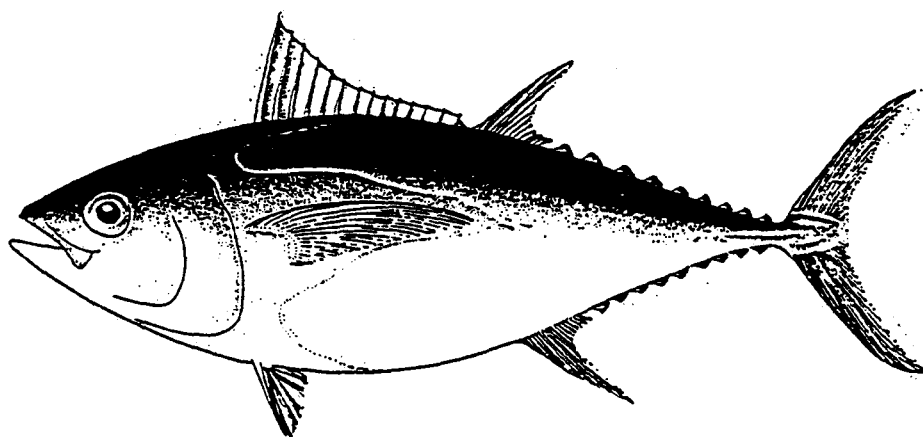


EIGHTH STANDING COMMITTEE ON TUNA AND BILLFISH

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WORKING PAPER 6

OCEANIC FISHERIES PROGRAMME: FINANCIAL AND STAFFING STATUS



Oceanic Fisheries Programme,
South Pacific Commission
Noumea, New Caledonia

INTRODUCTION

Well established budgetary procedures exist within the South Pacific Commission for the component programmes for both core-funded and extra-budgetary funded programmes. The Oceanic Fisheries Programme budget for the forthcoming year, once established based on reasonable expectations or actual commitments, requires endorsement by the Committee of Representative Governments and Administrations (CRGA), and then South Pacific Conference in October of the present year. This process cannot focus in detail on the specific needs of individual programmes, although it can draw the attention of donors to where budgetary shortfalls and problems exist. To improve reporting and transparency of the programme to donors, the OFP (TBAP), since 1991, has reported to donors just prior to the May CRGA of each year (which considers, inter alia, the Work Programme and budget), to provide more detailed information, and to draw attention to difficulties arising. These have largely been the result of the year-by-year nature of available funding until recently.

In addition to the formal SPC process however, Standing Committee itself, at SCTB 6 in 1993, directed that the OFP should continue to supply to each SCTB information on the Programme's finances to assist SCTB in the consideration of the Work Plans and Operational Plan, in that case for the period 1994-1998 inclusive. Consequently, at SCTB 7, this was done for the first time. Recognizing persistent difficulties with obtaining long-term funding commitments to the OFP, future options for OFP funding were also outlined. It was however recognized that the findings of the current review of institutional arrangements in the South Pacific would need to be considered (see WP7), but that long term funding options should be considered as soon as the findings of the review were available. SCTB 7 also directed that the activities of the OFP work plan should be prioritized by a Sub-Committee, which would then report to SCTB 8 (see WP9).

From 1981 to 1991, the central component of the Programme's work had been collectively funded entirely by extra-budgetary contributions from Australia (AIDAB), France, New Zealand and USA (USAID), to the extent of approximately CFP 700,000 units per year. It was, and continues to be, the only large Programme within the Commission which is entirely XB-funded. Since 1991, with a decline in funding support from one of these donors, it became necessary to seek additional funding from non-traditional sources (contract research, external technical consultancies etc) to continue to provide services at existing levels. By 1993-94, these sources were contributing 30% of the OFP budget, which had grown to 840,000 units in 1993-94. Because of historical reasons, the OFP financial year commences on October 1st, and the Programme is now in its 14th year (1/10/1994 - 30/9/1995).

In addition to its ongoing central activities, notably statistical monitoring and research/resource assessment, the OFP has provided scientific and administrative direction and oversight to associated projects, which generate information in support of OFP objectives.

- the Regional Tuna Tagging Project (RTTP) (EC-funded; 3.5M ECU; 3 years, field work officially completed 30/9/92), although analytical work continued through an EC-funded extension (RTTP TA Extension - 0.527 M ECU), which concluded in February 1995.
- the Albacore Tagging Project (EC-funded; 0.5M ECU; 2 years, completed 30/9/92),
- Coordination of Albacore Data (ICOD-funded; C\$405,000; 3 years, completed late 1993).

A phase of increased activity commenced during 1994 with the implementation of the Lomé IV 7th EDF-funded South Pacific Regional Tuna Resource Assessment and Monitoring Project (SPR TRAMP). This five year project, for which the Financing Agreement was signed on March 14th

1994, is implementing continuous scientific monitoring of all components of the region's tuna fisheries (port sampling, scientific observers, improved data coverage) and will continue to refine assessments of the resource and investigate fishery interaction issues. With a total budget of 5.0 M ECU, it officially commenced on July 1st 1994, with the approval of funds for the Year 1 Annual Work Plan (funds available July 27th). Since January 1995, seven staff have been recruited (two Senior Scientists, one Port Sampler/Observer Supervisor, one Research Officer, and three Scientific Observers). SPR TRAMP will rely heavily, if not totally, on the OFP for administration, scientific direction and database support.

The work programme of the OFP continues to be reviewed at varying levels of intensity by CRGA, the Standing Committee on Tuna and Billfish, and the Regional Technical Meeting on Fisheries (which however is now biennial).

The following financial report of the OFP financial status covers the preceding annual period (Year 13), the present year (1/10/1994 - 30/9/1995), and examines prospects for 1995-96.

1. YEAR 13 (1/10/93-30/9/1994)

Year 13 concluded with the OFP realizing a sizeable nominal surplus of 140,000 CFP units (see Attachment 1), beyond the total expenditure of 576,764 CFP units. This was primarily due to financial support from France being increased, and provided for an 18 month period from January 1994 to June 1995 ie for Year 13, and half of Year 14. It has however been credited entirely to Year 13, in part to balance a reduced contribution (relative to historical levels) during Year 12.

AIDAB (now AusAID) continued its support for OFP at the level previously agreed for the four year period 1992-1996 inclusive. (This remains the only long term funding commitment to the OFP, at A\$250,000 per year). New Zealand was able to maintain its support at existing levels. Finally, all or part of the costs of three positions were met from non-OFP sources during Year 13 (see below), and a realistic budget would have been close to 750,000 units.

Against this, the final USAID payment to the OFP was received in June 1994, concurrent with the withdrawal of USAID from the region. A three-year technical consultancy to the Philippines also concluded during 1994, with only minor support services continuing to be provided during Year 14. Contract work for FAO also concluded during Year 14 (US\$55,000), but this income had earlier been credited to Year 12.

Although three OFP positions (OFC, FRS, RO/ANL) were being funded from non-OFP sources (EC RTTP TA Extension) at the beginning of Year 13, one (OFC) returned to OFP funding in June 1994. At the beginning of Year 14, three senior positions (two SFS, one FRS) and one support position (P/OFP) remained unfilled. Operational costs were also reduced to minimal levels, representing only 7% of the budget. The sizeable Year 13 surplus thus should be regarded as a planned commitment against expected increased costs during Year 14

Although the SPR TRAMP came on stream at the end of July 1994, little or no expenditure was incurred until October, and in practical terms activities and finances were aligned with the OFP year.

2. YEAR 14 - FINANCIAL STATUS

As at July 31st 1995, the nine month mark in Year 14, the OFP financial situation appeared satisfactory (see Attachment 1). The projected shortfall in receipts due to the cessation of USAID funding and the Philippines technical consultancy (180,000 CFP units) has been essentially covered by an additional AusAID contribution to the OFP of A\$150,000, to support the OFC position, and a contribution from France maintained virtually at the Year 13 level (281,000 units). Without this

support and despite the surplus carried over from Year 13, the programme would have returned to an unsupportable deficit situation due to the increased salary costs. This would not have been acceptable in the present climate.

The attached financial statement for Year 14 to July 31st (Attachment 1) shows a considerable cash flow surplus which should be maintained over the whole of Year 14, and should see a surplus of approximately 50,000 units to be carried forward. This may allow at least the currently vacant secretarial position (P/OFP) to be filled. Three positions (two SFS and one FRS) would continue to remain unfilled.

External funding sources, which had increased during Years 10, 11 and 12, declined during Year 13 (to 160,000 units), a decline which has continued during Year 14 (expected 40,000 units only). This is not due to a lack of demand for OFP involvement in externally-funded work, which continues to be strong. Such offers, to a value in excess of US\$300,000, were made available during Year 14, but unfortunately could not be accepted.

Financial support for SPR TRAMP is guaranteed in principle for the five years of the project by the Financing Agreement. For the first operational year, an indicative budget of 1,078,000 units (508,000 for staffing, 570,000 work plan) was provided for. Due to delays in recruitment and operational start-up, total expenditure up to the end of September is likely to be only 650,000 units (410,000 staffing, and 240,000 operational). A financial statement for the actual SPR TRAMP Year 1 (1/7/94 - 30/6/95) is in preparation. For most years, the SPR TRAMP budget will equal or exceed the OFP central budget.

3. OUTLOOK FOR YEAR 15 (1/10/95 - 30/9/96)

The outlook for OFP Year 15 appears more positive, with the last year of the AusAID four-year commitment of A\$250,000 assured, and advice given that a further payment of A\$150,000 will be provided for 1996. There is also a reasonable expectation of continued funding support from France and NZ at an undetermined, but hopefully close to, present levels. It is probable that there will be a much reduced surplus will be carried forward from Year 14 (cf 140,000 units from year 13), and it is likely that a further 150,000 units will be needed to maintain present staffing levels. Several positions also remain unfilled (as noted earlier), and this is severely constraining, in particular, the preparation of National Fishery Assessments. In short, to have the Programme operating at close to full effectiveness, an additional 220,000 units would be required for Year 15. Funding support from other possible sources continues to be actively explored eg CSPODP, GEF, and some user-pays options have been identified.

Despite several attempts to have at least one OFP position, that of Oceanic Fisheries Coordinator, funded from SPC core sources, at the recommendation of RTMF and SCTB, this has not been successful, given other priorities for core funding. Various user-pays options have been explored in a paper to SCTB in August 1994 (excerpts as Attachment 2). Any serious consideration of these was deferred pending the outcome of the review of institutional arrangements in the marine resources sector. The implications of this and other developments are further discussed in WP8 and WP9.

SPR TRAMP funding, as noted, is assured. The Annual Work Plan for Year 2 has already been approved (572,500 units), and a 30% advance on this already received.

4. STAFFING SITUATION

Attachment 3 lists the current staffing establishment for the OFP and SPR TRAMP, with contract and

funding source details. The overall Programme is close to full establishment, although as noted, two Senior Scientist positions have been vacant for some time. The Visiting Scientist position caters for externally-funded collaborative work to be carried out within the programme; it has not been filled since late 1992, but there is obvious advantage in retaining the position should suitable opportunities arise.

The other Senior Scientist position formerly directed the albacore research work (concluded late 1993), and has been re-designated as an assessment and modelling position; there has however not been funding available to enable the position to be filled. To some extent, the duties of this post are complemented by an equivalent position in SPR TRAMP. Existing needs however exceed capacity.

A Fisheries Research Scientist position was supported from RTTP TA (EC) funds for a 15 month period, until December 1994. It was utilized exclusively to prepare National Fishery Assessments, and was in strong demand. It has not been possible to recruit to this position due to funding constraints.

The position of Research Officer/Analyst was added to the establishment during Year 13, in response to increased needs in this area.

The Coordinator's position has been substantively filled since June 20th, on a 12 month basis, as a result of a special grant from AusAID, and is likely to be supported during 1996.

During the recent Job Evaluation exercise, three former P1 positions (OFC, PFS and FSTAT) were regraded downwards, to respectively S3 (OFC) and S2 (PFS, FSTAT) levels. Although salaries have yet to be finalized, it remains to be seen how this will affect future recruitment of appropriately qualified and experienced personnel, particularly in the case of the two key S2 positions. Current contracts on existing conditions fortunately extend to late 1996. Staff gradings may reportedly also change again in early 1996, so the future of these key positions is uncertain. Other positions at lower levels have essentially been unaffected.

It is planned that one Biotechnician be recruited to SPR TRAMP during Year 2 of the project, and the fourth Observer position is in the final stages of recruitment. In addition, a studentship to enable an ACP post-graduate to undertake work under the supervision of SPR TRAMP/OFP staff will be offered during Year 2.

6. CONCLUSION

With the continued funding support of traditional donors, in particular Australia and France, and the implementation of SPR TRAMP, the OFP Work Programme is well placed at present to meet most regional and member country needs relative to its mission statement. A return to full establishment would enable a more timely delivery of services (eg National Assessments) and the flexibility to respond to new issues as they arise. Funding support however remains largely a year-to-year proposition, and the need for a long term stable funding base persists.

OCEANIC FISHERIES PROGRAMME
SUMMARY OF RECEIPTS & PAYMENTS

For Period 1 October 94 to 31 July 95

CFP Units


	Actual 1 Oct 94 31 Jul 95	Year 14 Proposed Budget	Year 14 Balance Remaining	Year 13 Actual
RECEIPTS				
AIDAB	293,759	285,000		190,791
France	281,818	290,000		316,909
New Zealand	55,000	55,000		55,000
USAID	0	0		119,115
Philippines Consultancy	12,820	25,000		42,080
Aciair Study (Bioeconomic analysis of Tuna)	7,335	15,000		
	650,732	670,000	0	723,895
PAYMENTS				
Salaries (includes estimate for Sep)	473,275	700,000	226,725	497,944
Duty Travel	1,197	15,000	13,803	24,366
Plant & Equipment	0	0	0	0
Communications	5,041	5,000	(41)	10,501
Miscellaneous	2,369	5,000		27,827
I-ATTC Data Entry	0	0	0	0
Port Sampling	0	0		0
Standing Committee	0	0	0	0
Computer Costs	6,671	25,000	18,329	10,273
Contingency	0	0	0	0
6% Administration Fee	0	0	0	0
Philippines Sector Study *	(21,202)	0	21,202	5,853
Aciair Study expenditure	45	0	(45)	0
	467,396	750,000	279,973	576,764
SURPLUS (DEFICIENCY) YTD	183,336	(80,000)		147,131
BALANCE B/F - 1/10/94	140,093			(7,039)
CLOSING BALANCE 31 July 1995 **	323,429			140,093

Note

* All costs under this item to be reimbursed by the Contracting Company in addition to the Consultancy.

** July Salaries are not included in the expenditure figures

Certified Correct :


John M Roache
Finance Manager
10 August 1995

5. FUTURE OPTIONS FOR OFP FUNDING

Regardless of whether or not it proves possible to secure the necessary funding for the OFP during Year 14 to maintain the delivery of services at present levels, it is clear that increasing funding uncertainty attends each year's activities. Notwithstanding the welcome commitment in principle by Australia (AIDAB) to provide four years of funding support for the OFP, little progress has been made with securing long term funding security for the OFP, as directed by both RTMF and SCTB. Assuming that the work of the OFP is deserving of long term continuation, several classes of options need to be considered in this regard.

- (1) Increase the level of funding from existing donors, and obtain longer term commitments.

This option seems unlikely to be successful, as it would be contrary to the trend of recent years, but could be pursued. AIDAB (Australia) alone of the traditional donors has made a longer term (four year) commitment in principle to funding OFP activity, specifically the Assessment and Modelling component. This comprises salary, allowances and support costs for two positions - the Principal Fisheries Scientist and the Programmer/Research Officer. France continues to support the OFP to the full extent of available funding within existing priorities, although this will be at a lower level than was the case for most of the 1980s. There are also procedural constraints for France to committing funds more than one year in advance. USAID assistance is certain not to resume in the short to medium term, and must realistically be regarded as terminated. Indications are that NZ assistance cannot be significantly increased, and maintenance of support at existing levels cannot be assumed.

- (2) Locate and tap new sources of funding

Several new sources of funding are being explored, given the compatibility of their *raison d'être* with OFP aims and objectives. The more promising of these include the second phase of Canadian South Pacific Ocean Development Program (CSPODP II) and the UN Global Environmental Facility (GEF). Neither of these potential new sources of funding support is likely to come on stream during Year 14. In any case, these will still only be fixed-term, rather than long term.

Possibilities will probably exist to undertake contract analyses or technical consultancy work. In most if not all cases, this would involve the burden of additional work without adding to the staff complement, or funding existing staff. Such an option is not considered helpful in a situation where funding for existing positions is a priority.

- (3) Examine and adopt user-pays options

Two user-pays approaches could be considered, addressing, respectively, the users of information generated by the OFP (primarily the member countries) and the users of the resource (ie. the fishing nations, primarily DWFNs).

(a) Information users

Direct member country support to the OFP already occurs in the welcome case of one country (PNG), which beginning in 1993 has made a modest annual contribution to the budget (US\$10,000) in appreciation of OFP services. Whilst in theory, it would be possible to seek such support from all significant users of OFP product, notably PNA countries, this, realistically is unlikely to occur across the board. It could however be pursued, either as flat rate or according to a scale of contributions.

More acceptable may be payment for product received. The Quarterly Bulletin, for example now attracts an annual subscription from private sector subscribers. A more obvious example might be payment for country reports (National Fishery Assessments) at an agreed level; this could be explored.

Another option may relate to collective funding support for a particular position. The OFC position, for example, is not tied to any funding source, is now unlikely to attract SPC core funding despite earlier plans to do so, and yet is clearly integral to the functioning of OFP and delivery of its services. In one sense, SPC core funding, based on member countries assessed contributions, could be regarded as the ultimate form of "information user-pays" support.

At best, this option - payment by users of information - can be expected to provide only partial or short term support, being constrained ultimately by member countries' ability to pay.

(b) Resource users

With the nominal landed value of the annual tuna catch in the SPC area now in excess of US\$ 1.3 billion, the application of a "resource user-pays" approach to long term funding for tuna research and monitoring has obvious attractions; the OFP annual programme budget of US\$ 1 million at full establishment represents less than 0.1% of the catch value, as opposed to the 2-3% allocation typically seen for applied fisheries research often seen in developed countries. The OFP budget also invites comparison with other similar organizations and programmes. The Inter-American Tropical Tuna Commission, based in La Jolla, California, and servicing the Eastern Pacific Ocean tuna fishery, with an annual catch of 350,000 st (315,000t), or approx one quarter of the WTP catch, attracted total revenues during 1992 of US\$4.5 million, to cover total expenditure of US\$4.0 million. The newly established Indian Ocean Tuna Commission (IOTC) projects an annual working budget for 1995 of US\$.....million, to serve a fishery of approx 300,000t in size. Whilst these two cases are not directly comparable with the OFP/WTP situation, they do underline the modest scale of the OFP operation relative to organizations providing more extensive services to much smaller fisheries, on a user pays basis, and provide a useful point of reference.

Attached are two tables outlining such a "user pays" approach based on the catch by, or the value of the catch to, each fishing nation in the WTP, and providing some idea of how such an approach might operate.

The first table (Table 4) provides indicative estimates of the catch (MT) based on 1992 catches and average landed values (US\$) of the catch, by fleet, in the SPC area. Also shown in Table 4 is the unit value of the catch (US\$ per tonne) used for this example, the percentages of the catch and value of each fleet relative to the total catch and value for the SPC area, and payments for a tuna research programme based on the percentage catch and value, assuming a total cost of the programme of US\$ 1 million per annum. Estimates of landed values are based largely on those recently provided by FFA.

From Table 4 we see that four countries (Japan, Korea, Taiwan and the United States) account for 89 per cent of the total catch and 93 per cent of the total value of tuna fisheries in the SPC area. The other 13 countries and territories each account for no more than 3.2 per cent of the catch and 1.7 per cent of the total value. Ten countries each account for less than 1 per cent of the catch and the value. The payments based on the percentage of catch or value are therefore highly skewed towards Japan, Korea, Taiwan and the United States. Japan alone would pay 44 percent of the total cost of the programme if payments were based strictly on percentage of value.

Rather than a direct pro rata system to calculate user contributions, a more flexible category system, whereby contributors are categorized according to agreed criteria, is often employed eg IOTC, or indeed SPC core budget assessed member contributions. Two examples of the category system are outlined below, involving two and four categories respectively.

Table 5 presents several payment schedules based on a simple **two-category** system. The first category contains the 13 countries which each account for no more than 1.7 per cent of the total value of the catch, while the second category contains the four remaining countries. The payment by the Category 2 participants are determined as a multiple of the payment of the Category 1 participants. Each payment schedule assumes a different multiple in determining the Category 2 payment.

From Table 5, we note that payments by SPC members, the Category 1 participants, would range from \$18,868 (under a Category 2 multiple of 10.00) to \$47,619 (multiple of 2.00). The payments by the Category 2 participants range from \$95,238 (multiple 2.00) to \$188,679 (multiple of 10.00).

These estimates are only ball-park figures. Nevertheless, they show that the payment levels are reasonable, or at least not overly extravagant. They could even be considered as relatively small, particularly given the value of the resource to most countries. Obviously, the large number of participants (17) and the relatively modest total cost assumed for the tuna research programme (US\$ 1 million) contribute to this result. Yet, Table 5 shows that the "category" approach could be developed into a reasonable proposal.

Table 4. Annual catches and value by fleet

FISHING NATION	GEAR	YEAR	MT	US\$	UNIT	MT %	US\$ %	PAY · MT	PAY · US\$
AUSTRALIA	LL	1992	1,062	5,945,076	5,598 est				
	PL	1992	801	619,173	773 est				
	PS	1992	6,208	4,128,320	665 est				
	TR	1992	100	200,000	2000 est				
	TOTAL		8,171	10,892,569		0.78	0.83	7,823	8,348
FSM	LL	1992	30	167,929	5,598				
	PS	1993	16,779	3,423,564	773 est				
	TOTAL		16,809	3,591,493		1.61	0.28	16,094	2,752
FIJI	LL	1992	886	4,651,806	5,250				
	PL	1991	4,427	3,423,564	773				
	TOTAL		5,313	8,075,370		0.51	0.62	5,087	6,189
FR POLYNESIA	LL	1992	128	264,710	2,068				
	PL	1991	760	593,316	781				
	TOTAL		888	858,026		0.09	0.07	850	658
JAPAN	LL.1	1992	49,600	262,015,079	5,283				
	LL.2	1992	8,350	49,239,286	5,897				
	PL	1992	39,711	86,785,341	2,185				
	PS	1992	184,105	173,979,225	945				
	TOTAL		281,766	572,018,931		26.98	43.84	269,780	438,373
KIRIBATI	PL	1990	578	476,262	824				
	PS	1994	3,000	2,835,000	945 est				
	TOTAL		3,578	3,311,262		0.34	0.25	3,426	2,538
KOREA	LL	1992	23,600	122,590,476	5,195				
	PS	1992	184,105	173,979,225	945				
	TOTAL		207,705	296,569,701		19.89	22.73	198,869	227,280
MARSHALL ISLANDS	LL	1992	14	78,372	5,598 est				
	TOTAL		14	78,372		0.00	0.01	13	60
NEW CALEDONIA	LL	1992	930	4,895,000	5,263				
	TOTAL		930	4,895,000		0.09	0.38	890	3,751
NEW ZEALAND	LL	1992	706	3,952,188	5,598 est				
	PS	1991	6,720	4,468,800	665 est				
	TR	1992	3,856	7,712,000	2,000 est				
	TOTAL		11,282	16,132,988		1.08	1.24	10,802	12,364
PHILIPPINES	PS	1992	31,240	20,774,600	665				
	TOTAL		31,240	20,774,600		2.99	1.59	29,911	15,921
PALAU	PL	1992	75	57,975	773 est				
	TOTAL		75	57,975		0.01	0.00	72	44
RUSSIA	PS	1992	2,126	1,413,790	665 est				
	TOTAL		2,126	1,413,790		0.20	0.11	2,036	1,083
SOLOMON IS	PL	1992	22,250	14,248,154	640				
	PS	1992	11,179	7,434,035	665 est				
	TOTAL		33,429	21,682,189		3.20	1.66	32,007	16,616
TAIWAN	LL.1	1992	9,500	21,435,100	2,256				
	LL.2	1992	4,300	33,740,000	7,847				
	PS	1992	220,000	146,300,000	665				
	TOTAL		233,800	201,475,100		22.39	15.44	223,854	154,403
TONGA	LL	1992	255	570,657	2,238				
	TOTAL		255	570,657		0.02	0.04	244	437
UNITED STATES	LL	1992	153	856,494	5,598 est				
	PS	1992	203,880	135,580,200	665 est				
	TR	1992	3,016	6,032,000	2,000 est				
	TOTAL		207,049	142,468,694		19.82	10.92	198,241	109,183
GRAND TOTAL			1,044,430	1,304,866,717		100.00	100.00	1,000,000	1,000,000

Table 5. Payment schedules based on two categories of participants. The total cost for the tuna research programme is assumed to be US\$ 1 million per annum. Payments by Category 2 participants are defined to be a multiple of the payment for Category 1 participants. Percentages of value were taken from Table 4.

FISHING NATION	VALUE %	CAT	CATEGORY 2 MULTIPLE					
			1.00	2.00	3.00	4.00	5.00	10.00
AUSTRALIA	0.83	1	58,824	47,619	40,000	34,483	30,303	18,868
FSM	0.28	1	58,824	47,619	40,000	34,483	30,303	18,868
FIJI	0.62	1	58,824	47,619	40,000	34,483	30,303	18,868
FR POLYNESIA	0.07	1	58,824	47,619	40,000	34,483	30,303	18,868
JAPAN	43.84	2	58,824	95,238	120,000	137,931	151,515	188,679
KIRIBATI	0.25	1	58,824	47,619	40,000	34,483	30,303	18,868
KOREA	22.73	2	58,824	95,238	120,000	137,931	151,515	188,679
MARSHALL IS	0.01	1	58,824	47,619	40,000	34,483	30,303	18,868
NEW CALEDONIA	0.38	1	58,824	47,619	40,000	34,483	30,303	18,868
NEW ZEALAND	1.24	1	58,824	47,619	40,000	34,483	30,303	18,868
PHILIPPINES	1.59	1	58,824	47,619	40,000	34,483	30,303	18,868
PALAU	0.00	1	58,824	47,619	40,000	34,483	30,303	18,868
RUSSIA	0.11	1	58,824	47,619	40,000	34,483	30,303	18,868
SOLOMON IS	1.66	1	58,824	47,619	40,000	34,483	30,303	18,868
TAIWAN	15.44	2	58,824	95,238	120,000	137,931	151,515	188,679
TONGA	0.04	1	58,824	47,619	40,000	34,483	30,303	18,868
UNITED STATES	10.92	2	58,824	95,238	120,000	137,931	151,515	188,679
TOTAL	100.00		1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000

Table 6. Payment schedules based on four categories of participants: small-value (Category 1), medium-value (category 2), large-value (Category 3), and very large-value (Category 4). The total cost for the tuna research programme is assumed to be US\$ 1 million per annum. Payments by participants of Category 1, 2 and 4 are defined to be a multiple of the payment by Category 3 participants.

PAYMENT MULTIPLES	CAT	MULTIPLE	MULTIPLE	MULTIPLE
	1	1.00	0.10	0.10
	2	1.00	0.50	0.50
	3	1.00	1.00	1.00
	4	1.00	2.00	5.00
FISHING NATION	CAT	PAYMENT	PAYMENT	PAYMENT
AMERICAN SAMOA	1	34,483	4,673	2,994
COOK ISLANDS	1	34,483	4,673	2,994
NAURU	1	34,483	4,673	2,994
NIUE	1	34,483	4,673	2,994
NORTHERN MARIANAS	1	34,483	4,673	2,994
TOKELAU	1	34,483	4,673	2,994
TUVALU	1	34,483	4,673	2,994
VANUATU	1	34,483	4,673	2,994
WALLIS AND FUTUNA	1	34,483	4,673	2,994
GUAM	2	34,483	23,364	14,970
FRENCH POLYNESIA	2	34,483	23,364	14,970
KIRIBATI	2	34,483	23,364	14,970
MARSHALL ISLANDS	2	34,483	23,364	14,970
PALAU	2	34,483	23,364	14,970
TONGA	2	34,483	23,364	14,970
WESTERN SAMOA	2	34,483	23,364	14,970
AUSTRALIA	3	34,483	46,729	29,940
FSM	3	34,483	46,729	29,940
FIJI	3	34,483	46,729	29,940
NEW CALEDONIA	3	34,483	46,729	29,940
NEW ZEALAND	3	34,483	46,729	29,940
CHINA	3	34,483	46,729	29,940
PHILIPPINES	3	34,483	46,729	29,940
RUSSIA	3	34,483	46,729	29,940
SOLOMON ISLANDS	3	34,483	46,729	29,940
JAPAN	4	34,483	93,458	149,701
KOREA	4	34,483	93,458	149,701
TAIWAN	4	34,483	93,458	149,701
UNITED STATES	4	34,483	93,458	149,701
TOTAL		1,000,000	1,000,000	1,000,000

The payment schedules in this worked example could easily be modified to account for more than two categories (and to include certain participants not included above due to lack of data). A second possibility is a **four category** system including small-value (American Samoa, Cook Islands, Nauru, Niue, Northern Marianas, Tokelau, Tuvalu, Vanuatu, Wallis and Futuna), medium-value (Guam, French Polynesia, Kiribati, Marshall Islands, Palau, Tonga, Western Samoa), large-value (Australia, Federated States of Micronesia, Fiji, New Caledonia, New Zealand, People's Republic of China, Philippines, Russia, Solomon Islands) and very large-value categories (Japan, Korea, Taiwan, United States). In this example of a four-category system, each category is defined by the value of the catch: small-value is defined as positive but negligible value; medium-value is defined as non-negligible but less than 0.28 (the FSM level); large-value is defined as greater than or equal to 0.28 and less than 1.66 (the Solomon Islands level); and very large-value is defined as greater than 1.66. The cut-off levels defining each category are subjective, but once the cut-offs have been accepted, the system is entirely objective. Under a four-category system, which now includes 29 participants, the payments by most participants would almost certainly be less than the payments given in Table 5, and are summarized in Table 6.

An alternative approach might be to base the categories on the value of the catch to coastal states, where value is accrued from domestic fisheries and/or from access agreements. (This would be a form of "information user-pays" approach considered earlier). The preceding approach, for example, takes no account of where catch is taken and access payments which have already accrued. An advantage of this **research levy** type of approach would be that payments by DWFNs would be made through coastal states, rather than as direct participants; coastal states would therefore have almost full control over the research programme. One possible disadvantage might be that DWFNs would probably not support (i.e. provide data and scientific expertise to) the research programme to the same degree as if they were full participants. In practice however, DWFNs have contributed to OFP activity where they have been able (Japan in particular). The real question perhaps is why DWFNS would contribute to a programme of which they are not even clients under present arrangements. A further practical difficulty existing at present is the disparity in fee levels payable under the one existing multilateral arrangement, and the various bilateral arrangements in force. This may considerably complicate the research levy type of approach, particularly as another multilateral arrangement is also under discussion.

Conclusion: Adoption of any of the user-pays options outlined would obviously require decisions at the political level. This is particularly the case where most major users of the resource remain outside existing regional organizations. Some of the options available are nevertheless drawn to the attention of Standing Committee, in view of the obvious difficulties the OFP is facing under existing arrangements for funding support. SCTB may wish to draw the options to the attention of RTMF, or given the urgency of the present situation, through the current chairman of RTMF to CRGA/Conference.

6. THE FIVE-YEAR OFP OPERATIONAL PLAN

Originally intended for the period 1992-1996 inclusive, following the development by SCTB of the Strategic Plan (see Annex 1), the plan is now realistically likely to cover 1994-1998 inclusive. As noted in previous sections, considerable uncertainty persists with respect to implementation of such a plan, especially with respect to the all important funding support necessary to pursue stated objectives.

- OFP funding beyond the present year remains uncertain at best, putting at risk continuing central activities of the OFP; the Statistics and Monitoring activity, and part of the Assessment and Modelling activity should however be secure, at least in the short term.
- implementation of SPR TRAMP, the source of any new activity during the period under consideration, has been delayed, and may yet encounter further procedural difficulties.

It is therefore proposed that the basis of the five year operational plan described here be the ongoing Statistics and Monitoring function of the OFP, SPR TRAMP activity as proposed, and a level of Tuna Research Section activity (Biological Research, and Assessment and Modelling) as funding permits.

OCEANIC FISHERIES PROGRAMME (OFP) ESTABLISHMENT DETAILS

POSITION	CONTRACT EXPIRY	FUNDING SOURCE	NAME
Administration			
Oceanic Fisheries Coordinator (OFC)	20/06/96	AusAID	Dr A.D. Lewis (Australia)
Computer Systems Supervisor (CSS)	30/09/95	OFP general	R. Price (USA)
Project Assistant/OFP (PA/OFP)	vacant		-
Documents/Project Assistant (DPA)	13/11/95	OFP general	H. Ixeco (France)
Fisheries Statistics Section			
Fisheries Statistician (F/STAT)	02/09/96	France	T. Lawson (Canada)
Fisheries Database Supervisor (FDS)	13/10/96	France	P. Williams (Australia)
Research Officer/Analyst (RO/ANL)	06/06/96	OFP general	E. Schneider (France)
Data Entry Technician (DET)	13/11/95	France	E. Wantar (France)
Data Entry Technican (DET)	26/08/96	France	S. Savea (France)
Tuna and Billfish Research Section			
Principal Fisheries Scientist (PFS)	11/10/96	AusAID	Dr J. Hampton (Australia)
Senior Fisheries Scientist (visiting) (SFS)	vacant	-	-
Senior Fisheries Scientist (Modeller)	vacant	-	-
Fisheries Research Scientist (FRS)	vacant	-	-
Programmer Research Officer (PROG/RO)	28/08/96	AusAID	D. Burgess (New Zealand)
South Pacific Regional Tuna Resource Assessment and Monitoring Project (SPR TRAMP)			
Senior Fisheries Scientist (Biologist) (SFSL)	15/01/98	EU	Dr P. Lehodey (France)
Senior Fisheries Scientist (Modeller) (SFSB)	15/01/98	EU	Dr M. Bertignac (France)
Research Officer (Data) (ROD)	26/01/98	EU	B. Kaltongga (Vanuatu)
Biological Technician (field) 2	Not yet recruited	EU	
Port Sampling and Observer Supervisor (PSOS)	18/02/98	EU	P. Sharples (UK)
Scientific Observer	16/02/98	EU	D. Brogan (Ireland)
Scientific Observer	18/02/98	EU	F. Viala (Fiji)
Scientific Observer	17/02/98	EU	S. Fukofuka (Tonga)
Scientific Observer		EU	(Under recruitment)