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Guidelines for the Voluntary Submission of Economic data by CCMs to the Commission

WCPFC-SC15-2019/ST-WP-05

Ministry of Fisheries, Fiji and Pacific Islands Forum Fisheries Agency (FFA)

Introduction

Following prior discussions on the issue of the provision of economic data to the Commission at SC13 a paper “*Development of Guidelines for the Voluntary Submission of Economic Data to the Commission*” (WCPFC-SC13-2017/ST-WP-09) was presented. The paper provided a discussion on issues related to the establishment of a process under which CCMs could voluntarily submit economic data to the Commission, the type of economic data that the Commission may seek from CCMs and the form in which it would be sought and associated process issues. Following consideration of this paper SC recommended that intersessional work be undertaken on the principles that would inform the development of such guidelines.¹ A Virtual Inter-Sessional Working Group subsequently met and developed a set of principles to inform the development of the guidelines and submitted this to the WCPFC Secretariat for tabling at TCC13. The draft list of principles was not considered by TCC13 but was, however, considered and approved at the 14th Regular Session of the Commission (WCPFC14) as provided in **Attachment A**.

At SC14 Fiji offered to develop an initial draft of the guidelines for circulation to members and then prepare a revised draft based on comments received for consideration by next year's SC meeting. This paper provides draft guidelines (**Attachment B**) and a discussion of associated matters but, unfortunately, the guidelines were not developed in time to allow for comments from the SC prior to submission.

Discussion

In developing the draft guidelines, it was noted that several of the agreed principles will require other decisions to be made by the Commission beyond the decision of whether to adopt the guidelines or not. These decisions are related to data classification and data dissemination. While the agreed principles do provide some guidance on making these decisions the actual making and recording of these decisions are outside the scope of the non-binding Guidelines as they impose binding requirements on the Commission and/or the Commission's approved data collector. A possible approach through which relevant decisions with regard to data classification and data dissemination can be made is through amending the *Rules and Procedures for the Protection, Access to, and Dissemination of Data Compiled by the Commission*.

Given the above, the approach taken in developing the draft guidelines with regard to data classification and data dissemination is for the guidelines to simply refer to the decision made on these matters by the Commission. To do this in the draft guidelines, placeholder references to the *Rules and Procedures for the Protection, Access to, and Dissemination of Data Compiled by the Commission* are provided. To assist discussion by the SC the following observations are made with regard to data classification and dissemination:

- **Data classification:** The agreed principle is that “*Data will be considered non-public domain and the Commission shall agree risk levels for the different categories*” (para 9). Under the *Rules and Procedures [Data]* economic data is listed as an example of Non-Public Domain Data in Appendix 2. Given this the guidelines simply note that “All economic data submitted by CCMs will be

¹ The SC13 directive in full was: “SC13 considered the development of guidelines for the voluntary provision of economic data to the Commission by CCMs and recommended that intersessional work be undertaken on the principles that will inform the development of such guidelines. CCMs wishing to participate in this intersessional work should provide a contact point for inclusion in this intersessional working group which will be facilitated by Fiji and the FFA Secretariat. SC13 further recommended that the outcomes of this intersessional work be considered by TCC13.”

considered non-public domain as specified under the *Rules and Procedures ...*". The 2nd part of the agreed principle requires that "*the Commission shall agree risk levels for the different categories*". As agreed levels of risks are specified in Table 1 of the *Rules and Procedures [Data]* it is assumed that whatever classification is agreed to by the Commission for economic data, or sub-groups of economy data, these risk classifications will also be specified in this table. Given this the guidelines simply note that "The risk classification of economic data submitted by CCMs are as agreed by the Commission as specified in Table 1 of the *Rules and Procedures ...*".

- **Data dissemination:** The agreed principles are that "*Data shall only be released for analytical purposes to CCMs according to rules of confidentiality. These rules will be stricter in scope and force than those governing the confidentiality of other scientific data*" and that "*These rules of confidentiality shall be binding*". To satisfy these principles either a specific set of rules of confidentiality for economic data will need to be developed or, the current Rules and Procedures [Data] will need to be amended so as to ensure that the rules that apply to the confidentiality of economic data are "*stricter in scope and force than those governing the confidentiality of other scientific data*".

Other sections of the draft guidelines are designed to provide CCMs with information on the purpose, content and provision of economic data and draw heavily on, and are designed to align with, the agreed principles. The agreed principles were silent on the content of the data that Commission seeks from CCMs under this process with the content sought in the guidelines being drawn from the paper "*Development of Guidelines for the Voluntary Submission of Economic Data to the Commission*" (WCPFC-SC13-2017/ST-WP-09).

The final section deals with reporting and simply requests the Secretariat to provide, or arrange for the Commission's approved data-contractor to provide, an annual report providing information on the provision and dissemination of economic data submitted under the guidelines once they are adopted.

Summary

Draft *Guidelines for the Voluntary Submission of Economic data by CCMs to the Commission* have been developed and are provided in **Attachment B** for the consideration of SC. It is also noted that decisions are required to be made by the Commission with regard to the classification and dissemination of economic data before the Guidelines can be finalised and adopted.

ATTACHMENT A

The following text was agreed at WCPFC14 as provided in the WCPFC14 Summary Report Attachment S.

Principles to inform the development of guidelines for the voluntary provision of economic data to the Commission by CCMs

The following principles will inform the development of guidelines for the voluntary submission of economic data to the Commission by CCMs.

With regard to the Provision of the Economic Data

1. The provision of any of the economic data shall not be compulsory or binding in any manner;
2. Data will be provided to the Commission or the Commission's approved data-contractor only;

With regard to the Content of the Economic Data

3. CCMs may provide data in relation to their flagged vessels including where these vessels are permitted to fish in areas beyond their jurisdiction and in relation to fishing activity that takes place within their jurisdiction.
4. The Guidelines will provide a description of the issues that the Commission requires economic data to inform its decision making processes. These issues may, include, but are not limited to:
 - a) Establishment of fishery management objectives;
 - b) Enabling of indicators to monitor economic status of fisheries;
 - c) Setting Target Reference Points for stocks that are designed to achieve a management objective;
 - d) Production of a regular report on economic conditions and trends in key WCPO fisheries.
5. The Guidelines will provide a description of the economic data required to address each issue identified in it as requiring the provision of economic data.
6. The Guidelines will provide a list detailing the economic data required to address the identified issues and where possible templates for the provision of that data.
7. The guidelines will be a living document with the Commission able to amend over time particularly the list of identified issues, the descriptions of data requirements and the list of required economic data contained within it.
8. The description of the issues that the Commission requires economic data to inform its decision making processes and the list detailing the economic data required to address the identified issues will not preclude data being provided, or being made available, for other analyses requested by the Commission. In this case, the CCMs may request its economic data not to be used for those other analyses.

With regard to the Classification of the Economic Data

9. Data will be considered non-public domain and the Commission shall agree risk levels for the different categories

With regard to the Dissemination of the Economic Data

10. Data shall only be released for analytical purposes to CCMs according to rules of confidentiality. These rules will be stricter in scope and force than those governing the confidentiality of other scientific data.
11. These rules of confidentiality shall be binding.

With regard to Reporting to the Commission

12. An annual report will be provided to the Commission by the Secretariat or approved data-contractor providing information on the provision and dissemination of the economic data submitted as part any process developed for the voluntary submission of economic data to the Commission by CCMs.

ATTACHMENT B

Guidelines for the Voluntary Submission of Economic data by CCMs to the Commission

The Sixteenth Regular Session of the Western and Central Pacific Fisheries Commission, 5-19 December 2019 at Port Moresby, Papua New Guinea adopted the following guidelines with regard to the Submission of Economic Data by CCMs to the Commission.

Purpose

The Commission requires economic data to inform its decision making processes. The economic data it requires may vary from time to time and, as such, this document is a living document that will be updated over time to best reflect the ongoing needs of the Commission.

At the current time the Commission seeks economic data that will allow for analyses and modelling of the economic performance of the purse seine and longline fisheries in order to assist with its work in regard to the:

- a) Establishment of fishery management objectives.
- b) Monitoring of the economic status of the fisheries.
- c) Setting of Target Reference Points for stocks that are designed to achieve a management objective.
- d) Design of Harvest Control Rules.

Content

To assist the work previously outlined the Commission seeks from CCMs information on the revenue and cost structures of vessels operating in the longline and purse seine fisheries of the WCPFC Convention Area. Relevant information and data may be provided in various forms including, but not limited to, the following:

1. Data on input usage (e.g. fuel usage, crew numbers, etc.) and output produced (catch) and input/output prices (e.g. unit prices for fish, fuel and crew) or some proxy of these (e.g. crew wages as a percentage of vessel revenue or fuel as a percentage of vessel costs). Templates for the submission of these data for purse seine and longline vessels is provided in **Attachment 1 and 2** respectively.
2. “Representative” data for a fleet or a sub-category of a fleet, that is, data which is not specific to a particular vessel but reflects revenues and costs of vessels in a particular fleet or a sub-category of a fleet and the characteristics of the “representative” vessel. Templates for the submission of these data for purse seine and longline vessels is provided in **Attachment 3 and 4** respectively.
3. Reports on the financial/economic performance of a fleet or a sub-category of a fleet whether published or not.² Two examples of published papers are *Cost-earnings Study of the American Samoa Longline Fishery based on Vessel Operations in 2009 and*

² Examples of published papers include 1. Pan, M., Arita, S. and Bigelow, K. 2017, “Cost-Earnings Study of the American Samoa Longline Fishery: Based on Vessel Operations in 2009 and Recent Tend of Economic Performance”, Administrative Report H-17-01, NOAA and 2. Skirtun, M. 2016 “Review of financial and economic performance of the Fijian offshore longline fishery”, Forum Fisheries Agency.

Recent Trend of Economic Performance (2017) and Review of financial and economic performance of the Fijian offshore longline fishery (2016).^{3,4}

4. Vessel/company level financial data (for example, audited profit and loss statements and balance sheets).

The description of the issues that the Commission requires economic data to inform its decision making processes and the list detailing the economic data required to address the identified issues provided above does not preclude data being provided, or being made available, for other analyses requested by the Commission. In this case, a CCM may request its economic data not to be used for those other analyses.

Provision

The provision of any economic data by CCMs is to be done entirely at their own discretion, is not compulsory or binding in any form nor is it a requirement of the Commission.

CCMs may provide data in relation to their flagged vessels including where these vessels are permitted to fish in areas beyond their jurisdiction and in relation to fishing activity that takes place within their jurisdiction.

CCMs should provide economic data to the Commission or the Commission's approved data-contractor only. The Commission cannot be held responsible should CCMs provide economic data to any unapproved parties.

Any economic data voluntarily provided by CCMs under this process should be clearly identified as being submitted under these guidelines.

Classification

All economic data submitted by CCMs will be considered non-public domain as specified under the *Rules and Procedures for the Protection, Access to, and Dissemination of Data Compiled by the Commission*.

The risk classification of economic data submitted by CCMs are as agreed by the Commission as specified in Table 1 of the *Rules and Procedures for the Protection, Access to, and Dissemination of Data Compiled by the Commission*.

Dissemination

Data shall only be released for analytical purposes to CCMs according to rules of confidentiality related to economic data as specified in the *Rules and Procedures for the Protection, Access to, and Dissemination of Data Compiled by the Commission*.

Reporting

By the adoption of these Guidelines the Commission requests that the Secretariat provide, or arrange for the Commission's approved data-contractor to provide, an annual report providing information on the provision and dissemination of economic data submitted under these guidelines.

³ Pan, M., Arita, S. and Bigelow, K. 2017, "Cost-Earnings Study of the American Samoa Longline Fishery: Based on Vessel Operations in 2009 and Recent Trend of Economic Performance", Administrative Report H-17-01, NOAA.

⁴ Skirtun, M. 2016 "Review of financial and economic performance of the Fijian offshore longline fishery, Forum Fisheries Agency.

Attachment 1: Template for submission of economic data for a “representative” purse seine vessel

1. Collation Details		
1 CCM:	2 Currency used:	
3 Period covered:	4 Date of submission:	
2. “Representative” vessels characteristics		
1 Year Built:	2 GRT:	
3 Length (LOA in metres):	4 Engine Horsepower:	
5 Trips per year:	6 Presence of ULT Freezers: (Yes/No)	
7 Total catch:	8 Percentage of catch transhipped:	
9 Total days per trip (incl. steaming):	10 Fishing days per trip (days fished or searched):	
11 Number of FADs deployed:	12 Crew Size:	
3. Revenue (answer one or both columns)		
Revenue breakdown	In nominated currency	As percentage of total revenue
Fish Sales		
Other		
4. Operating Costs (answer one or both columns)		
Cost item	In nominated currency	As percentage of operating costs
Fuel and oil		
Transshipment and freight		
Repairs and maintenance		
Helicopter		
Crew (Percentage of <input type="checkbox"/> operating costs/ <input type="checkbox"/> total revenue)		
Port charges		
Insurance		
Management/Administration		
Provisions		
Access fees		
Observer		
Other		
5. Other costs (in nominated currency)		
Depreciation		

Interest on Loans			
Dry-docking costs			
Licenses/Permits/Registration fees (excl. access fees)			
6. Capital Values (in nominated currency)			
Vessel depreciated value (i.e. if vessel is to be sold in its current condition)			
Vessel Replacement cost (i.e. if the same vessel is to be purchased brand new)			
7. Additional data submission (if only percentage column is answered in 3. Revenue)			
Revenue-side information	Skipjack	Yellowfin	Bigeye
Metric tons of tuna species landed			
Value composition (as a percentage of total revenue)			

Attachment 2: Template for submission of economic data for a “representative” longline vessel

1. Collation Details		
1 CCM:	2 Currency used:	
3 Period covered:	4 Date of submission:	
2. “Representative” vessels characteristics		
1 Year built:	2 GRT:	
3 Length (LOA in metres):	4 Crew size:	
5 Engine Horsepower:	6 Trips per year:	
7 Total catch:	8 Total days per trip (incl. steaming):	
9 Percentage of catch transhipped:	10 Fishing days per trip:	
11 Onboard storage (tick appropriate box): <input type="checkbox"/> ULT <input type="checkbox"/> RSW <input type="checkbox"/> Ice		
3. Revenue (answer one or both columns)		
Revenue breakdown	In nominated currency	As percentage of total revenue
Fish Sales		
Other		
4. Operating Costs (answer one or both columns)		
Cost item	In nominated currency	As percentage of operating cost
Fuel and oil		
Bait cost		
Transshipment and freight		
Repairs and maintenance		
Marketing and commission		
Crew (Percentage of <input type="checkbox"/> operating costs/ <input type="checkbox"/> total revenue)		
Port charges		
Insurance		
Management/Administration		
Provisions		
Licence fees		
Other		
5. Other costs (in nominated currency)		
Depreciation		

Interest on Loans			
Dry-docking costs			
6. Capital Values (in nominated currency)			
Vessel depreciated value (i.e. if vessel is to be sold in its current condition)			
Vessel Replacement cost (i.e. if the same vessel is to be purchased brand new)			
7. Additional data submission (if only percentage column is answered in 3. Revenue)			
Revenue-side information	Bigeye	Yellowfin	Albacore
Metric tons of tuna species landed			
Value composition (as a percentage of total revenue)			

Attachment 3: Template for submission of input and output data in relation to purse seine vessels

1. Collation Details			
1 CCM:	2 Currency used:		
3 Period covered:	4 Date of submission:		
2. "Representative" vessels characteristics			
1 Year built:	2 GRT:		
3 Length (LOA in metres):	4 Engine Horsepower:		
5 Trips per year:	6 Presence of ULT Freezers: (Yes/No)		
7 Total catch:	8 Percentage of catch transhipped:		
9 Total days per trip (incl. steaming):	10 Fishing days per trip (days fished or searched):		
11 Number of FADs deployed:	12 Crew Size:		
3. Output			
In metric tons	Skipjack	Yellowfin	Bigeye
Total catch			
– Of which are MSC certified			
– Of which are Purse Seine Special			
Unit price (Specify currency)	Skipjack	Yellowfin	Bigeye
Average across total catch			
– That for MSC certified			
– That for Purse Seine Special			
4. Inputs			
Fuel	In metric tons	Average unit price (per mt)	
Usage per year			
Usage per trip			
Fuel cost as a percentage of operating costs			
Fuel cost as a percentage of total revenue			
Repairs and maintenance	In nominated currency	As a percentage of operating cost	
Cost of repairs and maintenance per year			

Average cost of a major refit		
Year since last major refit		
Marketing	In nominated currency	Average unit cost (per mt)
Marketing and commission		
Transshipment	In nominated currency	Average unit cost (per mt)
Transshipment cost per year		
Transshipment cost as a percentage of operating costs		
Transshipment cost as a percentage of total revenue		
Crew cost	In nominated currency	Average annual wage (per crew)
Crew cost per year		
As a percentage of (<input type="checkbox"/> operating costs/ <input type="checkbox"/> total revenue)		
Number of crew on vessel		
Finance cost	In nominated currency	Interest rate p.a.
Interest costs		
Insurance as a percentage of total insured value		
Capital value	Depreciated value (i.e. current sale value)	Replacement value (i.e. value brand new)
Vessel (excl. helicopter, net and other gear)		
Helicopter		
Net and other gear		

Attachment 4: Template for submission of input and output data in relation to longline vessels

1. Collation Details			
1 CCM:	2 Currency used:		
3 Period covered:	4 Date of submission:		
2. “Representative” vessels characteristics			
1 Year built:	2 GRT:		
3 Length (LOA in metres):	4 Crew size:		
5 Engine Horsepower:	6 Trips per year:		
7 Total catch:	8 Total days per trip (incl. steaming):		
9 Percentage of catch transhipped:	10 Fishing days per trip (days fished or searched):		
11 Onboard storage (tick appropriate box): <input type="checkbox"/> ULT <input type="checkbox"/> RSW <input type="checkbox"/> Ice			
3. Output			
In metric tons	Bigeye	Yellowfin	Albacore
Total catch			
– Of which are fresh MSC certified			
– Of which are frozen MSC certified			
– Of which are fresh non-MSC certified			
– Of which are frozen non-MSC certified			
Unit price (Specify units)	Bigeye	Yellowfin	Albacore
Average across total catch			
– That for fresh MSC certified			
– That for frozen MSC certified			
– That for fresh non-MSC certified			
– That for frozen non-MSC certified			
4. Inputs			
Fuel	In metric tons	Average unit price (per mt)	
Usage per year			
Usage per trip			
Fuel cost as a percentage of operating costs			
Fuel cost as a percentage of total revenue			
Repairs and maintenance	In nominated currency	As a percentage of operating costs	
Cost of repairs and maintenance per year			
Average cost of a major refit			

Year since last major refit		
Freight and marketing	In nominated currency	Average unit cost (per mt)
Sea freight per year (i.e. via reefer container)		
Air freight per year		
Packaging per year		
Marketing and commission		
Auction commission rate on final price		
Transshipment	In nominated currency	Average unit cost (per mt)
Transshipment cost per year		
Transshipment cost as a percentage of operating costs		
Transshipment cost as a percentage of total revenue		
Crew cost	In nominated currency	Average annual wage (per crew)
Crew cost per year		
As a percentage of (<input type="checkbox"/> operating costs/ <input type="checkbox"/> total revenue)		
Number of crew on vessel		
Finance cost	In nominated currency	Interest rate p.a.
Interest costs		
Insurance as a percentage of total insured value		
Capital value	Depreciated value (i.e. current sale value)	Replacement value (i.e. value brand new)
Vessel (excl. line and other gear)		
Line and other gear		