/committee/publ/printing_standards.htm and Appendix C.

3 Ms Robyn McClelland, Department of the House of Representatives, *Transcript of evidence*, 18 June 2007, p. 10; Mr Sandi Logan, Department of Immigration and Citizenship, *Transcript of evidence*, 18 June 2007, p. 4.

The use of colour

- 2.7 As noted above, the Committee is of the view that black text on white paper is sufficient for most documents presented to the Parliament. In relation to more substantial reports and documents included in the PPS, several agencies reported that the provisions of the current Standards (black plus one colour for text, with a full colour cover) met their needs for annual reports and other documents.⁴

Arguments for changing the Standards

- 2.8 The Committee also received extensive evidence arguing that the Standards be revised to allow for more flexible use of colour, particularly in annual reports. A number of issues were identified in support of the argument for greater flexibility, including:
- an audience beyond the Parliament;
 - graphs and diagrams;
 - graphic design;
 - online publishing;
 - enhancing readability; and
 - annual report awards.

An audience beyond the Parliament

- 2.9 Although the Parliament remains the primary consideration when designing and publishing a document, additional effort may be expended in making a report more attractive to an external audience.⁵
- 2.10 The National Capital Authority (NCA) acknowledged that annual reports have indeed developed a secondary function of providing information to stakeholders other than the Parliament, such as the general public. A report produced in strict compliance with the Standards might not appeal to other stakeholders, and it is not

4 Department of Veterans' Affairs, *Submission 8*, p. 2; Commonwealth Scientific and Industrial Research Organisation, *Submission 9*, p. 3; Mr Jansson Antmann, Department of Industry, Tourism and Resources, *Transcript of evidence*, 18 June 2007, p. 5.

5 Mr Russell Wilson, Department of Industry, Tourism and Resources, *Transcript of evidence*, 18 June 2007, p. 6; Mr Sandi Logan, *op.cit.*, p. 16.

necessarily cost effective to produce separate reports.⁶ The current Standards may therefore limit the extent to which annual reports are able to carry out this secondary, extra-parliamentary function.

- 2.11 The increased use of colour may be beneficial for documents intended for distribution to a wider audience for communications or marketing reasons.⁷ The NCA stated that a high quality document helps their position among potential sponsors and corporate organisations.⁸ The Committee notes that this was also the rationale behind allowing higher production standards for Class 3 documents (as detailed in Chapter 1) prior to the current Standards being introduced.

Graphs and diagrams

- 2.12 Colour is most commonly used in graphs and diagrams. This is already provided for in the current Standards, albeit limited to one additional colour, "if essential for the proper understanding of information".⁹
- 2.13 The APSC submitted that colour "is an essential tool in the presentation of complex charts, tables, diagrams etc".¹⁰ Their *State of the Service* report, which is used widely across the Commonwealth public service and contains "a lot of data, tables, graphs, et cetera would benefit from being able to make far greater use of colour".¹¹
- 2.14 Similarly, NCA reports deal with planning documents and maps where the inclusion of colour is very useful.¹²

Graphic design

- 2.15 The Committee heard that the requirement to use only two colours is not restrictive in terms of the design process. Being restricted to the

6 National Capital Authority, *Submission 4*, p. 1.

7 Mr David Finlayson, Attorney-General's Department, *Transcript of evidence*, 18 June 2007, p. 32.

8 Mrs Tanya Boulter, National Capital Authority, *Transcript of evidence*, 18 June 2007, p. 15.

9 See http://www.aph.gov.au/house/committee/publ/printing_standards.htm and Appendix C.

10 Australian Public Service Commission, *Submission 5*, p. 1.

11 Ms Karin Fisher, Australian Public Service Commission, *Transcript of evidence*, 18 June 2007, p. 5.

12 Mrs Tanya Boulter, *op.cit.*, p. 7.

use of only two colours may, however, involve more work to convert graphs and/or illustrations that have been submitted in full colour.¹³

- 2.16 This supports the claim made by the Australian Public Service Commission (APSC) that added design complexity, as a result of colour restrictions, can increase the cost of producing a document:

Where agencies are seeking to produce reports in restricted colours but at the same time to present subtle differences in illustrations ... the graphic design task becomes markedly more complex. Graphic designers have to invest more time ... and employ more time-consuming shading techniques ...¹⁴

Online publishing

- 2.17 The Government Online strategy stipulates that once documents are presented to Parliament they are required to be published online.¹⁵ These documents are published in a variety of formats, including Hypertext Markup Language (HTML) and Portable Document Format (PDF).
- 2.18 The Department of Immigration and Citizenship (DIAC) reported that the online versions of reports are more attractive if in colour, and that black and white graphs and images do not translate well to the Internet. It considers creating one document for both hard copy and online distribution to be more cost-effective than creating separate documents for these two purposes.¹⁶
- 2.19 The Department of Veterans' Affairs (DVA) noted that the use of colour can provide a design linkage between the online and hard copy versions of a report, as well as with other key documents such as corporate and strategic plans.¹⁷

Enhancing readability

- 2.20 The presentation of a document is important in ensuring that it is read and understood.¹⁸ The Department of Health and Ageing (DHA)

13 Mr Jansson Antmann, *op.cit.*, p. 7.

14 Australian Public Service Commission, *op.cit.*, p. 2.

15 See <http://www.agimo.gov.au/information/oiso>.

16 Mr Sandi Logan, *op.cit.*, pp 4 and 16.

17 Department of Veterans' Affairs, *op.cit.*, p. 1.

18 Australian Public Service Commission, *op.cit.*, p. 2.

submitted that an aesthetically appealing document encourages people to pick it up and read it.¹⁹

- 2.21 Adding colour to a document can be useful for breaking up blocks of text, making the document more manageable, and encouraging the reader to continue reading it.²⁰ However, it was pointed out that it is not necessarily colour that enhances the readability of a document, but that the layout and design may be more significant factors.²¹

Annual report awards

- 2.22 The Committee was concerned to receive evidence that full compliance with the Standards may disadvantage agencies when competing for annual report awards.²² The Committee is concerned that this may result in the encouragement of practices that are not in line with the principle of achieving value for money. It may also produce an environment not conducive to innovation and creativity.

Cost implications of colour printing

- 2.23 In light of the numerous arguments offered in support of the Standards providing more flexible use of colour, the Committee also considered detailed evidence regarding the differential costs between using single colour and full colour printing. The main aspects covered related to technological advances in the printing industry, and the technique of colour 'bleeding'. These are discussed in more detail below.

Advances in printing technology

- 2.24 The Committee's main objection to the extensive use of colour has been the additional cost involved. Previous investigations by the Committee found an increase in costs of approximately 70 per cent for four colour printing when compared to two colours.
- 2.25 Representatives of the Printing Industries Association of Australia (PIAA) stated that, in recent years, there have been significant
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19 Department of Health and Ageing, *Submission 6*, p. 1.

20 *ibid.*; Mr Russell Wilson, *op.cit.*, p. 15; Ms Robyn McClelland, *op.cit.*, p. 16.

21 Ms Tanya Boulter, *op.cit.*, p. 15; Mr Kieran May, Printing Industries Association of Australia, *Transcript of evidence*, 18 June 2007, p. 17.

22 Commonwealth Scientific and Industrial Research Organisation, *op.cit.*, p. 4; Ms Sarah Tink, Department of Defence, *Transcript of evidence*, 18 June 2007, p. 33.

advances in printing technology, delivering both high quality print outcomes and cost savings.²³ These new technologies are not as labour-intensive, preparation time has been substantially reduced and the new multicoloured presses require a sheet of paper to pass through only once, instead of up to three times as was previously the case.²⁴

- 2.26 As a result of technological advances in the printing industry, full colour is now nearly as cost-effective as black and white or two colour printing.²⁵ The Committee heard that the cost differential between single colour and full colour printing may now be as low as 10 to 20 per cent.²⁶
- 2.27 It should be noted, however, that even a small percentage increase in the cost of printing a large document can still represent a considerable overall cost increase.²⁷

Bleeding

- 2.28 The Committee notes with concern the increase in the use of colour 'bleeding' in reports, particularly annual reports, presented to the Parliament. This technique involves colour being printed to the edges of a page, so that there is no white margin.²⁸ This has been applied by some agencies in the form of coloured tabs at the edge of pages, aiding in navigating through different sections of a report.²⁹
- 2.29 Colour bleeding dramatically increases printing costs. It makes trimming each page more difficult and therefore requires larger sheets of paper to be put through printing presses or, alternatively, fewer pages to be printed on each sheet.³⁰ This increases the costs of labour and materials and, therefore, the overall printing cost of the document.

23 Printing Industries Association of Australia, *Submission 7*, p. 3.

24 Mr David Daniel, Canprint Communications Pty Ltd, *Transcript of evidence*, 18 June 2007, p. 4.

25 Mr Barry Neame, Printing Industries Association of Australia, *Transcript of evidence*, 18 June 2007, p. 3.

26 Printing Industries Association of Australia, *op.cit.*, p. 3; Mr Sandi Logan, *op.cit.*, p. 4.

27 Mr Russell Wilson, *op.cit.*, p. 7.

28 Mr David Daniel, *op.cit.*, p. 8.

29 Department of Veterans' Affairs, *op.cit.*, p. 2.

30 Mr David Daniel, *op.cit.*, pp 7-8; Mr Kieran May, *op.cit.*, p. 8.

- 2.30 Evidence varies as to the magnitude of cost increase as a result of colour bleeding. The DIAC suggests an increase in the order of 10 to 15 per cent, and the DVA submits that there is little additional cost involved.³¹ CanPrint Communications, however, advises that colour bleeding increases printing costs by 60 per cent.³² The PIAA notes that this discrepancy is likely a result of variation between different printing companies, and reflects differences between their printing presses and practices.³³

The inclusion of illustrations

- 2.31 Throughout the inquiry process there was almost universal support for the Standards to provide for more flexible use of illustrations, especially photographs. The Committee heard that illustrations:
- add to the understanding of issues;³⁴
 - demonstrate the diversity of programs and client groups;³⁵
 - highlight achievements;³⁶ and
 - improve readability and clarify information.³⁷
- 2.32 Illustrations are currently permitted under the Standards, albeit restricted to circumstances where such illustrations are “*essential* to a better understanding of subjects discussed in the text” (emphasis added).³⁸ The term ‘essential’ may be an overly strict test, particularly as the Committee did not receive any evidence suggesting that the inclusion of illustrations represents a significant cost burden.³⁹

31 Mr Dario Postai, Department of Immigration and Citizenship, *Transcript of Evidence*, 18 June 2007, p. 7; Department of Veterans’ Affairs, *op.cit.*, p. 2.

32 Mr David Daniel, *op.cit.*

33 Mr Kieran May, *Pri op.cit.*, p. 8.

34 Australian Public Service Commission, *op.cit.*; Department of Health and Ageing, *op.cit.*

35 Australian Sports Commission, *Submission 1*, p. 1.

36 National Capital Authority, *op.cit.*, p. 1.

37 Commonwealth Scientific and Industrial Research Organisation, *op.cit.*, p. 3.

38 See http://www.aph.gov.au/house/committee/publ/printing_standards.htm and Appendix C.

39 Mr Richard Pye, Department of the Senate, *Transcript of evidence*, 18 June 2007, p. 33.

Committee comments

Colour

- 2.33 The Committee accepts that incorporating more colour into documents can be attractive and add interest. Interest can, however, be generated just as successfully through the use of other tools, such as clever design and layout. The Committee is therefore not convinced that aesthetic appeal, in and of itself, is an adequate argument for the relaxation of colour restrictions in the Standards.
- 2.34 Neither does the Committee consider it appropriate to amend the Standards in order to give government bodies a better chance of winning annual report awards. Rather, the Committee would welcome moves by organisations administering such awards to ensure that compliance with the Standards is taken into account by assessors when identifying meritorious reports. Any perceptions that complying with the Standards disadvantages entrants in annual report awards, could also be overcome by all government bodies entering such competitions ensuring that their entries comply with the Standards.

Recommendation 1

- 2.35 **The Committee recommends that government agencies, authorities and companies ensure that any documents they submit for consideration for annual report awards, comply fully with the *Printing standards for documents presented to Parliament* issued by the Committee.**
- 2.36 The Committee notes that various estimates were offered for the cost impact of colour ‘bleeding’, and that the actual price increase would depend on a number of variables. Notwithstanding, the Committee is of the view that colour bleeding is an unnecessary technique in government reports and does not represent value for money. The Committee therefore discourages the use of colour ‘bleeding’ and will reflect its concern with this practice by amending the Standards to specifically not permit techniques that ‘bleed’ the colour to the edge of the page.

Recommendation 2

- 2.37 **The Committee recommends that all government agencies, authorities and companies ensure that documents presented to Parliament do not involve any design elements that would result in colour ‘bleeding’ to the edge of the page.**
- 2.38 The Committee does note, however, the evolving purposes of documents published by government bodies and is sympathetic to the wish to include more colour in documents that have an audience beyond the Parliament. Similarly, the Committee acknowledges the difficulty that can be involved with producing complex graphs and diagrams with a limited range of colours. Finally, the Committee acknowledges that the production of two separate documents (full colour for online publishing, and restricted colour for hard copy printing) may not necessarily be cost effective, particularly where large documents are involved.
- 2.39 With the exception of colour ‘bleeding’, in light of the evidence provided throughout the course of this inquiry, the Committee sees some merit in full colour printing being used in some documents presented to Parliament. The Committee also notes that the evidence suggests that it is not the use of full colour printing, *per se*, that increases printing costs. Rather, the way in which colour is used determines the quantum of cost increase.
- 2.40 Nevertheless, the Committee agrees with the sentiments expressed at the conclusion of the roundtable discussion that “just because you have the ability to add many colours...[it] does not mean you should”.⁴⁰ The Committee expects government agencies, authorities and companies to continue to exercise restraint in the production standards of their documents. The use of additional colours should be necessary for the purpose of the report, and the additional costs should be weighed carefully against the expected benefits.

40 *ibid.*

Illustrations

- 2.41 The Committee has considered the many benefits offered by the inclusion of illustrations, particularly in detailed and annual reports. It also noted the absence of evidence suggesting illustrations represent a significant cost burden. The Committee is therefore supportive of illustrations being included in reports, where their inclusion has a purpose and adds to the text.

Amendments to the Standards

- 2.42 The Committee will issue revised Standards (see Appendix D), taking into account the following:
- Report covers may continue to be printed in full colour.
 - For most annual reports, black plus one colour is sufficient for text.
 - Full colour printing may be used in some circumstances, particularly where a government agency, authority or company also uses the document for the purposes of marketing or communicating with an audience beyond the Parliament. The descriptions of the former document classes (as detailed in paragraph 1.10) will be included to provide some guidance for agencies.
 - Where full colour printing is used in a report, the author body should be able to demonstrate to the Committee, if required, the necessity of using full colour in a report.
 - In determining whether to use additional colours, author bodies should have particular regard to the purpose and audience of the document and also to ensuring that value for money is being obtained.
 - Techniques that ‘bleed’ colour to the edge of the page are not to be used under any circumstances.
 - Illustrations may be included in a report, as long as the illustration ‘adds value’ to the understanding of the text.

Value for money

The principle of value for money

Value for money is the core principle underpinning Australian Government procurement. In a procurement process this principle requires a comparative analysis of *all* relevant costs and benefits...¹

- 3.1 The Standards currently state that “Commonwealth Government agencies are expected to obtain value for money in procuring services to publish and print documents.”² Determining what qualifies as ‘value for money’, however, can become a subjective judgement.³
- 3.2 The best price is not the only determinant of value for money. Factors such as service and turn-around time, the quality of the work, and an understanding of the agency’s requirements, are all taken into account.⁴

1 Department of Finance and Administration, *Commonwealth Procurement Guidelines*, January 2005, p. 10.

2 See http://www.aph.gov.au/house/committee/publ/printing_standards.htm and Appendix C.

3 Mr Barry Neame, *op.cit.*, p. 27; Mr Sandi Logan, *op.cit.*, p. 28.

4 Mr John Lockwood, Department of Industry, Tourism and Resources, *Transcript of evidence*, 18 June 2007, p. 26; Ms Jennifer Barbour, Department of Human Services, *Transcript of evidence*, 18 June 2007, p. 26; Ms Robyn McClelland, *op.cit.*, p. 28.

- 3.3 The PIAA submitted that, in their view, value for money is being achieved as a direct result of the competitive tendering and quoting processes used by agencies, the highly competitive nature of the printing industry in Canberra, and the installation by these printers of up-to-date technology.⁵ Contracted print panel arrangements were cited by the DVA as an example of value for money principles being applied to print procurement.⁶
- 3.4 The Committee is satisfied that value for money is indeed a guiding principle for agencies when obtaining printing and publishing services. Throughout the course of its inquiry, however, the Committee received evidence that opportunities existed to achieve further cost savings in the production of documents. Such opportunities include:
- number of copies printed;
 - document length;
 - internal processes; and
 - involving the printing industry.
- 3.5 The evidence, with accompanying assessment by the Committee, is considered throughout this chapter. The chapter concludes with some additional Committee remarks and recommendations.

Number of copies printed

- 3.6 Evidence presented to the Committee suggested that some government bodies seek to achieve value for money by identifying savings in the production and distribution of their reports. One method of achieving savings is careful management of the number of copies printed. Electronic distribution of documents has also been identified as a possible means of reducing the need for hard copies. Each of these issues is discussed, in turn, below.

5 Printing Industries Association of Australia, *op.cit.*, p. 4.

6 Department of Veterans' Affairs, *op.cit.*, p. 2.

Monitoring stock requirements

- 3.7 The size of annual report print runs has decreased over recent years, which has both produced cost savings and reduced wastage and landfill.⁷ One of the main reasons for the steady decrease in the number of hard copies printed is that agencies are continually monitoring stock requirements and reducing print runs as necessary.⁸
- 3.8 An exception to the trend of decreasing print runs is the APSC's *State of the Service* report. The APSC believes it is necessary for this report to be distributed widely throughout the public service in order for the document to be effective.⁹
- 3.9 Industry advice suggests that the size of a print run determines the production method, noting that small print runs are treated differently to large print runs, and that printers' capabilities and hardware vary.¹⁰ Print procurement officers should therefore keep these issues in mind when seeking printing services, as well as when determining whether cost savings can be achieved by reducing print runs.
- 3.10 Although the Committee is satisfied that some agencies currently monitor stock requirements for their publications, it encourages all agencies to take more proactive steps to regularly reassess the level of demand for hard copy documents. These assessments should ensure that the number of copies printed reflect the purpose of the document and take into account any accessibility issues.

Electronic availability of documents

- 3.11 A number of submitters confirmed that the declining number of hard copies printed was also due to the increasing availability of documents electronically.¹¹
- 3.12 Electronic availability has gone some way to reducing demand for hard copies, thereby reducing printing costs. Indeed, the Australian

7 Mr Kieran May, *op.cit.*, p. 20.

8 Ms Robyn McClelland, *op.cit.*, p. 19; Mr Richard Pye, *op.cit.*, p. 19; Mr Jansson Antmann, *op.cit.*, p. 19; Australian Public Service Commission, *op.cit.*

9 Australian Public Service Commission, *ibid.*; Ms Karin Fisher, *op.cit.*, p. 20.

10 Mr David Daniel, *op.cit.*, p. 9.

11 Department of the House of Representatives, *Submission 1*, p. 2; Commonwealth Scientific and Industrial Research Organisation, *op.cit.*, p. 3; Mr Richard Pye, *op.cit.*, p. 19; Mr Jansson Antmann, *op.cit.*

Sports Commission (ASC) produces only a limited number of printed copies of its annual reports for tabling in Parliament, with the majority of its stakeholders accessing annual reports from the ASC's website.¹²

- 3.13 The Committee addressed the issue of electronic distribution of documents in its May 2006 report, *Distribution of the Parliamentary Papers Series*.¹³ The inquiry found that the availability of publications online was a useful adjunct to their presentation in Parliament. The Committee's recommendations addressed, *inter alia*, the perpetual availability of documents online, and online availability as soon as tabling occurs.
- 3.14 The Government Online strategy stipulates that once documents are presented to Parliament they are required to be published online. These documents are published on agency websites and can also be accessed through the www.publications.gov.au website.
- 3.15 The availability of documents online has numerous benefits, including:
- decreasing the number of hard copies required to be printed;¹⁴
 - improving accessibility for people with disabilities;¹⁵
 - improving searchability;¹⁶ and
 - increasing a document's audience;¹⁷
- 3.16 Notwithstanding the benefits offered by electronic publishing of documents, there was little support for electronic copies completely replacing printed copies. Rather, electronic copies are seen as supplementing their hard copy counterparts, particularly as hard copies will still be required to assist those without computer or internet access.¹⁸

12 Australian Sports Commission, *Submission 1*, p. 1.

13 Joint Committee of Publications, *Distribution of the Parliamentary Papers Series*, Parliament of Australia, May 2007. Available online at: <http://www.aph.gov.au/house/committee/publ/pps/report.htm>.

14 Australian Sports Commission, *op.cit.*, p. 2.

15 Commonwealth Scientific and Industrial Research Organisation, *op.cit.*, p. 2.

16 Mr Jansson Antmann, *op.cit.*, p. 24.

17 Mr Sandi Logan, *op.cit.*, p. 4; Ms Jennifer Barbour, *op.cit.*, p. 5.

18 Department of Health and Ageing, *op.cit.*, p. 2; Department of the House of Representatives, *op.cit.*, p. 2.

- 3.17 It should also be noted that the improved accessibility resulting from having documents available on websites has, in some cases, stimulated awareness and demand for hard copies of those documents.¹⁹
- 3.18 The Committee heard that the online provision of documents can represent a false economy, especially in environmental terms. If a document is downloaded and printed in its entirety (and probably single-sided) on a domestic printer, it would be more costly and less environmentally friendly than having sufficient hard copies produced during the initial print run.²⁰
- 3.19 Nevertheless, the Committee is supportive of the benefits that can be gained through the electronic provision of documents, particularly those benefits relating to reducing print runs.

Report length

- 3.20 The length of annual reports varies greatly between the various departments and agencies, influenced to some extent by the size of the organisation and the sort of material covered in the report.²¹ The Committee would welcome moves by government bodies to reassess the content of their annual reports, while ensuring that all statutory reporting requirements are fulfilled.
- 3.21 Some agencies already re-evaluate the content of their annual reports with a view to eliminating unnecessary content and thereby reducing production costs.²² This would be a sound practice for reducing costs and improving the quality of publications, and the Committee encourages all government departments and agencies to adopt such procedures.
- 3.22 The Commonwealth Scientific and Industrial Research Organisation (CSIRO) manages its annual report production costs by including website addresses and links to avoid reproducing copious amounts of

19 Ms Rosa Ferranda, Department of the Senate, *Transcript of Evidence*, 18 June 2007, p. 21; Ms Karin Fisher, *op.cit.*, p. 21.

20 Mr Kieran May, Printing Industries Association of Australia, *Transcript of Evidence*, 18 June 2007, p. 20.

21 Australian Public Service Commission, *op.cit.*

22 Commonwealth Scientific and Industrial Research Organisation, *op.cit.*, p. 3.

text.²³ The Committee endorses this approach, provided that accessibility issues are also given due consideration.

Internal processes

- 3.23 Document production processes within government bodies can result in significant cost increases. Unrealistic deadlines and approval processes within government bodies can result in late changes to proofs and design work, or late submission of copy, which can increase artwork and labour charges.²⁴
- 3.24 Although the Committee accepts that, in some cases, late changes are necessary, departments and agencies should review their drafting, approval and submission processes and timings to ensure that no unnecessary charges are incurred.

Involving the printing industry

- 3.25 The industry sees the inexperience of most print buyers as a significant factor that can increase printing costs:
- ... one of the issues that can add significantly to the cost of printing is the inexperience of the print buyer in departments, being unfamiliar with either design or printing processes or, in some cases, both ... The training of these people in the departments and agencies probably ranges from non-existent to lacking.²⁵
- 3.26 The Committee heard evidence from the printing industry that timely advice can help in reducing costs, for example, in relation to the additional cost of bleeding compared with alternatives, and paper stock. If consulted at the design stage or earlier, printers can provide expert advice on the most cost-effective way to produce a document.²⁶

23 *ibid.*

24 Mr Kieran May, *op.cit.*, p. 11.

25 *ibid.*, p. 10.

26 Printing Industries Association of Australia, *op.cit.*

- 3.27 The industry observes, however, that this is not how it usually works in practice. Printers are usually presented with a *fait accompli*, not being given the opportunity to speak to the designers, departments or print buyers until the job has been designed. Printers can do very little at that stage to assist clients when, very often, a minor design style results in a significant addition to the printing costs.²⁷
- 3.28 CanPrint Communications concurs with this view, noting that designers often do not have printing industry experience and may therefore not have an appreciation of the intricacies of the printing process. This might result in inadvertently selecting inappropriate design styles or paper stocks that that escalate costs.²⁸ The industry's view is that early and open communication with printers is necessary in order to produce the best outcome.²⁹
- 3.29 Considerable cost savings could be achieved by print buyers having detailed conversations with printers at the earliest possible opportunity when commissioning print jobs. Furthermore, print buyers should endeavour to liaise with printers prior to design work taking place.

Future directions

- 3.30 The inadequacy of current training programmes specifically designed for print buyers, along with the high turnover of staff in print- and communications-related areas of the public service, results in many print buyers having little contact with the printing industry.³⁰ Improving the training of print procurement officers would therefore be instrumental in avoiding unnecessary cost over-runs for reproofing, run-ons, and other associated processes.
- 3.31 The roundtable discussion, held as part of this inquiry, was attended by several witnesses (as detailed in Appendix B). Witnesses included representatives of government organisations, printers, and the printing industry. The roundtable discussion was an exceptionally successful forum for bringing together various parties from all aspects of the document production process.

27 Mr Kieran May, *op.cit.*, p. 8.

28 Mr David Daniel, *op.cit.*, pp 8-9.

29 Mr Kieran May, *op.cit.*, p. 28.

30 Mr John Lockwood, *op.cit.*, p. 34; Mr Sandi Logan, *op.cit.*, p. 29.

- 3.32 The roundtable discussion was in fact such a successful format for discussion that the Committee sees merit in similar such meetings being held regularly. The Committee welcomes the willingness of the PIAA to participate in fora that improve print buyers' knowledge of the printing process.³¹
- 3.33 The attendance of representatives from government organisations and the printing industry would provide a valuable opportunity for open discussion of all aspects of the print procurement and production processes. Sessions could be held annually for best effect, to allow for the high level of staff turn-over in print procurement areas of government bodies. Sessions could also be timed to ensure print buyers have all the relevant information prior to commencing their major annual reporting processes each year.

Committee comments and recommendations

- 3.34 The Committee will continue to require that government agencies, authorities and companies achieve value for money in producing documents for presentation to Parliament. Having considered the evidence outlined in this chapter, the Committee is convinced that there remains scope for identifying further cost savings.
- 3.35 In light of the evidence outlined above, the Committee suggests that government bodies seek to identify savings by carefully monitoring stock requirements for hard copy documents, reassessing the length of documents, modifying internal processes, improving electronic access to documents, improving the timing and quality of consultations with industry, and taking proactive steps to improve the training of print procurement officers. To this end, the Committee has made a number of recommendations:

31 Printing Industries Association of Australia, *op.cit.*, p. 4.

Recommendation 3

3.36 The Committee confirms its expectation of government bodies achieving value for money in procuring printing and publishing services. To this end, the Committee recommends that government agencies, authorities and companies review, prior to the commencement of planning for their 2007-08 annual reports, and each year subsequently, the following aspects of their production processes:

- the number of copies printed, taking into account the purpose of the report and any changes in demand for hard copies;
- the length of the report, having regard to the purpose of the report, statutory requirements, and size of the organisation; and
- internal approval processes and submission deadlines, with a view to eliminating any extra charges from printers for late changes to copy or design work.

Recommendation 4

3.37 The Committee recommends that government agencies, authorities and companies ensure timely and ongoing electronic access, through their websites, to annual reports and other documents presented to Parliament.

Recommendation 5

3.38 The Committee recommends that government agencies, authorities and companies consult printers at the earliest possibility in the development of a document, and prior to any print procurement contract being entered into. Prior to any design work being finalised, advice should be sought from printers regarding the potential cost impact of proposed layout and design elements.

Recommendation 6

- 3.39 **The Committee recommends that regular information sessions be held for the benefit of staff within government bodies who are responsible for procuring print services. The Committee may undertake to arrange these from time to time and invite relevant staff from government agencies, authorities and companies and representatives of the printing industry.**

Other issues

- 4.1 The Committee received evidence in relation to a number of other issues relevant to the Standards. These were paper (which includes the format and quality of paper) and other environmental issues. These matters are dealt with briefly in this chapter.

Paper

Format

- 4.2 The Committee notes that the vast majority of documents presented to Parliament are currently in A4 format. These documents generally consist of delegated legislation and other documents not included in the PPS.
- 4.3 In contrast, documents included in the PPS are required to be printed on B5 paper to allow for binding and storage. A small number of PPS documents (one or two each year, accounting for less than one per cent of PPS documents) are printed on A4 paper. These are required to be reprinted in B5 size and the author agency bears the cost of reprinting.
- 4.4 Documents printed in A4 format tend to be more expensive than those printed in B5. Indeed, A4 printing increases the cost by up to

50 per cent, and this is due mainly to increased paper costs and printing time.¹

- 4.5 The Committee notes that treaties are printed in A4, and corporate plans and other documents are sometimes presented in non-B5 size. These documents, however, are not included in the PPS and are therefore not required to be reprinted.
- 4.6 It has come to the Committee's attention that there have been instances of documents being printed in 'Canberra B5' format. This unofficial, non-standard size is actually an undersized B5 and is therefore not compliant with the Standards.² The Standards stipulate B5 paper size in order to allow the PPS to be bound, and this is not possible for documents printed on 'Canberra B5' paper.
- 4.7 The ease of in-house production of A4 documents was weighed against the better readability of B5 documents and higher costs of producing A4 documents by printers.³ Evidence received by the Committee consistently supports the continued production of the PPS in B5 format.⁴ Any move away from B5 for the PPS would require further consideration by the Committee and comprehensive consultation with industry.
- 4.8 With the exception of delegated legislation, the Standards will continue to stipulate that documents presented to Parliament be produced in B5 format.

Archival quality paper

- 4.9 Generally, the National Archives of Australia (NAA) recommends the use of archival quality paper:

... ensuring that Commonwealth records of enduring value are created using materials that will support their long-term preservation and accessibility.⁵

In meeting the requirement for archival quality paper, Government agencies should seek further information from the NAA if necessary.

1 Mr Kieran May, *op.cit.*, p. 11.

2 Mr David Daniel, *op.cit.*, p. 8.

3 Department of the House of Representatives, *op.cit.*; Ms Robyn McClelland, *op.cit.*, p. 12; Mr Kieran May, *op.cit.*; Mr David Daniel *op.cit.*, p. 11.

4 Printing Industries Association of Australia, *op.cit.*

5 National Archives of Australia, *Archives Advice 32 – Archival quality trademark*, July 1999; <http://www.naa.gov.au/recordkeeping/rkpubs/advices/advice32.html>, accessed 12 August 2007.

- 4.10 There is no evidence of non-compliance with the Standards with respect to failure to use archival quality paper. This is perhaps not surprising, given that changes in paper production technologies and practices have resulted in archival quality papers being more readily available in a wide range of grades.⁶
- 4.11 The revised Standards will continue to stipulate the use of archival quality paper.

Recycled paper

- 4.12 The current Standards are silent as to the use of recycled paper. The Committee explored suggestions that recycled paper may be a more environmentally friendly alternative to the current paper stocks used.
- 4.13 In considering whether recycled paper should be used, it is important to ensure that paper stock is still of archival quality.⁷ The point was made that very little recycled paper is produced in Australia and most is of "dubious origin and quality."⁸ Furthermore, very little recycled paper meets archival standards.⁹
- 4.14 The use of recycled paper in annual reports has been rejected due to it not meeting archival standards, and also for cost considerations:
- ... I have not used recycled paper for the very reason that it is classified as non-archival. The other thing is that it generally tends to be more expensive because it falls into the category of a specialty paper ... When you do an annual report the size that we do, it would be incredibly cost prohibitive.¹⁰
- 4.15 The majority of recycled paper made in Australia is uncoated, whereas most reports use coated paper. Although coated paper provides a more aesthetically pleasing result, it is not suitable for further recycling.¹¹
- 4.16 The point was made by a number of witnesses that using recycled paper may not necessarily be the most environmentally friendly

6 Mr David Daniel, *op.cit.*, p. 17.

7 Australian Public Service Commission, *op.cit.*, p. 3.

8 Mr Kieran May, *op.cit.*, p. 3.

9 *ibid.*; Mr David Daniel, *op.cit.*, p. 9.

10 Mr Russell Wilson, Department of Industry, Tourism and Resources, *Transcript of Evidence*, 18 June 2007, p. 17.

11 Mr David Daniel, *op.cit.*, pp 9 and 14.

option.¹² This was mainly attributed to unsustainable manufacturing processes used in creating some recycled papers.

- 4.17 Given the complexity of this issue, the revised Standards will not offer an opinion on the use of recycled or recyclable paper.

Environmental issues

- 4.18 The Committee was interested to hear about developments in relation to the environmental impacts of the printing industry. The Committee heard that the printing industry is improving its environmental credentials by utilising better inks, varnishes and paper stock, as well as having in place industry-wide guidelines.¹³
- 4.19 There are also in place international standards on environmental soundness, with an emphasis on a lifecycle perspective, including in relation to the manufacture of paper.¹⁴
- 4.20 The PIAA has offered assistance in educating print procurement officers on the environmental use of paper.¹⁵ The Committee would welcome the information on environmental considerations being included in any information sessions run in future, as discussed in Chapter 3.

Recommendation 7

- 4.21 **The Committee recommends that government agencies be mindful of environmental factors when procuring printing services, and seek advice from printers and industry bodies in this regard prior to finalising the procurement of printing services.**

12 Mr Russell Wilson, *op.cit.*, p. 18; Printing Industries Association of Australia, *op.cit.*, p. 5.

13 Mr David Daniel, *op.cit.*, p. 22; Mr Kieran May, *op.cit.*, pp 22-23.

14 Mr Kieran May, *op.cit.*, p. 18.

15 Mr Barry Neame, *op.cit.*, p. 33.

Sanctions for non-compliance

- 5.1 There are currently no sanctions for not adhering to the Standards. However, if a document does not meet the Standards, the author agency must bear any costs of reprinting the document to ensure its inclusion in the PPS.
- 5.2 In May 2006, the Committee presented its report on the distribution of the PPS. The report recommended, among other things, that the Standards be adhered to as this would lead to cost savings across the whole of government.
- 5.3 The Committee stated that it would monitor compliance with the Standards and report those agencies not adhering to them. This recommendation was supported by both the President of the Senate and the Speaker of the House of Representatives.
- 5.4 In the present inquiry, the Committee again considered whether sanctions should be introduced for non-compliance with the Standards. A number of possible responses were canvassed, including:
- the Committee writing to the head of a non-compliant agency to inform them of the breach;¹
 - requiring a non-compliant author agency to provide an explanation and costing for their breach;²

1 Printing Industries Association of Australia, *op.cit.*, p. 5.

2 Commonwealth Scientific and Industrial Research Organisation, *op.cit.*, p. 4.

- the Committee granting exemptions from the Standards, and naming in Parliament any non-compliant agency who has not been granted an exemption;³ and
 - improving agencies' awareness of the Standards.⁴
- 5.5 The Committee is not in favour of a system involving exemptions. As outlined in Chapter 1, this system was in operation in previous Parliaments. It not only resulted in an unnecessary administrative burden for the Committee, but was also not particularly effective in ensuring compliance with the intention of the Standards.
- 5.6 The option of requiring agencies to reprint *all* reports that breach *any* aspects of the Standards was considered. It was noted that, in some cases, such as impractical paper size for reports included in the PPS, it is necessary for agencies to bear the cost of reprinting a report. Reprinting should not, however, be required for other breaches that do not affect inclusion in the PPS, as this would be an unnecessary cost burden for taxpayers and may not be environmentally sustainable.⁵
- 5.7 The Committee favours steps to increase agencies' awareness of the Standards. It accepts that staff turnover plays a part in print procurement officers not being as conscious of the Standards as they might otherwise be. The Committee expects increased awareness has been achieved, to some extent, through this and previous inquiries.⁶
- 5.8 In addition, however, agencies must be reminded of the Standards in a more systematic and direct manner. This would go some way to addressing the problem of staff turnover, and should preferably occur before planning commences for each year's annual reporting processes.⁷ This reminder may take place either in conjunction with regular information sessions arranged by the Committee (as discussed in Chapter 3), separately by writing to agencies on a regular basis, or both.
- 5.9 The introduction of sanctions was not supported by the evidence the Committee received.⁸ The onus for complying with the Standards will therefore remain with author agencies.
-

3 Australian Sports Commission, *op.cit.*

4 Mr Sandi Logan *op.cit.*

5 Mr Richard Pye, *op.cit.*, p. 31; Department of Health and Ageing, *op.cit.*, p. 3.

6 Mr Sandi Logan, *op.cit.*

7 *ibid.*; Ms Jennifer Barbour, *op.cit.*, p. 34.

8 Australian Public Service Commission, *op.cit.*; Department of Veterans' Affairs, *op.cit.*

- 5.10 The Committee is confident that departments and agencies will ensure that they are achieving value for money, particularly because Estimates committees and this committee will continue to monitor these issues and may take up the matter with the relevant Minister.⁹
- 5.11 The Committee expects that breaches of the standards will decrease with the publicity of the inquiry and with the introduction of revised Standards that are more responsive to author bodies' needs.

Recommendation 8

- 5.12 **The Committee recommends that government agencies, authorities and companies continue to be responsible for their own compliance with the Standards.**

Concluding remarks

- 5.13 The Committee believes that the current Standards have been an effective means of ensuring that tabled documents conform to the requirements of the PPS with minimal additional cost to author bodies. However, the Committee acknowledges that developments in printing technology, the needs of a wider audience and alternative means of accessing documents have made it appropriate to re-examine the Standards with a view to allowing greater flexibility while maintaining the principles of the existing Standards.
- 5.14 The use of colour, in particular, has been a matter that has generated a great deal of interest from government bodies, particularly in light of the evolving role of their reports to Parliament.
- 5.15 The Committee is confident that the revised Standards – which will come into effect as of 1 January 2008 – allow agencies flexibility in meeting their evolving needs, while also ensuring the responsible and appropriate use of government funds.

9 Mr Richard Pye, *op.cit.*, p. 31.

- 5.16 In developing the revised Standards, the Committee has taken care to ensure that they are practicable and responsive to agencies' needs. The Committee expects that agencies will respond positively, with an appropriate focus on issues raised in this report, such as appropriate planning, targeted training, and timely liaison with printing suppliers.

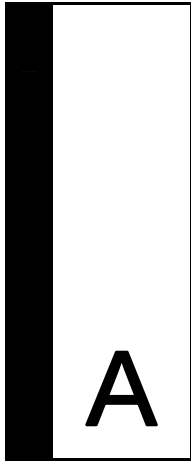
Recommendation 9

- 5.17 **The Committee recommends that government agencies, authorities and companies comply fully with the revised Standards at Appendix D.**

Mrs Trish Draper MP

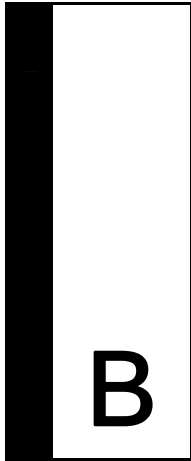
Committee Chair

13 September 2007



Appendix A – List of submissions

Submission	Organisation
1	Australian Sports Commission
2	Department of the House of Representatives
3	Department of Immigration and Citizenship
4	National Capital Authority
5	Australian Public Service Commission
6	Department of Health and Ageing
7	Printing Industries Association of Australia
8	Department of Veterans' Affairs
9	Commonwealth Scientific and Industrial Research Organisation



Appendix B – Roundtable discussion

Canberra – Monday 18 June 2007

Attorney-General's Department

Mr David Finlayson, Assistant Secretary, Public Affairs.

Australian Public Service Commission

Ms Natalie Collins, Director, State of the Service Team.

Ms Karin Fisher, Group Manager, Corporate Group.

Mr Steve Tomlin, Communications Manager.

Canprint Communications Pty Ltd

Mr David Daniel, Managing Director.

Mr Ron Hutchison, Sales Manager.

Department of Defence

Ms Sarah Tink, Acting Director.

Department of Human Services

Ms Jennifer Barbour, Acting Assistant Secretary, Marketing and Communications.

Department of Immigration and Citizenship

Mr Sandi Logan, National Communications Manager.

Mr Dario Postai, Assistant Director, Production and Digital Communications.

Department of Industry, Tourism and Resources

Mr Jansson Antmann, Manager, Marketing and Communications.

Mr John Lockwood, Print Coordinator.

Mr Russell Wilson, Graphic Designer.

Department of the House of Representatives

Ms Robyn McClelland, Clerk Assistant (Table).

Department of the Senate

Ms Rosa Ferranda, Director, Legislation and Documents, Table Office.

Mr Richard Pye, Clerk Assistant (Table).

National Capital Authority

Mrs Tanya Boulter, Marketing and Visual Communications Manager.

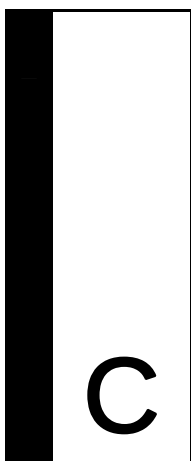
Printing Industries Association of Australia

Mr Kieran May, ACT Region President.

Mr Barry Neame, National Government Relations Manager.

The Treasury

Mrs Elizabeth Cameron, Team Leader, IT Training and Publishing, Information Services Unit.



Appendix C – Printing standards as at 30 March 2007

Printing standards for documents presented to Parliament

Any document presented to Parliament may be included in the Parliamentary Papers series (PPS). Adherence to these printing standards ensures that a tabled document conforms to the series' standards, with minimal additional cost to author bodies.

Production quality and value for money

Commonwealth Government agencies are expected to obtain value for money in procuring services to publish and print documents. Those responsible for the preparation of parliamentary documents should be aware that excessive or unnecessarily expensive production has, in the past, attracted criticism.

The parliamentary staff listed in the advice section of this document will provide advice on the PPS.

Format

Printed documents prepared for presentation to Parliament must be in the international standard size of B5 (250 mm deep x 176 mm wide). B5L (landscape) and 'Canberra B5' are not permitted.

Colour and illustrations

Government policy encourages restraint in the presentation quality of documents, and, while restraint does not necessarily preclude colour printing, it has implications for the way in which colour is used.

Report covers may be printed in full colour.

Black ink is to be used for text and illustrations, however an additional colour may be used if essential for the proper understanding of information such as complex maps or diagrams. Line drawings, graphs, charts, photographs and other illustrations may

be included, provided they are essential to a better understanding of subjects discussed in the text.

Paper

Recycled papers and boards have been deemed by the National Archives of Australia to be unsuitable for archival requirements. (Advice on selecting paper is provided in the National Archives Advice Note 30, Which Paper?, October 1998).

Paper for text and illustrations - Up to 100 gsm coated or uncoated publication paper, A2 paper, or uncoated woodfree general book paper, white only. Expensive A1 quality art and cast-coated papers should be avoided.

Tinted insert paper - (up to 100 gsm) may be used for non-textual material, such as statistical or financial sections in annual reports. In saddle-stapled documents, tinted pages must be arranged to form either a complete wrap-around or an inserted section.

Cover and binding

Up to 250 gsm cover paper or art board. The caliper should not exceed 300 microns. Expensive materials such as cast-coated or metallic boards should be avoided.

Specifications for the binding of any publication presented to Parliament must allow for subsequent rebinding in annual parliamentary papers volumes. Thus loose-leaf binding, side stapling, cleat binding and spiral or plastic comb binding; gate-fold covers and die-cut covers are not permitted.

Documents:

- with a text thickness over 5 mm are to be perfect bound, burst bound or section sewn with drawn-on cover,
- with a text thickness under 5 mm are to be saddle stapled,
- of four to eight pages should be produced as an eight-page booklet (with blank pages as necessary) and have a separate cover,
- of four pages or less (including a cover/title page) should be printed as a self-covered four-page unit.

Tip-ins and inserts

Tip-ins (individual leaves loose or glued into a folded section) should be avoided wherever possible because they slow down production and add to cost. Loose inserts will be omitted from documents included in the Parliamentary Papers series. Maps are to be folded and inserted in a B5 envelope glued to the inside back cover of the document.

Number of copies required for the PPS

NOTE: This section details the quantity for the PPS only. Author bodies must also include in the print run quantities required for tabling, the two Government distribution systems, and the author body's own quantities.

150 bound B5 international portrait size copies are required for the Parliamentary Papers series. The quantity comprises:

- 110 copies trimmed to B5 size (250 mm deep x 176 mm wide), and
- 40 untrimmed copies (this approximately 258 mm deep x 180 mm wide and is necessary for subsequent rebinding into annual volumes.)

All 150 copies are to be delivered to:

PPS
Canprint Communications Pty Ltd
1 Tralee Street
HUME ACT 2620

It is in the interests of author bodies to file a dispatch docket signed by Canprint staff as proof of delivery.

In 1996 the Department of the Prime Minister and Cabinet announced that author agencies were to pay for the cost of printing the extra copies required for the Parliamentary Papers series.

Advice

When making printing arrangements, author agencies may seek advice on whether the document is likely to be required for the series:

agencies whose name commences with A-M	Documents Officer Department of the Senate (02) 6277 3037
agencies whose name commences with N-Z, Auditor-General's reports and Budget documents	Papers Manager Department of the House of Representatives (02) 6277 4800

As a general guide, if a document was included in the Parliamentary Paper series last year, it is likely to be included in future.

Other responsibilities and costs

If a tabled document is ordered to be printed but is of a quality below that specified for Parliamentary Papers, the production costs involved to address any poor quality aspects will be borne by the author agency.

Author agency must also bear all costs incurred in the resetting, reformatting, reprinting or binding of documents to be included in the PPS if their document:

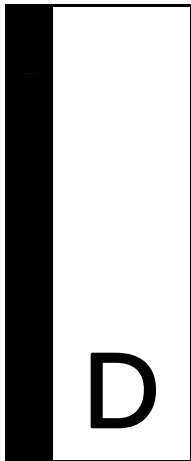
- has not been produced in accordance with the standards,
- has not been provided to the Parliament's distribution agent in a timely fashion, and

- the 40 copies have been left untrimmed, but oversize, requiring pre-trimming to 258 mm deep x 180 mm wide.

Corrections

An author body finding errors or omissions or needing to notify corrections in its tabled document, should prepare and arrange corrigenda or erratum slips in accordance with instructions issued by the Tabling Officer, Department of the Prime Minister and Cabinet. (Refer to paragraph 52 of the Guidelines for presentation of ministerial statements, reports and government responses to the Parliament.)

For advice on the provision of slips for documents in the Parliamentary Paper series, author bodies should contact the parliamentary staff listed in the advice section.



Appendix D – Revised printing standards

Effective from 1 January 2008

Printing standards for documents presented to Parliament

Any document presented to Parliament may be included in the Parliamentary Papers series (PPS). Adherence to these printing standards ensures that a tabled document conforms to the series' standards, with minimal additional cost to author bodies.

Production quality and value for money

Commonwealth Government agencies are expected to obtain value for money in procuring services to publish and print documents. Those responsible for the preparation of parliamentary documents should be aware that excessive or unnecessarily expensive production has, in the past, attracted criticism.

The parliamentary staff listed in the advice section of this document will provide advice on the PPS.

Colour and illustrations

Government policy encourages restraint in the presentation quality of documents, and, while restraint does not necessarily preclude colour printing, it has implications for the way in which colour is used.

Report covers may be printed in full colour.

Line drawings, graphs, charts, photographs and other illustrations may be included, provided that they add value to the understanding of subjects discussed in the text.

Black ink is to be used for text and illustrations, however additional colours may be used if essential for the proper understanding of information such as complex maps or diagrams. For most documents, however, black ink plus one additional colour is sufficient for text.

Whilst not encouraged, more than two colours may be used if this does not significantly increase printing costs and having particular regard to the purpose and audience of the document and also to ensuring that value for money is being achieved. The use of full colour printing should generally be restricted to those documents that fall within Class 3, as detailed below:

Class 1 – Reports that include information (text) only, e.g. returns under bounty Acts or the annual report under the Bankruptcy Act. The production standards are limited to black ink only and no illustrations.

Class 2 – Reports with a wider readership than Class 1 documents, e.g. reports of most departments and authorities. Higher production standards are acceptable in terms of paper quality. Black and white illustrations and limited use of colour in text are the main features of standards for this class of document.

Class 3 – Reports of authorities in active competition in the private sector, documents that are also used for marketing or communicating with an audience beyond the Parliament, or where considerations of national prestige are paramount. Production standards are appropriately higher – more expensive paper may be used and colour illustrations are permitted.

Where full colour printing is used, author bodies should be able to demonstrate, if required, the necessity of using full colour.

The use of colour that 'bleeds' to the edge of the page is not permitted under any circumstances.

Format

Printed documents prepared for presentation to Parliament must be in the international standard size of B5 (250 mm deep x 176 mm wide). B5L (landscape) and 'Canberra B5' are not permitted. It is not necessarily for delegated legislation presented to the Parliament to comply with this requirement.

Paper

Paper should be of archival quality. Recycled papers and boards that have been deemed by the National Archives of Australia to be unsuitable for archival requirements should not be used. (Advice on selecting paper is provided in the National Archives Advice Note 30, *Which Paper?*, October 1998).

Paper for text and illustrations – up to 100 gsm coated or uncoated publication paper, A2 paper, or uncoated woodfree general book paper, white only. Expensive A1 quality art and cast-coated papers should be avoided.

Tinted insert paper – (up to 100 gsm) may be used for non-textual material, such as statistical or financial sections in annual reports. In saddle-stapled documents, tinted pages must be arranged to form either a complete wrap-around or an inserted section.

Cover and binding

Up to 250 gsm cover paper or art board. The caliper should not exceed 300 microns. Expensive materials such as cast-coated or metallic boards should be avoided.

Specifications for the binding of any publication presented to Parliament must allow for subsequent rebinding in annual parliamentary papers volumes. Thus loose-leaf binding, side stapling, cleat binding and spiral or plastic comb binding; gate-fold covers and die-cut covers are not permitted.

Documents:

- with a text thickness over 5 mm are to be perfect bound, burst bound or section sewn with drawn-on cover,
- with a text thickness under 5 mm are to be saddle stapled,
- of four to eight pages should be produced as an eight-page booklet (with blank pages as necessary) and have a separate cover,
- of four pages or less (including a cover/title page) should be printed as a self-covered four-page unit.

Tip-ins and inserts

Tip-ins (individual leaves loose or glued into a folded section) should be avoided wherever possible because they slow down production and add to cost. Loose inserts will be omitted from documents included in the PPS. Maps are to be folded and inserted in a B5 envelope glued to the inside back cover of the document.

Number of copies required for the PPS

NOTE: This section details the quantity for the PPS only. Author bodies must also include in the print run quantities required for tabling, the two Government distribution systems, and the author body's own quantities.

150 bound B5 international portrait size copies are required for the PPS. The quantity comprises:

- 110 copies trimmed to B5 size (250 mm deep x 176 mm wide); and
- 40 untrimmed copies (this is approximately 258 mm deep x 180 mm wide and is necessary for subsequent rebinding into annual volumes).

All 150 copies are to be delivered to:

PPS
Canprint Communications Pty Ltd
1 Tralee Street
HUME ACT 2620

It is in the interests of author bodies to file a dispatch docket signed by Canprint staff as proof of delivery.

In 1996, the Department of the Prime Minister and Cabinet announced that author agencies were to pay for the cost of printing the extra copies required for the PPS.

Advice

When making printing arrangements, author agencies may seek advice on whether the document is likely to be required for the series:

agencies whose name commences with A-M	Documents Officer Department of the Senate (02) 6277 3037
agencies whose name commences with N-Z, Auditor-General's reports and Budget documents	Documents Manager Department of the House of Representatives (02) 6277 4800

As a general guide, if a document was included in the PPS last year, it is likely to be included in future years.

Other responsibilities and costs

If a tabled document is ordered to be printed but is of a quality below that specified for Parliamentary Papers, the production costs involved to address any poor quality aspects will be borne by the author agency.

Author agencies must also bear all costs incurred in the resetting, reformatting, reprinting or binding of documents to be included in the PPS if their document:

- has not been produced in accordance with the standards;
- has not been provided to the Parliament's distribution agent in a timely fashion; and
- the 40 copies have been left untrimmed, but oversize, requiring pre-trimming to 258 mm deep x 180 mm wide.

Corrections

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For advice on the provision of slips for documents in the PPS, author bodies should contact the parliamentary staff listed in the advice section.