INTERNATIONAL NORTH PACIFIC FISHERIES COMMISSION

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COSTS OF INPFC PUBLICATIONS

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SUMMARY

This is a study of problems involved in publishing the Commission's annual reports and research bulletins over a three-year period beginning July 1, 1961, and ending June 30, 1964. It is shown that in this period the Commission can expect to receive for publication four annual reports and, in addition, scientific reports sufficient to fill a minimum of 22 standard-sized research bulletins. If the current level of funds usable for printing costs is not increased in the appropriations for 1962/63 and 1963/64, the Commission will be able to publish only four annual reports and seven research bulletins of standard size*, or the equivalent, in the three-year period. Since the publication of annual reports is mandatory under the terms of the Convention, and since the Commission has already given approval to publication of four bulletins containing abstention materials and additional research reports sufficient to make three standard bulletins, no further commitments for publication can be made in this period without additional funds. Even this volume of publication would require utilization of $3,800 from the Working Capital Fund.

It appears that the Commission must either provide sufficient funds to publish scientific reports emanating from its research activities or drastically reduce the volume of publications. To follow the former course, it is estimated that it will be necessary to increase the total 1962/63 budget estimate to $78,159 ($23,070 over the amount forecast at the 1960 Annual Meeting) and to forecast a total budget of $78,642 for the 1963/64 fiscal period. These figures provide not only for the direct costs of printing, but also for the additional temporary staff, travel, supplies, and communication expenses required. The Secretariat believes that the augmented funds required for publication are justified by the scope, duration and importance of the research program and recommends that the Commission adopt budgets adequate to publish the results of its work.

* For purposes of this study, a "standard bulletin" is considered equivalent to the English version of the 1959 Annual Report, i.e., 128 total pages.
INTRODUCTION

After several years in which the small volume of INPFC research bulletins has resulted in printing costs below budget appropriations, the Secretariat must now report on a future situation in which a continuation of the present level of appropriations would be inadequate for publishing of research reports which are definitely planned for submission. The Secretariat has made a careful study of the reports to be expected and of the problems of translating, publishing and distributing INPFC bulletins and annual reports for the three-year period from July 1, 1961, to June 30, 1964. It is requested that the members of the Commission study this report carefully so that action on the questions involved may be taken at the 1961 Annual Meeting.

If funds for publication in 1962/63 and 1963/64 are equal to the amount available for the same purpose in 1961/62, no more than four annual reports and seven bulletins of standard size, or the equivalent, can be printed. The Secretariat estimates that, in the three years under consideration, the Commission will receive for publication four annual reports and a minimum of 22 research bulletins of standard size, or the equivalent. All Commission publications must be printed in both official languages, requiring double the effort in proofreading, printing, etc.

Basically, the problem for the Commission resolves itself to a choice of one of two alternatives: (1) limiting the volume of publication in accordance with the amount of funds which will be available if current appropriation levels are continued, or (2) providing sufficient funds to publish the bulletins and annual reports which can be foreseen in the next three years.

VOLUME OF PUBLICATION AT PRESENT APPROPRIATION LEVELS

Let us examine the first alternative and consider how much material can be published if future appropriations are made at present appropriation levels. The present appropriation levels are regarded as somewhat limiting, for several reasons. First, because the budget for the fiscal year beginning on July 1, 1961, has already been established and, practically speaking, is not subject to change. Second, because a budget forecast for the fiscal year beginning July 1, 1962, was submitted to the Commission by the Secretariat at the Seventh Annual Meeting. Although this forecast has not been considered for adoption by the Commission, it may already have been the basis for preliminary budget action by some of the Contracting Parties. Third, because the Japanese members of the Committee on Finance and Administration asked, at the Fifth Annual Meeting, that future budgets not exceed the total amount forecast for the fiscal year beginning July 1, 1960, ($48,690). Although this amount was exceeded in the total budget appropriation for the fiscal year beginning July 1, 1961 ($53,460), it is obviously mandatory for the Secretariat to give well-documented reasons for proposing any increase in the Commission's budget. Fourth, because a tentative forecast for 1963/64, at about present appropriation levels, was discussed with the Chairman in April, 1961, although it will not be distributed to the Commission in view of the publication situation.
Before estimating the number of publications that can be printed if future appropriations continue at the same level as funds currently available, information will be given on funds presently available and on the cost of each standard-sized bulletin or annual report.

The cost of printing INPFC bulletins and annual reports forms a portion of the budget item called "Other contractual services". The total appropriation in this budget item for 1961/62 is $6,945. Not all of this amount can be used for printing bulletins and annual reports. Other expenses chargeable to this budget item reduce the amount available for printing bulletins and annual reports to approximately $5,000. In addition, a carry-over of funds from 1960/61 contains a portion amounting to $2,800 which is available for costs of publishing bulletins and the annual report.

We have estimated that the cost of translating, printing and distributing 1,200 copies of the English version of an INPFC bulletin or annual report, plus 500 copies of the Japanese version, is $2,050. This estimate is based on firm costs for the current fiscal year, plus a 10% contingency factor. Cost estimates have been carefully worked out on the most economical basis and will be available for examination at the 1961 Annual Meeting.

In addition to the funds mentioned above, the Commission maintains a Working Capital Fund, for emergency purposes, in the amount of $5,834.75. It is proposed to utilize approximately $3,000 from this fund for publishing expenses during the current fiscal period, 1961/62, if required. We do not recommend authorizing use of more than $3,000 from the Working Capital Fund because the balance is required to provide operating funds in periods when unbalanced half-yearly expenditures or late arrival of appropriations have temporarily exhausted the Commission's operating funds.

Combining these funds, a total of $11,600 would be available for printing costs during the current fiscal period (1961/62). This amount is sufficient to publish one annual report and approximately five standard bulletins.

If the Commission continues to adhere to the budget forecast made at the Seventh Annual Meeting for the fiscal year 1962/63, a total of only $5,000* would be available in that period for publishing annual reports and bulletins. There would be no carry-over available from 1961/62, and a further use of the Working Capital Fund could not be made, unless the amount withdrawn, as proposed above, had been restored by a regular appropriation.

The budget item "Other contractual services" was forecast as $7,000. Of this amount, only $5,000 could be used for publishing annual reports and bulletins, the remainder being required for other essential services.
Therefore, the Commission would be able to publish only one annual report plus one bulletin in 1962/63. An excess of less than $1,000 in funds for printing would be carried over to 1963/64.

No budget forecast has yet been made for the period 1963/64. However, the Secretariat has already discussed a forecast with the Chairman of the Commission and must submit a forecast for 1963/64 at the 1961 Annual Meeting of the Commission. On the premise that future appropriations should not exceed present appropriations, the Commission would find in 1963/64 that it again had on hand approximately $5,000* for publication costs, which, augmented by the small carry-over referred to in the preceding paragraph, would be sufficient only to publish two annual reports** and one bulletin.

In total, for the three years under review, on the assumption that the present level of appropriations usable for publishing costs is continued, the Commission could thus publish four annual reports and seven bulletins.

VOLUME OF MATERIAL EXPECTED TO BE SUBMITTED FOR PUBLICATION

A study made by the Secretariat discloses that in the three years from July 1, 1961, to June 30, 1964, the Commission can expect to receive for publication four annual reports and a minimum of 22 bulletins of standard size, or the equivalent. Although details of this estimate will be available for review at the 1961 Annual Meeting, a brief summary follows:

A. Reports required by the Convention


B. Bulletins already approved for publication by the Commission

Four bulletins containing abstention documents and national research papers sufficient to make three bulletins................................. Total: seven.

* See footnote on previous page.

** The reason that four annual reports are listed for publication in three years is that at present we are printing the annual report in a fiscal period one year later than the fiscal year to which it is properly chargeable, and using funds carried over for the purpose. If no funds are left for carry-over it will be necessary to eliminate the lag by paying for four annual reports in three years.
C. **Bulletins now in hands of referees for consideration for publication**

At the present time, five national research reports are in the hands of the scientific referees. These reports have been submitted for approval for publication in the Commission's bulletin series. The five papers are sufficient in volume to produce two standard-sized bulletins................................. Total: two.

D. **Bulletins currently being prepared by joint reporting groups**

The Commission, at the 1959 Annual Meeting, took action "...to arrange as expeditiously as possible for joint reporting of appropriate phases of the research program and to develop plans for the eventual joint reporting of the results of the research program as a whole." In conformity with these instructions and details worked out at the 1960 Annual Meeting, joint reporting groups are now at work on six "background" chapters to form the initial portions of a comprehensive report on the origin, distribution, abundance and inter-mingling of continental stocks of Pacific salmon on the high seas. Chapters now under preparation include the introduction, a review of the life history of the various species, the spawning populations of Pacific salmon, historical statistics, offshore distribution of salmon, and oceanography of the Subarctic waters of the North Pacific. It is estimated that these six chapters will be equivalent in volume to five standard bulletins........ Total: five.

E. **Bulletins by joint reporting groups for which the Commission has agreed in principle for preparation**

Five chapters of the joint comprehensive report on North Pacific salmon have not yet been assigned, although it has been agreed in principle that arrangements for preparation of these chapters be considered at the 1961 Annual Meeting. These five chapters are tentatively described in the Proceedings of the Seventh Annual Meeting (1960), page 222, English version. They would form the definitive portion of the joint report on salmon of the North Pacific and are estimated to be equivalent in volume to three standard bulletins........ Total: three.
F. Other bulletins known to be under preparation

A canvass of scientists in Canada and the United States discloses that papers now in the course of preparation and expected to be submitted for publication within the period under study are sufficient in volume to produce five additional standard INPFC bulletins. It should be noted that no estimate is given for publication of research reports which may be submitted by Japan. At the present time, the Secretariat is not aware of any reports under preparation in Japan for publication by the Commission, other than contributions to joint reports, covered elsewhere......................... Total: five.

TOTAL for the three-year period: Four annual reports and twenty-two standard bulletins.

DIRECT AND INDIRECT COSTS OF PRINTING ALL EXPECTED ANNUAL REPORTS AND BULLETINS

A. Direct costs

The estimated direct cost of translating, printing and distributing appropriate numbers of four annual reports and twenty-two bulletins (each in two languages) at $2,050 each would be $53,300, over the three-year period. As previously stated, publication costs form a part of the budget item "Other contractual services", which will henceforth be called "Printing and other contractual services". After adding $5,214 (the estimate for costs other than printing of annual reports and bulletins which must be covered by this budget item over the three-year period), deducting the available carry-over of $2,600, deducting the current appropriation of $6,945 for this budget item, and deducting $3,800 which has been proposed for transfer from the Working Capital Fund, it can be calculated that the total amount of money which should be budgeted for the item "Printing and other contractual services" for the fiscal periods 1962/63 and 1963/64 combined is $44,969. It is suggested that $22,485 of this sum should be provided in the 1962/63 budget and the balance of $22,484 should be contained in the 1963/64 budget forecast.

B. Indirect costs

It should be apparent that translation, printing and distribution are not the only costs involved in this large program of publication. The present staff of the Commission cannot, in addition to its other duties, handle
preparation of materials for publication at the rate at which they have been predicted to occur. In particular, the tasks of preparing manuscripts for the printer, making and supervising translations, proofreading, etc., are beyond our present capacity. Most of the papers now in hand have not been translated and, of course, none of those under preparation will be submitted in more than one language. Additional funds are also required for office supplies, stationery, etc., and for communications. Airmail costs of transportation of manuscripts, proofs, etc., will increase expenditures markedly.

To meet the personnel problem, we have envisaged a two-year contract for a translator-interpreter, beginning on July 1, 1962. It is believed that a competent man could be obtained from Japan for a salary of $6,000 a year. Transportation from and to Japan would add $1,500 to our travel budget, or $750 per year for 1962/63 and 1963/64.

Increases in costs of supplies and communications are estimated at $300 per year for each of these budget items for each of the years under consideration.

The cost of the translator-interpreter would be offset, in part, by savings in costs for interpreter's fees and travel in connection with the 1962 and 1963 Annual Meetings, both of which will be held in North America.

JUSTIFICATION FOR INCREASING THE LEVEL OF PUBLICATIONS

For seven years the Commission has operated the world's most extensive high-seas fisheries research program. If placed entirely on a dollar basis, research has been at a total level of approximately $2,000,000 per year. It is only natural that a research program of this magnitude should result in a large volume of scientific reports and that these should not arrive for publication until the later stages of research have been reached.

Over a period of years the Commission has gradually evolved a policy of publishing, in its own name, the results of scientific investigations conducted under its research program. Up to the present, however, the Commission has actually published and paid for only one very small bulletin (Bulletin No. 3, 24 pages) on the actual results of its research program. (Bulletins No. 1 and No. 2 of the Commission were published six years ago and contain only background information.)

It can be argued that provision should have been made earlier for funds to pay for the large volume of printing expected in the future. However, even the modest amounts carried in the Commission's budgets for the past three fiscal years for this purpose have not been utilized in full. Each year, as a result, funds have been carried over into ensuing fiscal periods in anticipation of a greater volume of publication. It is difficult to justify increased funds in a budget estimate when funds currently available are not being fully utilized. It is true, nevertheless, that the budget forecast
made at the 1960 Annual Meeting did not take account of the large volume of material now being prepared for publication. In this connection, it can only be pointed out that the scope and character of the joint comprehensive report on salmon distribution and intermingling was only established at the most recent annual meeting (1960). The Secretariat, in preparing a budget estimate and forecast for submission at that meeting, had envisaged a joint report of much more modest dimensions than the estimated equivalent of eight standard bulletins now either under preparation or agreed in principle. Consequently, the forecast for 1962/63, made several months prior to the 1960 Annual Meeting, did not contain adequate funds for publications now in view. Only in the summer of 1961 was the situation fully analyzed.

Money now in hand, including the use of the carry-over funds and a portion of the Working Capital Fund, is sufficient to take care of all printing that can be accomplished during the current fiscal year. If action to provide additional funds for 1962/63 and 1963/64 is taken by the Commission at this annual meeting (1961), there will be no appreciable delay of any publication because of the problem of lack of funds.