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Scientific, Technical and Economic Committee for Fisheries (STECF)

Review of DC MAP – Part 1 (STECF-13-06)

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held from 8 to 12 April 2013 in Brussels, Belgium

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SCIENTIFIC, TECHNICAL AND ECONOMIC COMMITTEE FOR FISHERIES (STECF)

Review of DC MAP –Part 1 (STECF-13-06)

THIS REPORT WAS REVIEWED DURING THE PLENARY MEETING HELD IN BRUSSELS, BELGIUM, 8 – 12 APRIL, 2013

Request to the STECF

STECF is requested to review the report of the STECF Expert Working Group meeting, evaluate the findings and make any appropriate comments and recommendations.

Review the report of the EWG plus advice on planning of next steps (drafting of the external reference documents; involvement of end-users; preparation of guidelines on EMFF OPs and AWP; issues resulting from the 1st meeting.

Observations of the STECF

STECF notes that the working group addressed the extensive list of terms of reference based on *which* data needs to be collected and *how* this data should be collected. The main points for consideration raised by the participants consisted of the issues of flexibility of the DC-MAP, the process for including or excluding variables to be collected, the roles of end users, effects on data collection after the introduction of the discard ban, data quality and the transition period between the DCF and the DC-MAP. Other issues addressed were the duplication of data collection from other EU regulations, the allocation of economic data to the regional level as well as issues relating to storage of data in regional and supra-regional (pan-European) databases. Terms of reference not mentioned above will, if required, be picked up at the follow-up meeting (STECF-EWG 13-05, 10-14 June 2013).

The Commission has announced that it is likely that the current DCF will be prolonged for a three-year period (2014-2016). Within this period, the DC-MAP will come into force. However, the funding for data collection within the EMFF will be available from the start of 2014. Furthermore, STECF observes that the EMFF proposal contains funding options for coordination between MS in addition to the core DC-MAP budget line which may increase the efficiency of invested funds for data collection.

Previous STECF EWGs have considered the need to move away from the overprescriptive data collection obligations in the DCF to a system allowing for flexibility. To ensure the required flexibility, the Commission has proposed to have certain elements setting out details for data collection in a separate document, the Master Reference Register (MRR), which can be amended relatively easily by delegated acts. STECF notes that the MRR may be an efficient tool to ensure the flexibility and suggests that the register should include all data requirements and associated documentation while the DC-MAP should contain the legal framework.

Most of the variables of the current DCF are relevant and are likely to be included in the MRR. Therefore, STECF considers that the starting point for evaluating which variables that should remain

in the MRR should be those included in the current DCF. Other candidate variables for the DC MAP not currently included in the DCF should also be subject to the same evaluation process.

STECF notes that there should be a clear and objective decision-making process for changes to be made to the MRR to ensure there is a proven need for the changes. To this end, STECF proposes a seven-step process for evaluating the proposed changes in data collection in terms of the 1) need and relevance, 2) impacts, 3) feasibility, 4) methods, 5) costs, 6) data quality and 7) data use.

In order to differentiate the role end users can play STECF proposes the following classification of end users:

- Type 1: Main end users for whom the DCF/DC-MAP was designed, including the Commission, any bodies such as ICES and STECF designated by the Commission to provide them with recurrent advice directly supporting CFP decision making, and other fishery management bodies such as RFMOs, GFCM and EU governments using DC-MAP data to implement their fishery management policies.
- Type 2: Other bodies such as Advisory Councils or subcontractors from whom the Commission may request advice or analysis based on DC-MAP data
- Type 3: All other bodies such as NGOs, Fishermen's organisations and Universities with an interest in using DC-MAP data for their own purposes.

STECF notes that a formal consultation system for addressing the requests from type 1 end-users has been proposed by the EWG 13-02 and considers that if implemented, this proposal will facilitate effective end-user engagement. STECF does not consider it necessary to set up a formal system to address possible requests from type 2 and 3 end users and suggests that such requests are dealt with on an ad-hoc basis by the Commission. The end-user consultation process should not be fixed on a yearly basis but rather depending on the requests from type 1 end users. However, it could be useful to set up regular check-points (e.g. every 3 years) for an overall evaluation of included variables.

STECF has previously recommended the establishment of joint databases as an important tool to enhance coordination and transparency. Regional databases of biological and transversal data are in the process of being implemented in some regions. It is important that this momentum is kept to support and enable the regional approach in data collection. Economic data is, with the exception of the Mediterranean region, collected at a supra-regional level and not at regional level. Economic data will therefore not be included in the regional databases for regions outside the Mediterranean.

STECF noted that the collection of economic data on the regional level and metier level will continue to be problematic for fleets that split their effort between regions and/or metiers. Such data will continue to be collected at the Supra-regional level only. Disaggregation to lower levels will need to be undertaken using statistical modelling. The issue of allocating economic data to the regional or métier level has been discussed in the report Bio economic Modelling Applied to Fisheries with R/FLR/FLBEIA (JRC Scientific and Policy Reports, JRC 79217) and during the Workshop on European economic database and on disaggregation of economic data as related to the DCF (Malta, 8 – 12 October, 2012). However, a methodology for the allocation has so far not been agreed. In an attempt to develop and agree appropriate methodology, STECF suggests that the method proposed above be examined by the PGECON meeting in May 2013 for its general application.

STECF notes that it is too premature to advise on how the anticipated discard ban in the proposal for a Common Fisheries Policy (COM(2011) 425 final) will affect the monitoring of catches. Likely, the needs for data will not change, but possibly the methods for collecting the data will change under the new CFP. STECF observes that the change from the collection of discard data for scientific purposes to being a legal requirement could influence the discarding practices. Unless there is an efficient monitoring system covering all vessels there is a risk that discarding will depend on whether the discard is monitored or not.

The collection of transversal data is partly included in other EU regulations, in particular in the control regulation (EC) 1224/2009 and its implementation regulation 404/2011. STECF observes that as a general principle, duplication of data collection requirements should be avoided and different schemes be harmonised as far as possible on the EU level or as a minimum on the regional level.

STECF notes that if the quality of the data collected under other regulations does not meet the requirements of the DC-MAP, the data concerned could be included in the DC-MAP. Before such a step is taken, it should be investigated if it is possible to improve the quality in the primary data source. If that is not possible, STECF suggests that the Commission and Member States consider if it is feasible to use the DC-MAP as primary data source to avoid duplication of collection requirements.

In addressing the issue of data quality, the STECF suggests with reference to reports of previous STECF and EWG meetings that:

1. The DC-MAP and MRR should not include any prescriptive pre-defined precision targets
2. MS should design sampling schemes in accordance with best practice guidelines which include quality objectives.
3. MS should provide quality indicators in their National annual reports according to international standards (e.g. Eurostat) and as specified in the guidelines for annual reports.

It is not clear how and by whom the evaluations of the national operational programmes and annual work plans of the EMFF will be carried out. Under the DCF the national annual reports are evaluated annually. STECF suggests that the Commission considers whether annual evaluations are required and whether a more efficient and less administrative audit system could be developed.

Conclusions of the STECF

The outcomes from the EWG 13-02 provide valuable input to the drafting of the DC-MAP and MRR.

Future planning

After the EWG 13-02, the Commission started an end-user consultation regarding the data needs in the MRR. The Commission is encouraged to finalise the consultation process soon so that a draft of the DC-MAP and MRR can be provided in due time before the follow-up meeting (STECF-EWG 13-05, 10-14 June 2013). The ToRs of the meeting should primarily be based around this draft together with the outcomes from the PGECON that will meet in May.

EXPERT WORKING GROUP EWG-13-02 REPORT

REPORT TO THE STECF

**EXPERT WORKING GROUP ON
Review of DC MAP- Part 1
(EWG-13-02)**

Ispra, Italy, 11 – 15 March 2013

This report does not necessarily reflect the view of the STECF and the European Commission and in no way anticipates the Commission's future policy in this area

1 EXECUTIVE SUMMARY

Recognising that most of the Terms of Reference had already been addressed at previous EWG, Regional Coordination Meetings and Liaison Meetings, the expert group decided, based on the outline of the DC-MAP and the participants' experiences with the DCF, to identify issues which, according to the group, should be given special attention when setting up the DC-MAP. To this end each participant presented up to four issues which she/he would like to see addressed during the meeting.

Based on the presentations the EWG agreed to concentrate on the following headings:

- 1) Need for flexibility in data to be collected and in methods to be applied,
- 2) Process for deciding on data to be included in the DC-MAP,
- 3) Role of end users,
- 4) Data to be included or not included,
- 5) Consequences of implementation of landing obligation (discard ban),
- 6) Data quality, handling and availability,
- 7) Transition from DCF to DC-MAP.

This approach meant that a few items of the TOR were not addressed at the meeting but postponed to the second meeting of the EWG planned to take place in June, 2013.

Previous STECF EWGs have considered in some detail the need to move away from the overly-prescriptive data collection obligations in the DCF to a set up that is end user driven, allowing for flexibility in what and how much data to be collected and in methods to be applied. To ensure the required flexibility it has been proposed in the Outline for the DC-MAP 2014 - 2020¹ to have certain elements setting out details for data collection in a separate document, the 'Master Reference Register' (MRR) which can be amended relatively easy by Commission decision.

The EWG13-02 believes that the MRR may be an efficient tool to ensure the flexibility and suggests that the register should include all data requirements and associated documentation while the DC-MAP should contains the legal framework.

The EWG 13-02 was not in a position to develop the detailed content and structure of the MRR. The starting point for this work should be a review of the existing DCF Decision, in consultation with end users, to identify data being used, and data not being used or of limited use, and following as far as possible the general criteria outlined in the section on "Process for evaluating changes to data included in DC-MAP".

The EWG 13-02 suggests that the MRR should be published alongside the other DC-MAP documents and that it would be useful to have a DC-MAP website providing easy access to all documentation, which could be accessible to the public to ensure transparency.

The EWG 13-02 furthermore believes that there should be a clear and objective decision making process for changes to be made to the MRR to ensure there is a proven need for the changes, and that the anticipated benefits of the changes are clearly demonstrated in relation to the costs of collecting and processing the data. To this end the EWG 13-02 proposes a seven-step process evaluating the proposed changes in data collection in terms of the 1) need and relevance, 2) impacts, 3) feasibility, 4) methods, 5) costs, 6) data quality and 7) data use.

¹Outline for the EU DC-MAP 2014-2020. Document presented by DG MARE as a basis for discussion with the National Correspondents for Data Collection on 12 February 2013

The role of end users has been addressed at previous EWG and STECF meetings and the general recommendation is that the data collection should be end user driven. The present report contains a short summary of the findings in the reports of previous meetings, addresses the definition and classification of end users and suggests a process for involvement of end users in the decision on data to be collected.

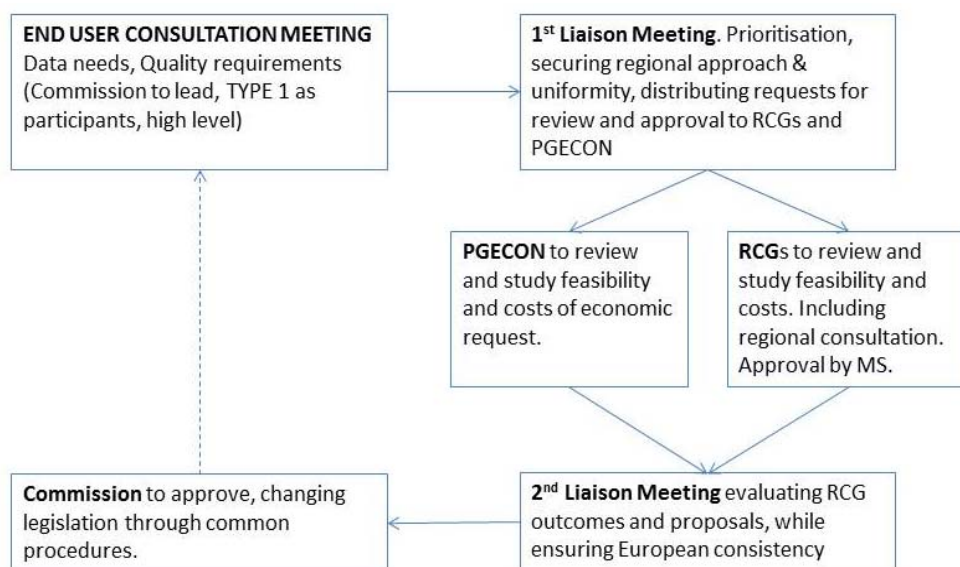
It has at previous meetings been suggested that there is a need to classify end users to differentiate in the role end users can play. The EWG 13-02 proposes the following classification of end users:

Type 1: Main end users for whom the DC-MAP was designed, including the Commission, any bodies such as ICES and STECF designated by the Commission to provide them with recurrent advice directly supporting CFP decision making, and other fishery management bodies such as RFMOs, GFCM and EU governments using DC-MAP data to implement their fishery management policies.

Type 2: Other bodies such as Advisory Councils or subcontractors from whom the Commission may request advice or analysis based on DC-MAP data

Type 3: All other bodies, such as NGOs and Universities, with an interest in using DC-MAP data for their own purposes.

The EWG 13-02 furthermore proposes the consultation process illustrated in the flowchart below to include type 1 end users in the decision process data to be included in the DC-MAP.



The EWG 13-02 does not consider it necessary to set up a formal system to address possible requests from type 2 and 3 end users and suggests that such requests are dealt with on *ad hoc* basis by the Commission.

It is likely that the new CFP will include commitments for Member States, in close cooperation with the Commission, to coordinate their data collection activities with other Member States in the same region. To facilitate this, the EWG 13-02 suggests that Regional Coordination Groups (RCG) are given a central role in the consultation process as illustrated in the flowchart above.

Economic data is to be collected at supra region level and the EWG 13-02 suggests that economic issues are addressed by the Planning Group on Economic Issues (PGECON). This means that the RCGs will mainly be dealing with transversal and biological data issues while economic data will be handled by the PGECON.

STECF has previously recommended the establishment of joint databases as an important tool to enhance coordination and transparency. Regional databases of biological and transversal data are already being implemented. It is important that this momentum is kept to support and enable the regional approach in data collection.

Economic data is, with the exception of the Mediterranean region, collected at a supra regional level and not at regional level. Economic data will therefore not be included in the regional databases for regions outside the Mediterranean.

To enhance the coordination and transparency on economic data the EWG 13-02 proposes the establishment of a European database of economic and transversal data and suggests that the economic database already set up by JRC could be a starting point for the implementation of the database.

To be able to combine biological and economic data the expert group suggests the DC-MAP to include provisions which allow end users to ask for additional disaggregation of economic data. Such disaggregation should be based on use of models and should not result in additional requests for data to be collected.

The EWG 13-02 discussed the possible inclusion of new data in the DC-MAP. The following data areas were discussed:

1. Transversal data
2. Recreational Fisheries
3. Marine Strategic Framework Directive (MSFD)
4. Bycatches of seabirds in fisheries
5. Bycatches of cetaceans in fisheries
6. Data collection on eels
7. Data collection on salmon
8. Fresh water resources
9. Production of Advice
10. Genomic monitoring to identify relatedness of populations and genetic contamination from cultured fish
11. Aquaculture data
12. Social and/or socio-economic data
13. Research vessel survey data

The collection of transversal data is partly included in other EU regulations, especially the so called control regulations. As a general principle duplication of data collection requirements should be avoided. It needs to be ensured, however, that data collected under other regulations is available to DC-MAP end users where relevant and that the data has the required quality. If the quality of the data collected under other regulations does not meet the requirements in the DC-MAP collection of the data concerned could be included in the DC-MAP. Before such a step is taken it should be investigated if it is possible to improve the quality in the primary data source. If that is not possible the EWG 13-02 suggests that the Commission and Member States consider if it is feasible to use the DC-MAP as primary data source to avoid duplication of collection requirements.

The EWG 13-02 considers it unlikely that the introduction of landing obligation will require a change in the biological variables to be collected. However, it may have a large impact on the methods to be used in the collection of the data.

In addressing the issue of data quality the EWG 13-02 suggests with reference to reports of previous STECF and EWG meetings that:

1. The DC-MAP should not include any pre-defined quality targets

2. MS should design sampling schemes in accordance with best practice guidelines
3. MS should provide quality indicators (QI) in the annual report according to international standards (i.e. Eurostat) and as specified in the guidelines for annual reports .

The EWG 13-02 finally discussed the transition from DCF to DC-MAP and concluded that a transition period from DCF to DC-MAP of several years should be foreseen for those parts of the data collection where completely new variables are to be introduced or in cases of significant expansions (e.g. into freshwater/territorial areas).

2 INTRODUCTION

In parallel with the reform of the Basic Regulation on the Common Fisheries Policy and the Regulation on the European Maritime and Fisheries Fund (EMFF), the Commission is currently preparing a proposal for a new EU Multi-Annual Programme for data collection for the period 2014-2020 (EU DC-MAP).

Articles 37 and 38 of the proposal for a Basic Regulation on the Common Fisheries Policy (COM(2011) 425 final) set out the broad obligations for Member States to collect biological, technical, environmental and socio-economic data and to cooperate regionally. The EMFF will serve as the financial pillar of the future EU data collection programme.

Member States will outline the data collection activities to be implemented under the DC-MAP in the EMFF Operational Programme chapter on data collection (Article 20 of the EMFF Proposal COM(2011) 804 final) and in Annual Work Plans (AWPs) (Article 23 of EMFF Proposal). The DC-MAP will be adopted as soon as the new Basic Regulation and the EMFF regulation are adopted by Council and the European Parliament.

This item has been on the agenda of several STECF EWG meetings and experts invited to participate in this EWG are requested to familiarize themselves with documents listed in the Annex in preparation for the EWG.

2.1 Terms of Reference for EWG-13-02

STECF is requested to advice on the contents of the DC-MAP. When reviewing the draft DC-MAP, the following issues shall be considered in detail (based on draft outline and roadmap):

- Data to be collected (Provisions on a multi-annual sampling programme, at-sea monitoring of commercial and recreational fisheries, a scheme for research survey)
- The "Master Reference Register, (MRR)" that is separate from the legal document (Delegated Act), and in a form that makes changes to it easier.
- Fisheries dependent biological data
- A list of core variables, to be sampled during the entire period will be listed complemented by lists of optional data, to be decided on an annual base ('Master Reference Register' (MRR)),
- Commercial fisheries (métier-based approach; discard data /unwanted catches)
- The definition of variables and the development of data quality targets (currently unattainable)
- Quality assurance systems (independent and internationally agreed)
- Recreational fisheries (regionally specific)
- Research surveys at sea (Fisheries independent biological data)

- Transversal variables
- Economic and socio economic data for fisheries (protocols developed by Eurostat); Combined biological and economic/ socio-economic data
- Aquaculture and the processing industry (including fresh water and biological variables)
- Effects on the eco-system. (By catch: The Seabird Action Plan (COM(2012) 665 final) and the COM Communication (COM/2011/0578 final) on Reg. 812/2004 on cetacean bycatch refer to the possible use of DC-MAP for the collection of bycatch data on protected species; MSFD).
- Data storage methods, data management and data use (Provisions on transmission to end users and rules on access; Regional Databases)
- Provisions on enhanced coordination and cooperation on a regional level (MS national correspondents, EU end users (Commission, STECF); non EU end users (ICES, GFCM) involvement Advisory Councils).
- The necessity and feasibility of additional new parameters proposed to be monitored in surveys: Stomach content (ICES) for food web analysis and population dynamics. Genomic monitoring (STECF 12-1/7) to identify relatedness of populations, genetic contamination from cultured fish

Annex:

- STECF EWG 11-02, on the functioning of the current DCF system and on possible improvements for the future.
- STECF EWG 11-19, which carried out a SWOT Analysis of DCF.
- STECF EWG 12-01, concentrated on content issues of the DC-MAP, and highlighted necessary decisions on the governance structure, but did not deal with it in detail.
- STECF EWG 12-15, concentrated on content issues of the DC-, and considered the decision-making processes under the DC-MAP.
- Council regulation 199/2008
- Commission decision 93/2010
- STECF plenary reports in 2011 and 2012 (i.e. sections on DCF)
- RCM recommendations such as the Oostende Declaration
- ICES WKPICS
- PGCCDBS / PGMed
- RDB Steering Committee / Mediterranean RDB Meeting
- Workshop on aquaculture data collection
- Evaluation of the DCF by MRAG
- Outline/roadmap of DC-MAP

3 GLOSSARY

AWP	Annual Work Plan
DCF	Data Collection Framework
DC-MAP	Data Collection – Multi Annual Programme
EMFF	European Maritime and Fisheries Fund
EUCM	End User Consultation Meeting
LM	Liaison Meeting

MSFD	Marine Strategy Framework Directive
MRR	Master Reference Register
PGCCDBS	Planning Group on Commercial Catches, Discards and Biological Sampling
PGECON	Planning Group on Economic Issues
RCG	Regional Coordination Group
RCM	Regional Coordination Meeting
RFMO	Regional Fisheries Management Organisations
WKPRECISE	ICES Workshop on methods to evaluate and estimate the precision of fisheries data used for assessment
WKPICS2	ICES Workshop 2 on practical implementation of statistical sound catch sampling programmes
WKESDCF	ICES Workshop on Eel and Salmon DCF

4 METHOD

Recognising that most of the Terms of Reference had already been addressed at previous EWG, Regional Coordination Meetings and Liaison Meetings, the expert group decided, based on the outline of the DC-MAP and the participant's experiences with the DCF, to identify issues which, according to the group, should be given special attention when setting up the DC-MAP. To this end each participant presented up to four issues which she/he would like to see addressed during the meeting.

Based on the presentations the EWG drew up an agenda for the meeting including the following headings:

- 8) Role of end users
- 9) Data to be included or not included
- 10) Need for flexibility in data to be collected and in methods to be applied
- 11) Process for deciding on data to be included in the DC-MAP
- 12) Consequences of implementation of landing obligation (discard ban)
- 13) Transition from DCF to DC-MAP
- 14) Data quality, handling and availability.

This approach meant that a few items of the TOR were not addressed at the meeting but postponed to the second meeting of the EWG planned to take place in June, 2013.

5 LAYOUT OF THE DC-MAP

5.1 Need for Flexibility

Previous STECF EWGs have considered in some detail the need to move away from overly-prescriptive data collection obligations that impede the ability to respond to changing end-user needs. For example EWG 12-01 agreed that a core data collection programme has to be defined with possibilities of adding future needs, but noted the trade-off between stability and flexibility. Adding new data to be collected or deleting parts from the data collection programme causes changes to costs in an economic sense, e.g. by the decision making process. EWG 12-01 advised that the expected costs of changing or adding or deleting parts of the data collection programme shall be taken into account, when the governance structure of the new data collection programme is set up legally.

EWG 12-15 stated that: “after the first set-up of the core data collection programme, a clear decision process is needed in order to deal with adaptation and changes. The group agreed that the core programme needs special protection against arbitrary changes. One solution could be that all Member States have to vote in favour of a proposed change, one could be a veto right for the EU-commission. This includes, that the acceptance process of amending the data collection programme without affecting the core programme must not be as costly and sophisticated as an amendment of the core programme, in order to get a more flexible and end-user driven data collection framework. The principle body to deal with proposed changes and amendments shall be the respective Regional Coordination Group(s) (RCG). Here it must be assured, that an arbitrary increase in data collection obligations placed on Member States can be avoided.”

EWG 13-02 agrees that there should be provision in DC-MAP to introduce new data sets, alter the frequency, coverage or desired precision of existing data collection, or terminate data series no longer needed, ideally without the need for changes to legal documents, and to modify the Master Reference Register (MRR) accordingly. However there has to be a clear and objective decision making process to ensure there is a proven need for changes to data collection, and that the anticipated benefits of the changes are clearly demonstrated in relation to the costs of collecting and processing the data. The potential impacts of any re-allocation of national resources on other data collection programmes must also be considered. The stability of programmes and continuity of key time series is needed (EWG 12-01).

5.2 DC-MAP and Master Reference Register

To ensure the required flexibility it has been proposed in the Outline for the DC-MAP 2014 - 2020² to have certain elements of the current Commission Decision 2010/93/EU setting out details for data collection in a separate document, the 'Master Reference Register' (MRR). Despite being part of the legal framework the MRR is separate from the Commission Decision, catering for a relatively easy procedure for adaptation of the document. The idea is that the DC-MAP legal instrument would merely determine the rules for constituting and changing the MRR.

The EWG13-02 believes that the MRR should include all data requirements and associated documentation while the DC-MAP only contains the legal framework. The MRR will provide means for changing data collection without altering legal texts, streamlining the process of continuous improvement in the evidence base for management decisions and in the cost effectiveness of data collection. It should be published alongside the other DC-MAP documents and it would be useful to have a DC-MAP website providing easy access to all documentation, which could be accessible to the public to ensure transparency.

EWG 13-02 was not in a position to develop the detailed content and structure of the MRR but in section 7 of this report discusses the data to be included in the MRR.

However there is a need to help the Commission in developing the MRR approach and structure. The starting point for this work should be a review of the existing DCF Decision, in consultation with end users, to identify data being used, and data not being used or of limited use, and following as far as possible the general criteria outlined in section 6.2 on “Process for evaluating changes to data included in DC-MAP”.

The legal set up of the DC-MAP and MRR is illustrated in Figure 1.

²Outline for the EU DC-MAP 2014-2020. Document presented by DG MARE as a basis for discussion with the National Correspondents for Data Collection on 12 February 2013

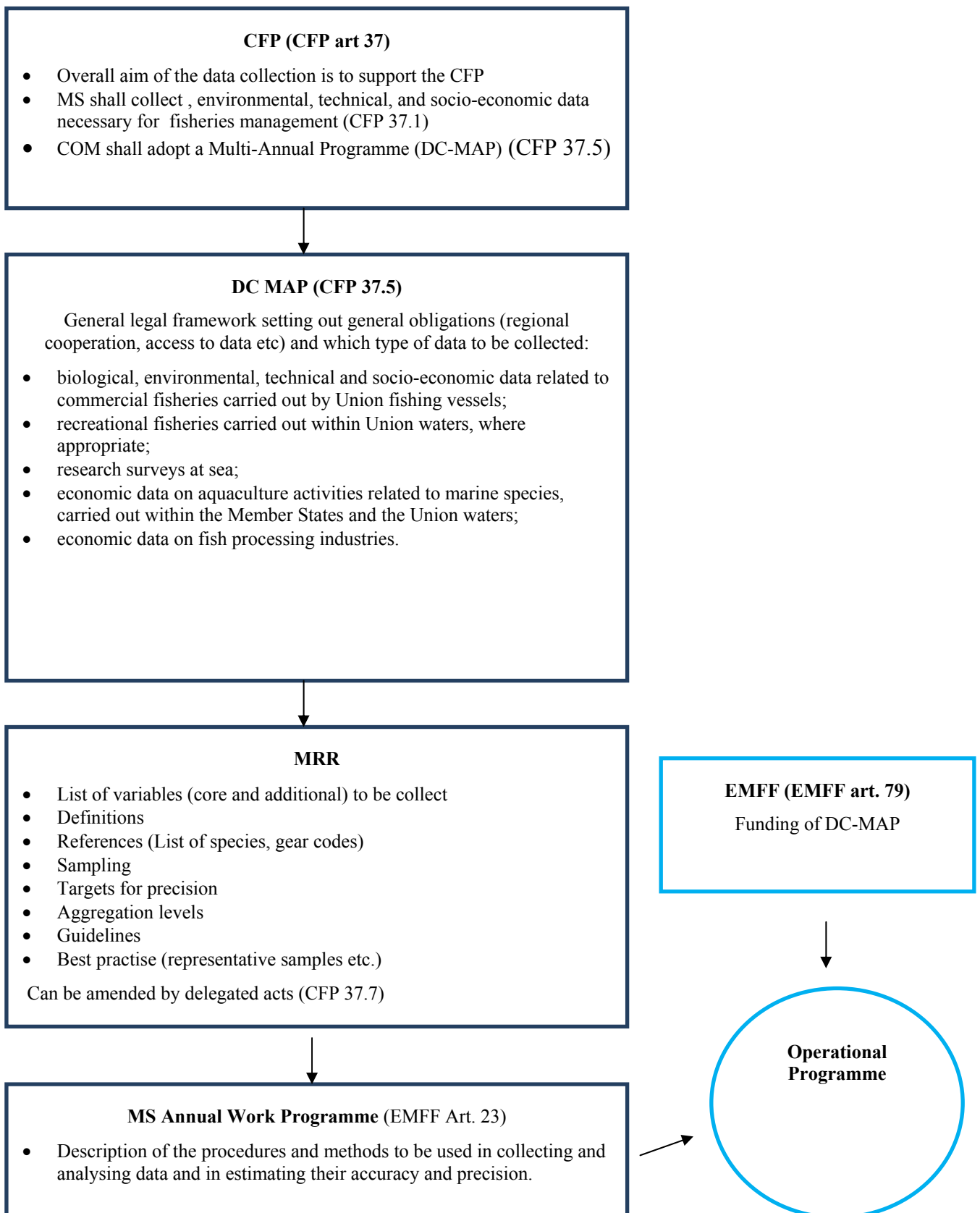


Fig.1. Illustration of the legal set up. Source: Council general approach of CFP COM(2011)425 final of the 28th of February 2013, Council general approach of EMFF COM(2011)804 final of the 29 October 2012 and Commission outline for EU DC-MAP 2014-2020.

6 PROCESS FOR DECISION ON DATA TO BE INCLUDED IN THE DC-MAP

6.1 Role of End Users

6.1.1 Definition of the End User

According to article 37 of Council general approach of CFP COM(2011)425 final of the 28th of February 2013 “Member States shall collect biological, environmental, technical, and socio-economic data necessary for fisheries management, manage them and make them available to end users of scientific data, including bodies designated by the Commission. The End Users are in the general approach (and in Council Regulation 199/2008) defined as: ‘bodies with a research or management interest in the scientific analysis of data in the fisheries sector’.

Article 18 of Council Regulation 199/2008 defines that MS shall provide detailed and aggregated data to End Users: (a) as a basis for advice to fisheries management, including to Regional Advisory Councils; (b) in the interest of public debate and stakeholder participation in policy development; (c) for scientific publication.

The regulation also stipulates rights and obligations for End Users regarding access and use of data collected under the DCF, e.g. the level of access to data and the obligation to duly acknowledge the source of data.

6.1.2 Expectations on End User role according to various groups

In order to provide an overview on the expectations on End User roles in Data Collection, the following section provides a brief overview of findings in relevant Expert Group reports.

SGRN 06-03:

While preparing the transition from DCR to DCF, SGRN 06-03 in its meeting in November 2006 already indicated that data collection should be End User driven. To facilitate this, SGRN 06-03 identified the current and expected data needs of the prime end-users of DCR-data (ICES, STECF, NAFO, GFCM, CECAF, ICCAT, IOTC and CCAMLR) and (ii) the data needs with regards to eel and the ecosystem approach.

Regarding End User influence on the DCR, SGRN 06-03 already identified the risk that too much flexibility in the DCR would bear the risk that the system would get out of control due to the number of requests for modification of the DCR. Thus, ‘the challenge will be to find a proper balance between flexibility, continuity and, ultimately, the cost of the data collection framework.’

SGRN 06-03 also indicates how End Users should be involved in review of the list of eligible surveys.

EWG 12-01:

EWG 12-01 states that: ‘The proposed flexibility in the new DCF should result in data which can be better used by endusers. Therefore, end users should be in a position to be able to explain what data they need’.

EWG 12-01 states that End Users as well as their scientific needs have to be clearly defined.

Also, EWG 12-01 indicates that ‘End-user priorities (..) have to be ranked by the RCGs in order to design regional work plans within the (limited) capital and human resources’.

The End User involvement is considered ‘to be important to manage expectations and to avoid increasing (demand-led) obligations set against a static or diminishing national resource availability,

but more importantly to improve transparency between Member States' activities and the end-user requirements'.

EWG 12-01 recommends: '(..)relevant end-users to collaborate fully in RCM activities when assessing and agreeing priorities within regional sampling programmes'.

While indicating the risk for a very wide variety of End Users, EWG 12-01 states that the end user definition needs to be very open.

EWG 12-01 also specifies the inclusion of End User participation in the survey review process.

EWG 12-15:

In its review of EWG 12-15, STECF 13-01 stated that 'It is also important to clarify and agree who the end users of the data will be, who should be given access and at what level of aggregation data should be delivered'.

Furthermore, STECF states that regarding the collection of social data, a pilot study should be undertaken on the feasibility and constraints of collecting such data. However, STECF stresses that possible End Users shall be defined including the type of application.

EWG 12-15 states that End User shall be involved in specifying e.g. the stocks to be sampled, in close cooperation with the Regional coordinating bodies. A proposal for a process covering this involvement is provided by the meeting.

In general EWG 12-15 states that end users have to be defined clearly. Furthermore, EWG 12-15 stresses the need for a flexible DC-MAP to suit the need of the End User.

PGECON 2012:

PGECON foresees difficulty in addressing all end user needs as the definition of end user is wide ranging and indicates that: 'for the economic modules of the DCF, a certain degree of flexibility would be advisable. This will allow to adjust the data requirements in terms of level of aggregation and to include additional variables if a specific scientific or political need emerges or to exclude variables when they turn no longer needed. However, this flexibility should not exclude the necessity to also have stability in terms of the core of the economic data requirements'.

Also, PGECON states that 'the new regulation on the DCF should clearly define the governance structure (within RCMs or PGECON) that will allow end users' needs to be considered by Member States.' In addition, PGECON concluded that the new DCF 'should allow end users to ask for additional aggregation of the data. This request should be justified and discussed depending on the scientific advice that should be prepared and on the data availability'.

9th Liaison Meeting (2012):

The Liaison Meeting (LM) report incorporated the RCM LDF comment to 'specifically support the concept of regional approach to data collection and a need to strengthen links and cooperation with end users'.

Also, based on the Ostend declaration the LM states:

- End users will receive relevant, high quality data collected through an efficient regional basis.
- data collection programme builds on the experience of the current framework, to present a statistically-robust programme appropriate to more effectively coordinated regional data collection and with the priorities in line with the end-users needs.
- ... It will not be possible, also in the future, to provide detailed information which allows analytical assessment for all stocks. Thus, priorities have to be set and data requirements need to be specified in consultation with the end users.

- Regarding End user negotiation: ‘A cost-effective and efficient regional coordination process requires that end-users are able to prioritize their data requirements between objectives and within available resources.’

The regional coordination group provides the forum for communication between National Correspondents, the European Commission and other endusers regarding the establishment of regional priorities.

PGCCDBS 2012:

In its 2012 report, ICES’ PGCCDBS (ICES, 2012) states that ‘Care should be taken to ensure that the objectives of the regional sampling programmes are realistic and achievable within available resources. This requires strong linkages between the main end-users and the groups involved in design of regional data collection programmes.’

Also, PGCCDBS considers that the regional database will be a vital tool for development of regional data collection programmes and analysis of data to provide outputs for end-users, and recommends that the development and ongoing support of the RDB are included in the revision of the DCF.

On setting the objectives for regional sampling programmes: PGCCDBS and the RCMs, in communication with endusers, agree on primary objectives for regional sampling programmes, and to actively support the work of Member States in the promotion of best practice (as set out in ICES workshops dealing with fishery sampling designs, including WKPRECISE, WKMERGE, WKPICS and SGPIDS).

Draft evaluation of DCF (MRAG report):

MRAG highlights the discrepancy between aggregation level of data use, e.g. at metier level versus the level of data collection at (e.g. stock level) required by end users. Hence, better coordination and harmonisation is needed to improve the match of the end user needs.

Based on end user interviews and questionnaires, MRAG found that the main end users consider the DCF useful, however, the end users indicate that the current DCF lacks end user focus and as a huge bureaucratic overhead.

End users clearly state that there is an urgent need for end user consultation to set priorities for data collection.

6.1.3 Definition and classification of End User under DC-MAP

6.1.3.1 Definition of End Users

The definition given in section 6.1 does not fully cover the data provision requirements for end users. To include and facilitate these requirements and to cover the needs for providing socio-economic data for public debate, one option is to define end users under the DC-MAP as: <‘*bodies with interest in the scientific analysis of data in the fisheries sector for research, management or public debate purposes*’

This definition specifically serves the DC-MAP use of data, as under the proposed CFP, only ‘End Users of scientific data’ are defined. A key part of the data utilised by end users is collected under the Control Regulations (Council Regulation (EC) 1224/2009 and Commission Implementation Regulation (EU) 404/2011). The end users of these data are not clearly defined in the Control Regulations. To ensure that these data is made available to end users as defined in the DC MAP it may be necessary to explicit address this potential mismatch in end users access to data in the DC MAP.

6.1.3.2 Classification of End Users

As indicated in several earlier meetings, there is a need to classify end users to differentiate in the role End Users can play in the decision making process, as well as sampling design and adaptations to the DC-MAP obligations.

The EWG proposes a classification system covering the above mentioned requirements and catering for further differentiation in end user rights and obligations as currently present in the DCF.

The following classification is proposed:

Type 1: Main end users for whom the DC-MAP was designed, including the Commission, any bodies such as ICES and STECF designated by the Commission to provide them with recurrent advice directly supporting CFP decision making, and other fishery management bodies such as RFMOs, GFCM and EU governments using DC-MAP data to implement their fishery management policies.

Type 2: Other bodies such as Advisory Councils or subcontractors from whom the Commission may request advice or analysis based on DC-MAP data

Type 3: All other bodies such as NGOs and Universities with an interest in using DC-MAP data for their own purposes.

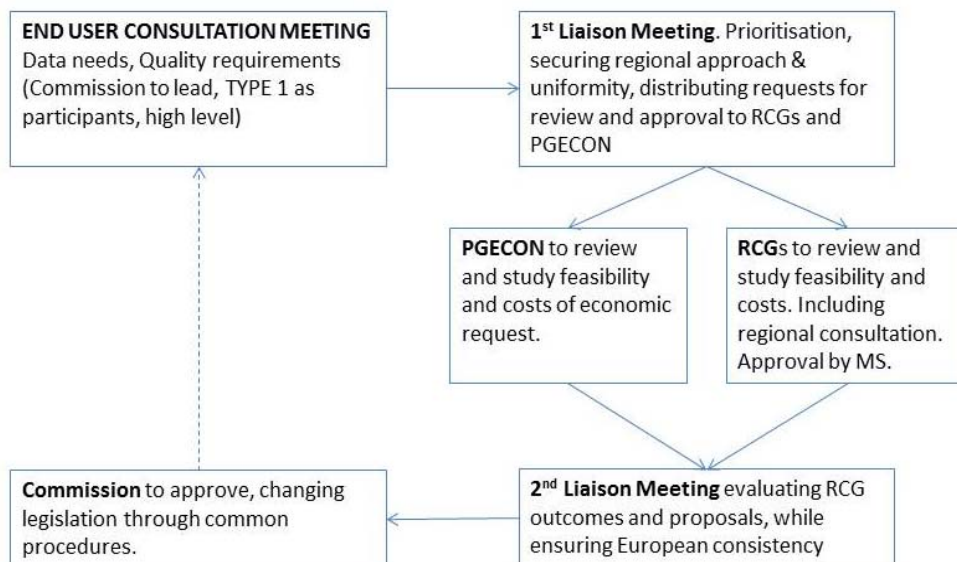
In line with article 37 of Council general approach of CFP COM(2011)425 final of the 28th of February 2013, the final list of end users shall be established by the Commission based upon up-to-date experiences and requirements. Specifically concerning the RFMOs to be included in the list of Type 1 end users, consideration should be given to RFMOs acting outside the European jurisdiction as their inclusion shall be based upon the importance of EU fisheries to the respective RFMO area.

6.1.4 General End User participation and interaction in the DC-MAP process

The inclusion of end users in the DC-MAP process, both prior to the establishment of DC-MAP as well as during the multi-annual term of the DC-MAP should be well organized.

As mentioned in section 6.1 end users should be consulted to express their data needs and quality requirements prior to the establishment of the DC-MAP. This consultation should be limited to Type 1 end users as these are the end users driving the design of the DC-MAP in terms of data and quality needs.

Regarding the inclusion of end users in the DC-MAP once the DC-MAP is established, end user consultation by the Commission (as the managing authority of DC-MAP) should be foreseen. This end user consultation should preferably be done at a supra-regional level by high level participants (participants with representation power of their respective organisation) of Type 1 end users. The results of the proposed end user consultation should feed into the structure of meetings in support of the DC-MAP involving the Liaison Meeting (LM), Regional Coordination Groups (RCG), PGECON and the Commission. The following graph shows how this End User Consultation Meeting (EUCM) could be included in this cycle of meetings.



The list of requests emerging from the EUCM can be wide ranging and flexibility regarding the process to follow in addressing the requests should be considered, including possibilities to request strictly regional changes to data collection to the relevant RCG. The LM should act as a first filter to steer, guide and oversee the list of requests and to distribute the requests to relevant RCGs or the economic and socio-economic equivalent for review and approval, given that the data collection experts are concentrated in these groups.

As with the current procedures within the RCMs, EWG 13-02 suggests that RCGs/PGECON should be responsible for reviewing the requests in terms of feasibility and possible impact on other data collection programs. Where needed, this review should be done with the relevant (regional) end users. The outcomes of the reviews should be forwarded to 2ndLM, as is the case under the DCF, for harmonization of the outcomes of the different RCGs. The recommendations/opinions of the 2ndLM could if requested by the Commission be evaluated by STECF before forwarded to the Commission or sent directly to the Commission. Based on the outcomes of the 2ndLM, and possible recommendations from STECF, the Commission will decide how to respond to the requests.

Depending on the need for input at the Commission side, as well as depending on end user participation and needs, the EUCM may be organized prior to the establishment of the DC-MAP and be repeated at a set interval, but at least prior to the mid-term review. This EUCM focuses on the needs and requests of Type 1 end users. EWG 13-02 does not consider it necessary to set up a formal system to address possible requests from Type 2 and Type 3 end users and suggests that such requests are dealt with on *ad hoc* basis.

EWG 13-02 discussed how to strengthen the link between regional economic and biological data collection. Possibilities include:

- Involvement of fisheries economists (economic regional representatives ERR) on appropriate RCG forums where needed.
- Timing of RCG and PGECON meetings to facilitate communication.
- Ensuring the Liaison Meeting identifies needs and opportunities for collaboration and defines the level of interaction, for example at a technical level such as bio-economic modelling, or considering higher level regional coordination issues.

The process of evaluating changes to data included in the DC-MAP is addressed in section 6.2 and the role of Regional Coordination Groups in section 6.3.

6.2 Process for evaluating changes to data included in DC-MAP

EWG 13-02 proposes a seven-step process for evaluating proposed changes in data collection, to be carried out by the appropriate experts (Table 1). The process follows the principals for designing and implementing a regional data collection scheme illustrated in Fig. 2(ICES, 2013), in that the need for the data must be enduser driven and addressing management objectives and the types of estimates and their precision needed to support the decision making process. Only then can the details of the data collection scheme, data handling and analysis procedures be considered. The quality of any new data or altered data collections is critical for ensuring end-user needs are met, and a key step is evaluation of sampling schemes against best-practice guidelines and development of data quality indicators by the national data collectors/scientists. The eventual analysis and use of the data demonstrate if the outcomes match the expectations and this leads to a further evaluation of changes needed to improve the estimates.

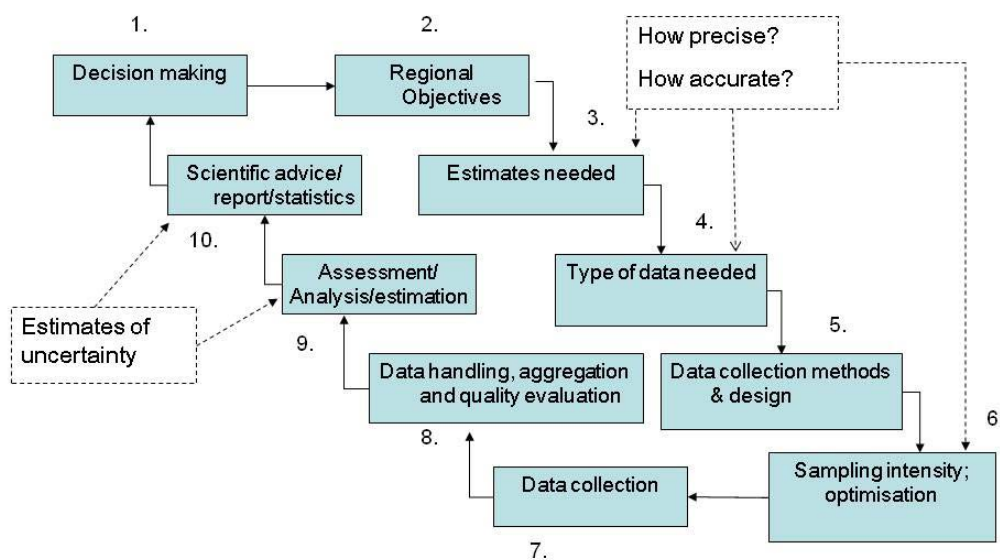


Fig 2. Stages in design and implementation of a regional data collection scheme providing data supporting assessments and management advice (adapted from ICES, 2013).

Proposals for amendments to data collection should emerge through the process of end user consultation meetings with Type 1 end users and ad-hoc requests from Type 2 and 3 end users. The criteria for evaluating proposals should be the same for all end users.

The sequence of events and responsibilities for evaluating requests for new data or changes to existing data collections is described in Section 6.1. The ultimate decision on changes to data collection will be made by the Commission.

A soft “phase in” of major new requirements may be desirable, (see section 10) with suitable pilot studies to demonstrate feasibility and costs (e.g. as with the recreational surveys in the DCF). RCGs/PGECON should monitor the progress of national or collaborative pilot projects and the recommendations arising from them for future data collection, as may be reported in MS Annual Reports.

The evaluations of proposed changes to data collection may require competences not available within the RCG or PGECON, in which case appropriate experts should be tasked with the analysis. For example, cost-benefits for fishery management of making a change to the input data for a stock assessment (such as terminating a survey or altering the sampling intensity and precision for length or age compositions) can be examined using management strategy evaluations, which is most likely within the competence of stock assessment experts.

In all cases, end users requesting new data or changes to data collection requirements in the DC-MAP should bear the responsibility to initially prove the need – i.e. a statement of why the data are needed and how they will benefit the CFP.

There may be many reasons to want to terminate the collection of data series included in the MRR. Some examples are given below:

- There is no longer a defined use for the data (e.g. move from age based to length based assessment)
- There is still a definable use, but it is no longer feasible, or too costly to collect enough data to be useful even within a regional coordination process.
- A problem has been identified rendering the data of limited use (e.g. age determination too inaccurate).
- The data series is relevant at a national level, but less relevant at an international level.
- Enough data have been collected already (e.g. life history parameters) and it is considered unnecessary to update these during the current DC-MAP.

Depending on the reason, a qualitative evaluation for ceasing data series may be sufficient, or if impacts need to be evaluated quantitatively (e.g. by testing sensitivity of stock assessment to excluding the data, or using simulation models to assess impacts on management advice), a more technical evaluation by experts will be needed.

Table 1. Criteria for evaluation of proposed changes to data series included in the Master Reference Register

Topic	Responsibility	Addition of new data series	Amendments to existing data series	Cessation of existing data series
Need and Relevance	End user	Reasons and legal basis for the need or relevance	Reasons for change to need or relevance	Reasons for change to need or relevance
Impacts	RCG; PGECON or Expert Groups	Expected improvements for end user purposes. Precision needed to deliver expected improvements. Impacts on ability to maintain existing data series	Impacts on data quality and end use Impacts on ability to maintain existing data series	Impacts on ability to respond to end user needs
Feasibility	RCG; PGECON	Feasibility of collecting the data, especially to required precision and accuracy	Feasibility of collecting the data, especially to required precision and accuracy	
Methods	RCG; PGECON	Sampling designs and data collection methods needed; Who will implement the schemes; Anticipated sampling rates in relation to desired precision.	Changes to sampling designs, methods, sampling rates and costs.	
Costs	RCG; PGECON	Cost – benefit analysis	Cost – benefit analysis	Cost – benefit analysis
Data quality	RCG; PGECON	Data archiving and quality assurance; Quality indicators for the data	Data archiving and quality assurance; Quality indicators for the data	
Data use	RCG; PGECON / Expert Groups	Process and methods for analysis of the data (models etc.) and application of the results	Process and methods for analysis of the altered data (models etc.) and application of the results	

6.3 Regional Approach

The Council general approach of CFP COM(2011)425 final of the 28th of February 2013, Article 37(4) states that Member States, in close cooperation with the Commission where appropriate, shall coordinate their data collection activities with other Member States in the same region, and make every effort to coordinate their actions with third countries having sovereignty or jurisdiction over waters in the same region.

A series of previous STECF EWGs including EWG 12-01 and 12-15 have considered how the existing RCM system could be extended to improve regional coordination and cooperation within an overall regional Annual Work Plan. EWG 13-02 considers that these proposals remain valid, with some exceptions such as proposals regarding end user involvement (see Section 6.1). The EWG documents, particularly EWG 12-15, should form the starting point for further development of the structure, responsibilities and operation of the RCGs.

EWG 13-02 proposes that a Term of Reference for the September RCM meetings should be added, to define an operational model of the structure and functioning of the RCGs.

EWG 13-02 discussed the RCGs' accountability and decision making role, and has a number of suggestions that should be considered by RCMs in developing the RCG proposals:

- The organizational, decision-making structure and process for the RCGs would benefit from following well established guidelines developed elsewhere (business, social sciences).
- Closer links with Advisory Councils could lead to improved cooperation or involvement of fishers in sampling schemes.

Applying the approach outlined in section 6.2 for evaluating changes to data to be collected, RCGs will likely receive many recommendations from end users and will have to respond to these and in turn make recommendations to other parties. A robust process for responding to recommendations and making new ones, tracking responses and reporting response problems back to the Commission, is needed. A recommendations database, as suggested by the EWG 11-19, will greatly facilitate this.

EWG12-15 described the need for and use of a MRR within the DC-MAP, and states in relation to the role of RCGs in use of the MRR that “for all Master Reference Register which DC-MAP refers to and are not included in the legislation, procedures must be established describing how to update these documents. Since these documents are referred to in the Annual Work Plans of the MS and provide a legal basis for the activities proposed by the MS, it is desirable that changes in these documents are limited as much as possible. It is also required that version control is introduced in the management of these documents. In cases that references are made to these documents in the Annual Work Plans and Annual Reports, it should also refer to the version which has been considered”.

EWG 12-15 identified the role of RCGs in managing candidate variables to be part of the Master Reference Register, and the following bullet points are the suggested RCG responsibilities from the EWG 12-15 report:

- Manage list X1 of transversal variables and of the level of aggregation. It is unclear whether the responsibility is with the Commission or the RCG. It was also unclear whether these variables would differ between regions since they are also used by economist which may work at a different level.
- Manage document X2 of rules of good practice for sampling. Should be managed at a pan-Europeans level because the rules cannot be different between regions. Role of the Liaison Meeting and input from scientific experts on sampling design to be clarified.
- Manage list X3 of species subject to biological sampling by Region specifying sampling requirements in consultation with end user.

- Manage list X4 of species and stocks for which recreational fisheries should be sampled in a regional level
- Manage list X5 of such rivers and inland waters in a regional level where salmon and eel are to be sampled

EWG 13-02 underlines as described in section 6.1.4 that the responsibility for the MRR should be with the Commission and the role of the RCG's should be to advice on changes to the MRR.

7 DATA TO BE INCLUDED

STECF EWG 13-02 discussed the possible inclusion of new data in the DC-MAP mentioned in the terms of reference of this meeting and the ideas presented in the non papers by the Commission dealing with the DC-MAP³. It also took notice of the data requirements identified in the recent drafts of the regulations of the CFP and EMFF.

The group noted that part of these data areas had already been discussed in earlier meetings of STECF expert groups in 2012 on the "Review of the proposed DC-MAP" (EWG 12-01, EWG 12-15) and in the 2012 reports of the Regional Coordination Meetings.

The following criteria were applied in the advice of STECF EWG 13-02 to include or exclude new data in DC-MAP:

- Data collection under DC-MAP must be justified in terms of its contribution to decision making and support of the CFP. Data collection under DC-MAP should therefore be restricted to the state of the resources, fisheries, the effect of fisheries and the fish sector (ref CFP general Council approach art. 37.5). The multi-annual programme shall include the collection, management and use of data mentioned in paragraph 1 concerning:
 - biological, environmental, technical and socio-economic data related to commercial fisheries carried out by Union fishing vessels;
 - recreational fisheries carried out within Union waters, where appropriate;
 - research surveys at sea;
 - economic data on aquaculture activities related to marine species, carried out within the Member States and the Union waters;
 - economic data on fish processing industries.
- Duplication of collection of data collected already somewhere else should be avoided.

The following data areas were discussed:

1. Transversal data
2. Recreational Fisheries
3. Marine Strategic Framework Directive (MSFD)
4. Bycatches of seabirds in fisheries
5. Bycatches of cetaceans in fisheries
6. Data collection on eels
7. Data collection on salmon
8. Fresh water resources

³Outline for the EU DC-MAP 2014-2020. Document presented by DG MARE as a basis for discussion with the National Correspondents for Data Collection on 12 February 2013

9. Production of Advice
10. Genomic monitoring to identify relatedness of populations and genetic contamination from cultured fish
11. Aquaculture data
12. Social and/or socio-economic data
13. Research vessel survey data

1) Transversal data

The collection of transversal data is partly included in other EU regulations (Control Regulations: Council Regulation (EC) 1224/2009 and Commission Implementation Regulation (EU) 404/2011).). As a general principle duplication of data collection requirements should be avoided. It needs to be ensured, however, that data collected under other regulations is available to DC-MAP end users where relevant (see end user section). If the quality of the data collected under other regulations does not meet the requirements in the DC-MAP (see section 9) collection of the data concerned could be included in the DC-MAP. Before such a measure is taken it should be investigated if it is possible to improve the quality in the primary data source. If that is not possible the EWG suggests that the Commission and Member States consider if it is feasible to use the DC-MAP as primary data source to avoid duplication of collection requirements. To this end it would be useful to have in the DC-MAP flexibility to use data collected under other regulations and vice versa (see section on recreational fisheries below).

2) Recreational Fisheries

There is already a requirement in the Control Regulation to estimate catches in recreational fisheries for stocks which are subject to recovery plans. However, the implementation of this regulation is difficult as for many stocks recovery measures are now part of agreed multi-annual management plans and it is not straightforward to identify whether the stock is in recovery phase. Also the conservation status of the stock may frequently change between years.

The control implementation regulation (Commission Implementation Regulation (EU) No 404/2011 stipulates that Member States may use data collected under the DCF to fulfil their obligations concerning recreational fisheries in the control regulation. This allows Member States to coordinate their collection of recreational data and to avoid duplication.

Data collection on recreational fisheries should be included in the DC-MAP and implemented by Member States through surveys if these catches are, or suspected to be, an important part of the total catch and may be important in the assessment of the state of the stock. The stocks for which estimates of recreational catches are needed and the biological variables to be collected should be specified by the endusers and included in the MRR using selection criteria proposed in section 6.2.

Social-economic monitoring of recreational fisheries can be funded under the EMFF. There is presently no defined end user for these data but this may change in the future. Collection of these data may not be needed every year.

3) Marine Strategy Framework Directive (MSFD)

The Commission has expressed at several occasions the opinion that not all monitoring required for MSFD can be included, but some may be possible. The cost of full monitoring of all MSFD

requirements is unknown but probably very high. However, parts of the monitoring requirements are already covered in existing monitoring programmes including the DCF.

Given the fact that the implementation of the MSFD differs by MS, the monitoring requirements differ by MS. In the absence of information on the specific data needs by the MS, the EWG 13-02 cannot advise on inclusion of further sampling in the DC-MAP without knowing the specific monitoring plans of the MS.

An inventory of what data is needed has to be made. From this inventory it becomes clear what data are available. Supplemented (fishery related) information, not presently collected in the DCF, can be included in the MRR of the DC-MAP applying selection criteria listed in section 6.2.

DC-MAP activities (surveys at sea) can provide a platform to collect non fishery related data for MSFD. These opportunities should be further investigated at Member State level.

4) Bycatches of seabirds in fisheries

There is no legislation yet defining data needs on seabirds. The Action Plan for reducing incidental catches of seabirds in fishing gears (COM (2012) 665) from the Commission points in the direction to the establishment of national plans (comparable to eel and MSFD). This would mean that data requirements could differ by MS.

If it is an objective in fisheries management legislation to monitor bycatches of seabirds this data should be included in the DC-MAP, However, these data alone would not allow estimating the impact of these catches on seabird populations.

Endusers (ICES) have indicated that there is also a paucity of data on the distribution of seabird species, threat vulnerability and the overall conservation status. These data would be needed to estimate the impact of the catches on seabird population. Possible inclusion of such data in the DC MAP should be considered applying the procedure listed in section 6.2.

5) Bycatches of cetaceans in fisheries

Council Regulation No 812/2004 creates the obligation to monitor and report bycatches of cetaceans in certain fisheries. The collection of these data should be included in the DC-MAP. In practice, the monitoring can be combined with scientific observer schemes at sea under the DC-MAP, without the implication of additional costs.

Similar as for seabirds, these data alone would not allow estimating the impact of these catches on cetacean populations. Possible inclusion of such data in the DC MAP should be considered applying the procedure listed in section 6.2.

6) Data collection on eels

Council Regulation No 1100/2007 establishes measures for the recovery of the stock of European eel and this justifies inclusion of data collection in the DC-MAP.

The recovery measures and data needs to evaluate the effect of these measures are described in national plans and differ by MS. Since these measures include closures or severe reduction of the fishery for eel, a significant part of the data collection is fishery independent. Also because eels spend most of their life cycle in fresh water, data collection takes place in inland waters.

Advice on data needs is given in the report of WKESDCF (ICES,2013b) and include the collection of catch statistics (including for recreational fisheries), collection of biological parameters, estimation of sources of mortality, and (recruit) surveys.

7) Data collection on salmon

ICES provides management advice for salmon in the Baltic and in the North Atlantic. Taking into account the life cycle of salmon and the characteristics of the fishery, data needs and data formats differ from those of most other stocks. Data collection should be included in the DC-MAP.

Advice on data needs for providing management advice of salmon is given in the report of WKESDCF (ICES,2013b). If this changes the present data collection, the MRR could be adjusted accordingly taking into account advice from the end-user.

8) Fresh water resources

The CFP and EMFF do not list requirements to collect biological data on fresh water resources. There are no end users at the regional level. End users are defined at a national level. Required data needs are restricted to the provision of commercial catch data. The collection of these data is already taking place through other routes. There is no requirement to collect additional data under the DC-MAP.

9) Production of Advice

The Outline for the EU DC-MAP 2014-2020 presented by DG MARE as a basis for discussion with the National Correspondents for Data Collection on 12 February 2013 provides information on what to be expected in the MS programmes. One of these was the participation of MS representatives in regional coordination meetings, meetings of regional fisheries management organisations of which the EU is a contracting partner or an observer at meetings of international bodies in charge of providing scientific advice. According to article 85 of Council general approach of EMFF COM(2011)804 final of the 29 October 2012 these activities may be funded by the EMFF under direct management and should as such not be included in DC-MAP.

10) Genomic monitoring to identify relatedness of populations and genetic contamination from cultured fish

Genomic techniques were discussed by EWG 12-15. EWG 13-02, however, considers the techniques to be a tool which can as many other tools be applied in data collection where this is appropriate. There is, therefore, no need to mention this tool specifically in DC-MAP.

11) Aquaculture data

Article 37-5-d of Council general approach of CFP COM(2011)425 final of the 28th of February 2013 states that the multi-annual programme shall include the collection, management and use of economic data on aquaculture activities related to marine species, carried out within the MS and the Union waters. No specific mention is made on the aquaculture in fresh water.

STECF EWG 12-15 discussed the possibility to include also aquaculture activities in the DC-MAP. Based on the report of this group, STECF (STECF 2013-01) recommended *“that the Commission conduct a thorough evaluation of whether the mandatory collection of freshwater aquaculture data*

should be included in the DC-MAP. Such an evaluation should take into account the administrative costs of collection and management of such data and its utility value. STECF suggests that the anticipated data collection costs should be compared to the significance of the aquaculture sector in a given MS. The production thresholds applied through Farming Accountancy Data Networks (FADN) might be a useful guidance for doing so.”

EWG 13-02 advises the Commission to follow up the recommendation. In such an evaluation attention should also be given on the frequency of data collection. The EWG notes that a feasibility study⁴ has been made on this subject in 2009.

12) Social and economic data

A paper was presented to EWG 12-15 discussing social data which could be collected through the DCF. The suggested list of parameters was quite extensive and it was questioned whether all these data would be needed and who the enduser is. Also the frequency of data collection was unclear.

Based on the information in the report of this group STECF “*recommends that a pilot study on the feasibility and constraints of collecting such data be undertaken, having in mind that analyses incorporating biological, economic and social data are likely to be required at the regional level. This pilot study should also investigate which types of social data under consideration are already available through other legislation and whether the data from fisheries are sufficient to perform the desired analyses. However, firstly it is necessary to identify possible end-users and types of applications.*”

EWG 13-02 advises the Commission to follow up the recommendation. There is no need for specific provisions in the DC-MAP as new parameters could be included in the MRR in consultation with the end-users

13) Research vessel survey data

EWG 13-02 did not consider research vessel surveys. However, this subject has been thoroughly discussed at previous EWGs. EWG 12-01 evaluated the review process of the research vessel surveys prior to the implementation of DC-MAP, including a proposal for adaptation of criteria, scoring rules and weighting for evaluation. Moreover EWG 12-01 also provides options for funding of surveys as well as ideas on survey evaluation after the implementation of DC-MAP. As for many subjects, EWG 12-15 provides a draft text for DC-MAP on surveys, including MS obligations towards surveys, funding proposals and data delivery.

Possible inclusion of research vessel survey data in the DC MAP should be considered applying the procedure listed in section 6.2

8 INTRODUCTION OF LANDING OBLIGATION - IMPACT ON DATA TO BE COLLECTED

EWG 13-02 discussed the implications for DC-MAP of the landings obligations in the proposal for a new Common Fisheries Policy (COM(2011) 425 final).

In Council general approach of CFP COM(2011)425 final of the 28th of February 2013 the landings obligation is accompanied with a list of exemptions. EWG 13-02 considers that these exemptions will result in a none harmonised implementation of the landing obligation across Member States. EWG 13-02 does not consider that the landings obligation will require a change in the biological variables to be collected. However, it may have a large impact on the methods to be used in the collection of the data.

⁴ Review of the EU Aquaculture Sector and Results of Costs and Earnings Survey (Part 1). Definition of Data Collection Needs for Aquaculture. Reference No. FISH/2006/15 –Lot 6. Final report. May 2009.

Before the CFP has been adopted, implemented and enforced in the MS's EWG 13-02 considers that it is premature to assess how the obligation to land catches will influence the data collection methods to be applied within the DC-MAP.

PGCCDBS (ICES, 2013) lists a number of issues in relation a discard ban which the planning group considers should be addressed when developing the DC-MAP. The EWG 13-02 concludes that there most likely will be a need for discard estimates in data for future resource assessments. It is, however, premature to advise on *how* these estimates will be obtained and what kind of data collection that will underpin them since this most likely is dependent on the outcomes of the negotiations of the CFP as well as the implementation in the different MS.

The EWG 13-02 suggests that, within the DC-MAP, there should be an obligation for MS to collect data on discards (volumes, biological variables) but the regulation should not specify the method. The risk of having two inconsistent estimates of discards, one based on data collected under the Control Regulation and one under the DC-MAP should be addressed by Member States (see section 7, transversal data).

EWG noted that ICES will start a process to assess how the landings obligation is likely to affect the discard estimates and stock assessment. In addition, a STECF expert working group meeting (EWG 13-16) planned to take place in the autumn of 2013 will address this issue.

9 DATA QUALITY, HANDLING AND AVAILABILITY

9.1 Quality requirements

9.1.1 Biological data

In the past DCR and present DCF, quality targets for biological variables have been defined in the form of coefficient of variation (CV) of the estimates.

In practice, problems have been experienced by this approach. The target CV values listed in the DCF are questioned because they seem to be arbitrary choices and are not based on any pre-analyses or advice.

EWG 12-01 suggested, as an alternative to pre-defined quality targets, a minimum sampling effort in terms of sampling units. In order to avoid years of confusion waiting for precise guidance on the number of units to sample and sample size, the EWG 12-01 proposed, as a minimum standard, to maintain the sampling effort by region as specified in the current NP proposals 2011-2013.

ICES expert groups and workshops dealing with sampling design for commercial fisheries (WKPRECISE, PGCCDBS, WKPICS, SGPIDS) have proposed that countries move toward statistically-sound, probability-based sampling schemes, to reduce bias and allow the true precision of estimates to be made on a consistent basis between countries.

9.1.2 Economic data

No quality targets are currently defined in the DCF for economic variables. The possibility to include clear quantitative targets for economic data collection in the future DCF has been discussed (STECF 10-03) and it was agreed to keep current system where MS are providing targets in terms of planned sampling, and are assessing the quality of data collected.

STECF reviewed the guidelines proposed by the STECF-SGECA 10-03 expert group on how MS should collect and present information on quality of the data collected, which include definitions of accuracy indicators to be presented by MS in the Annual Report and the type of presentation for each indicator.

PGECON 2012 carried out a comparison of achieved CV by MS and fleet segment. This comparison is useful to improve the implementation of the surveys and to identify variables and/or fleet segments which are difficult to assess.

SGECA 10-03 and EWG 11-18 suggested that MS provide a methodological report together with the NP, which describes how the proposed sampling programme is designed. This allows for an evaluation whether it is designed respecting guidelines for good practice sampling avoiding bias.

9.1.3 Proposal for the new DC-MAP

EWG 13-02, after reviewing the present requirements of the DCF and the related problems, proposes the following framework for data quality requirements. This proposal has to be considered for all type of data (biological, economic and transversal):

1. the DC-MAP should not include any pre-defined quality targets
2. MS should design sampling schemes in accordance with best practice guidelines
3. MS should provide quality indicators (QI) in the annual report according to international standards (i.e. Eurostat) and as specified in the guidelines for annual reports .

Best practice can be defined as sampling designs, implementation and data analysis that minimize bias whilst delivering the desired precision with the most efficient use of sampling resources.

All national sampling schemes should clearly document the sampling frame, sample selection procedures, response rates (e.g. refusals to take observers), imputation methods for missing data and weighting procedures employed to derive national estimates.

EWG 13-02 notes that best practices guidelines are already available:

- Sampling of fishery catches to estimate discards, length or age compositions and other biological data should refer to best practices guidelines suggested by WKPICS2 (Annex 3: Guidelines for best practice in catch sampling schemes)
- Economic surveys for the fleet, the aquaculture sector and the processing sector should refer to guidelines provided by STECF 09-02 (SGECA 09-02 annex I methodological report for NP), and STECF 10-03 (annex III guidelines on statistical techniques for simple and stratified random sampling).

EWG 13-02 suggests that the DC-MAP should include the obligation for MS to apply best practices guidelines and QI as provided by STECF or RCGs.

EWG 13-02 considers that it should be possible to revise best practices guidelines, as well as quality indicators (see next paragraph). In order to guarantee this level of flexibility, a specific RCG on quality and PGECON could then be requested to revise them if necessary.

9.1.4 Quality indicators (QI)

EUROSTAT standards for quality reports (Anon 2009a) provides a list of potential Quality and performance indicators. In particular, EUROSTAT standards for quality reports advocate for CV, range of CV or confidence intervals as the most appropriate indicators to quantify sampling errors. This is consistent with WKPRESISE (ICES, 2009) which recommended that the precision of estimates of key parameters should be given in terms of standard errors (or relative standard errors)

STECF (10-03) revised the quality and performance indicators suggested by Eurostat (Anon 2009a) and chose to use:

- Response rates and achieved sampling rates in case of census and sampling procedure;
- Coefficient of Variation (CV) of estimates in case of probability sampling, non-probability sampling, and census if response rate < 70%.

Regarding biological data, WKPICS2 (ICES, 2013) suggested the following four Quality indicators (QI):

type 1 – Target and sampled population

type 2 – Response rates

type 3 – “Goodness of fit”

type 4 – Precision estimates

These indicators, together with other information on the survey, should be included in a quality assurance (QA) report. The QA report could be automatically provided via the RDB.

WKPICS2 suggested that QA reports are produced for each stock. For each stock at the regional level it is possible to describe the contribution each country makes to the total catches (discards and landings) of that stock and the proportion caught or landed within each strata of the national sampling frame for vessel groups for sampling at sea or port groups for sampling on shore.

Given the particularities of each region or the stocks within a region, RCGs and/or assessment groups can and should develop the quality indicators further according to their specific needs and concerns.

However, WKPICS2 has not yet tested the real utility of the QI and of the QA report, and therefore proposed that these reports be tested for some selected stocks at the RCGs. Once the utility of the reports is tested at the regional level and quality indicators defined, the next step would be to send the report to specific assessments WGs and have input from them about their utility and suggested improvements.

9.2 Check of quality

The present DCF (Reg CE 199/2008) includes the following provisions in relation to data quality checks:

- primary data collected under national programmes have to be properly checked for errors by appropriate quality control procedures and
- aggregated data derived from primary data collected under national programmes have to be validated before their transmission to end-users

EWG 13-02 considers that these provisions should be kept in the future DC-MAP.

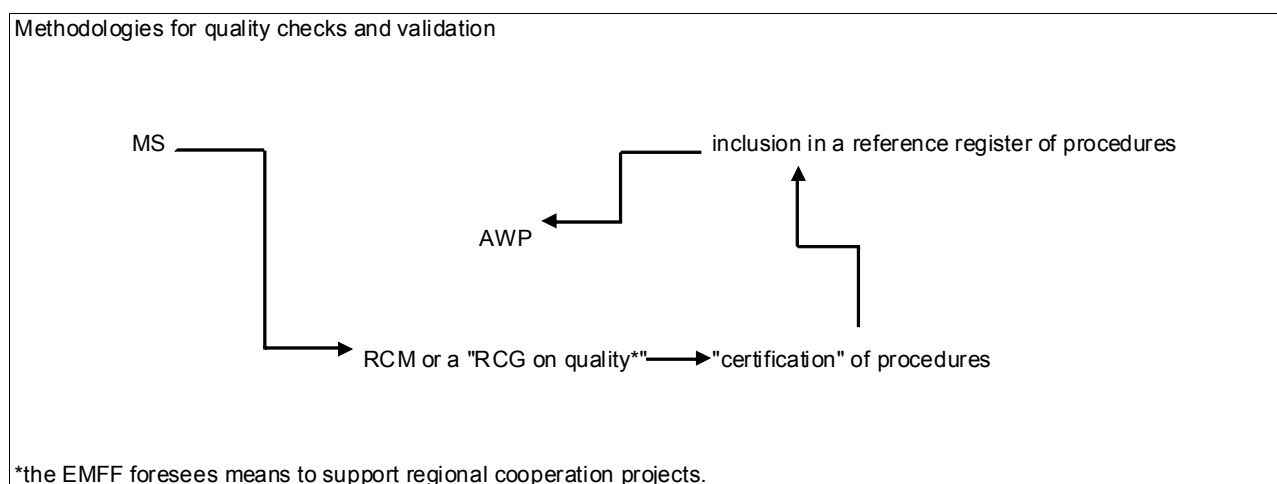
However, the DC-MAP should include provisions to increase the degree of harmonization among the EU in relation to the quality standards.

There are a lot of valuable materials on this issue. In particular:

- International standards.
- Software packages implemented by MS.
- Repository of questionnaires used for the collection of economic data (fleet, aquaculture and processing), PGECON 2012.
- JRC tools for quality checks and validation of data call data.

DC-MAP should design a structure which will allow end users to ask for additional disaggregation of the data. This request should be justified and discussed depending on the scientific advice that should be prepared. DC-MAP should clearly define the governance structure (within PGECON or RCGs) that will allow end users' needs to be considered by Member States.

The RCG annual work plans (AWP) should include a specific section to explain methods for disaggregation. This will give the possibility to adjust the methods according to the end users' needs and the methods of disaggregation of economic data that will be suggested by RCGs or methodological workshops to harmonize and improve such methods.



9.3 Regional database – biological and transversal data

The Regional Databases was originally promoted by the Regional Coordination Meetings as necessary platforms to coordinate data collection. The potential of regional databases have been discussed and promoted in several EWGs. The EWG 11-19 and EWG 12-15 pointed out that regional databases (RDB) have a considerable potential to

- i. enable, where appropriate, implementation of a regional approach to sampling programs and regional management of data,
- ii. decrease problems with data deficiencies through more centralized transmission processes and
- iii. increase transparency on how data sets are compiled enabling assessment of quality.

The EWG 13-02 furthermore considers that the RDB may be an efficient tool to compare planned and achieved sampling activities by the MS which would considerably facilitate regional planning and coordination.

All these issues are of fundamental importance for the DCF and the EWG 11-19 suggested that regional databases are considered in a revision of the present DCF and that efforts are made by the Commission to facilitate the use of RDBs where Regional Coordination Meetings find it appropriate. The RDB concept is also supported by the STECF plenary (e.g. STECF11-01).

As stated at various occasions, e.g. 7th LM in 2010, condensing all RCM views and the 2011 'interim Regional Database steering committee', the general preference is to have one database capable of serving regional needs. However, given the specific needs for the Mediterranean and Black Sea, a separate RDB might be worthwhile to consider

There is presently a strong momentum in the implementation of regional databases (see below). It is important that this momentum is kept to support and enable the regional approach in data collection. The RCGs are envisaged to have more tasks in the future DC-MAP and it is essential that they have

tools that allow efficient work. STECF PLEN-12-01 pointed out that: “*Regional databases for biological data could facilitate the work in the RCMs. STECF concludes that it is essential that the legal basis for regional databases is created so that funding for development and management of these can be ensured*”.

9.3.1 *Current state of play for the RDB- RCM Baltic, RCM NS&EA and RCM NA*

A governance model for the RDB and Steering Committee (SC) was put in place in 2011. The governance model is described in EWG 12-01. The SC consists of representatives from the different RCMs and from the host. The meetings are open for observers. The SC is responsible for the technical governance while the RCMs are responsible for content governance. The RDB is since 2012 hosted by ICES. Maintenance is included in the MoU between ICES and COM but further development of the database is not part of the MoU.

There were during 2012, a lot of progress on the implementation of the RDB:

- A Data Policy Document was compiled, describing how data uploaded in the RDB-FishFrame are stored and used in accordance with agreement by the data submitters, data-users and host. The SC will continue to work on the document during 2013.
- Three RDB training Workshops were held by the host. The Workshops covered topics such as data uploads, data processing within the RDB and report functions.
- The RDB was populated through a data call from the RCM chairs. This enabled more effective work in the RCMs, particularly to support overviews of landings in foreign countries and consequential sampling obligations, regional ranking of important métiers within the region, regional overviews of sampling intensity and screening of quality problems.
- The SC compiled a road map on development needs in relation to foreseen end users, who can make use of the RDB in short and long term. Some of the development needs was put together in a proposal for a study on development needs.

9.3.2 *Current state of play RCM in the Mediterranean & Black Sea*

- A Steering committee was established in 2012. The SC is responsible for the technical governance while the RCM Med&BS is responsible for content governance. There were an initial plan to work by correspondence with a tight roadmap but the SC could not achieve its objectives. After adjustments during the RCM Med&BS in 2012, the SC could meet for its first meeting in November 2012.
- A proposal for a data policy document was compiled. As a similar document was already discussed for several months by all the actors taking part in the implementation of RDB, the SC chose to start from the last version agreed in the other Northern RCMs. The final draft is planned to be ready at end of March 2013 to be adopted during the next RCM Med&BS (May 2013).
- The RDB should contain biological and transversal data. Med&BS RDB will have two components: a “common” section with aggregated transversal data (by year/country/GSA/métier level 6) et a “private” section where métiers variables and stocks variables are respectively disaggregated by GSA/métier level 6/vessel length class/quarter and GSA/species/quarter.
- Inclusion of survey data, economic data and data on large pelagics should be further discussed. However, MEDITS and MEDIAS have already their exchange formats used for SGMED data calls since several years.
- Road map on implementation 2013. This roadmap is structured in a way that all participating MS should be agreed on the data policy document and on the development processes (e.g. data, RDB structure, outputs, etc.) in order to enable better regional planning of sampling and to provide input to the Med&BS-RDB before December 2013.

- The RDB should ideally be hosted by GFCM. GFCM agreed the proposal of RCM Med&BS in July 2012 and is ready to provide logistical and technical support in respect of the rules (data policy, confidentiality) defined by the RCM. Financial issues (maintenance, developments) must be clarified with the European Commission
- No decision on technical solution (software) was suggested, but open source tools options will be favored as recommended by EU.

9.4 European database of economic data and transversal data

Economic data will not be included in the regional databases as they are collected at supra region level. Only for the Mediterranean region economic, biological and economic data could be included in the same database as there is not a mismatch of geographical allocation.

However, the need for a database has been identified and PGECON 2012 discussed the utility to implement an European database for the storage and the access to economic data for the fleet, the aquaculture and the fish processing sector.

The present situation is:

- Economic data (fleet, aquaculture and processing) are requested every year by the Commission for the compilation of the Annual Reports on the Economic Performance of the fleet, the aquaculture sector and the processing sector. These reports are based on economic analysis of economic data aggregated at the level required by the current DCF. These reports are public and contain statistical appendixes with a compilation of all relevant data. The reports, as well as aggregated data, are downloadable from the data collection web site managed by the JRC.
- Disaggregated economic data at the level of sample units (vessel, aquaculture enterprise, processing enterprise) are stored in national databases. No primary economic data should be stored in European databases but only aggregated data.
- The database already set up by JRC should be the starting point for the implementation of the European database of economic data.
- A specific workshop should be convened to discuss the practical implementation of such database. In particular, the following points should be considered: identification of possible end users and their scientific needs, definition of common formats for transmission of data to the central database, consideration of confidentiality and privacy problems related to the dissemination of socio economic data, identification of resources (technical and monetary) to implement the database.
- Eurostat should be consulted in the implementation of the database as to ensure that common rules on publishing policies will be applied.
- PGECON considered that a European legal entity would be the best one to manage such database. Therefore, PGECON suggested the Commission to investigate if the JRC or EUROSTAT could be available to act as technical administrator of this database
- The economic database should also include transversal data at the level of fleet segment, metier and lower geographical dimensions. This will give the possibility to disaggregate economic data by accessing the database. In this context, the database will provide the tool:
 - to improve the linkage of economic and biological data and
 - to provide data at regional level (as required for the establishment of regional management plans as required by the CFP).

The Commission informed the EWG 13-02 on a feasibility study on data transmission that has been launched. The results of this study will help in structuring the future system of databases. The study is expected to give some indications even on the implementation of the economic database.

9.5 Combining biological and economic data

The present DCF requires the collection of economic data by fleet segment, by year and by supra-region. There are several application fields (as for instance management plans, the ecosystem approach, the AER regional analysis) where the availability of more disaggregated economic data is necessary.

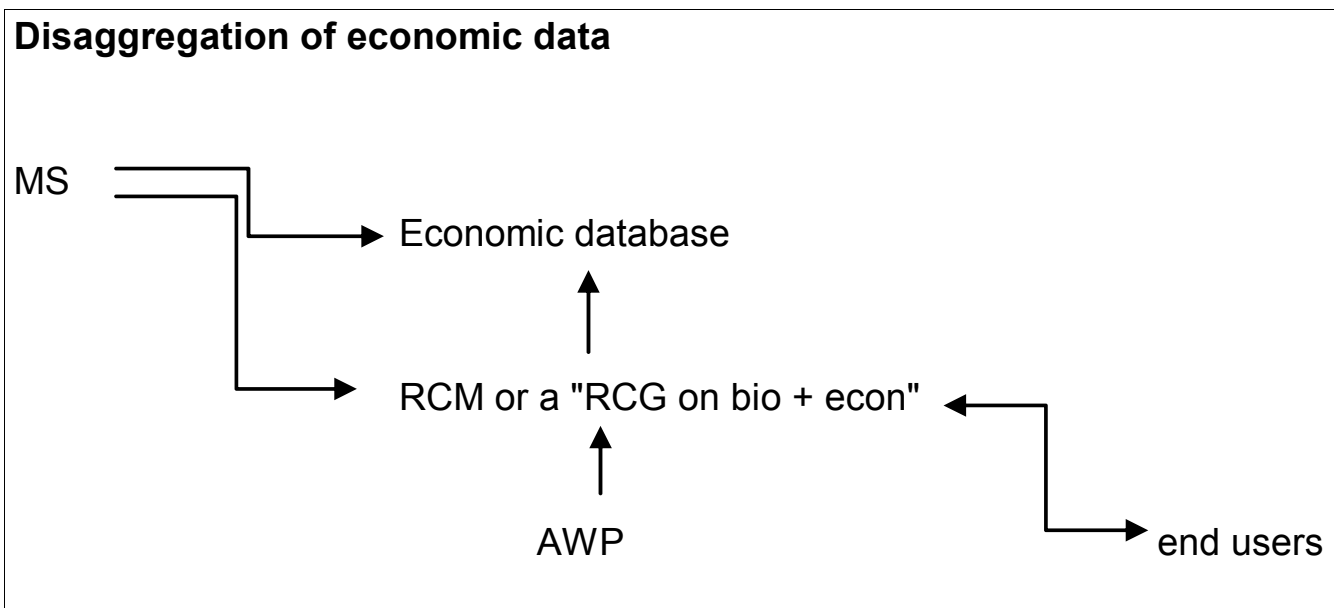
In particular, more disaggregated data are necessary:

- to improve the linkage of economic and biological data and
- to provide data at regional level (as required for the establishment of regional management plans as foreseen by the CFP).

According to STECF (PLEN 11-03), the DCF should not be altered with respect to the resolution requirements as it is practically impossible to get comprehensive cost data for higher resolution scales. It is considered essential to keep the current segmentation of the fleet also to ensure consistency on data series. More disaggregated economic data should be estimated using models and disaggregation of cost data on the basis of correlated transversal and capacity data.

DC-MAP should design a structure which will allow end users to ask for more disaggregation of the data (see paragraph above). This request should be justified and discussed depending on the scientific advice that should be prepared. DC-MAP should clearly define the governance structure (within PGECON or RCGs) that will allow end users' needs to be considered by Member States.

The annual work plan (AWP) should include a specific section to explain methods for disaggregation. This will give the possibility to adjust the methods according to the end users' needs and the methodologies of disaggregation of economic data that will be suggested by RCM or other methodological workshop to homogenize and to improve the methodologies.



10 TRANSITION FROM DCF TO DC-MAP

In the 1990's, the Commission financed several studies on improving sampling programmes, reviews of research surveys-at-sea etc. before the first pan-European data collection (DCR) was launched in 2002, i.e. there was a considerable learning period before common rules & procedures for regular data collection were established. After several years of the DCR, there was a 'mid-term' review of the achievements, followed by several adjustments in an updated COM regulation in 2004. The sampling of recreational fisheries and economic data collection from the processing industry, for instance, were introduced after a pilot study period of 2-3 years. These 'soft fade-in' mechanisms have proven to be the preferred route in constructing feasible and effective data collection in cases of additions or fundamental changes to existing structures and procedures.

Consequently, under the EMFF, a transition period from DCF to DC-MAP of several years should be foreseen for those parts of the data collection where completely new variables are to be introduced or in cases of significant expansions (e.g. into freshwater/territorial areas).

The issue is addressed in the Oostende Declaration (Report of the 9th Liaison Meeting):

'Expert working groups are still developing best practice guidelines, which will form the basis for development of the statistically sound sampling programs. However, it is unlikely that all countries will be able to implement statistically sound sampling schemes by 2014.

Therefore, it is necessary to establish a challenging timeline for the programme to be fully implemented and the recommendation is that Member States and databases should be fully compliant with the programme in time for the mid-term review of the 2014-2020 EMFF.

This will require that all Member States should take part in the workshops and study groups developing statistically sound approaches to sampling (e.g., WKPICS2, WKPICS3 and SGPIDS).

Also, there is a need to develop regionally standardized observer practices, training programmes, manuals and other guidelines.

In addition, national and regional database infrastructure needs to be further developed according to the identified needs and requirements'

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12 EWG-13-02 LIST OF PARTICIPANTS

Information on STECF members and invited experts' affiliations is displayed for information only. In some instances the details given below for STECF members may differ from that provided in Commission COMMISSION DECISION of 27 October 2010 on the appointment of members of the STECF (2010/C 292/04) as some members' employment details may have changed or have been subject to organisational changes in their main place of employment. In any case, as outlined in Article 13 of the Commission Decision (2005/629/EU and 2010/74/EU) on STECF, Members of the STECF, invited experts, and JRC experts shall act independently of Member States or stakeholders. In the context of the STECF work, the committee members and other experts do not represent the institutions/bodies they are affiliated to in their daily jobs. STECF members and invited experts make declarations of commitment (yearly for STECF members) to act independently in the public interest of the European Union. STECF members and experts also declare at each meeting of the STECF and of its Expert Working Groups any specific interest which might be considered prejudicial to their independence in relation to specific items on the agenda. These declarations are displayed on the public meeting's website if experts explicitly authorized the JRC to do so in accordance with EU legislation on the protection of personnel data. For more information: <http://stecf.jrc.ec.europa.eu/adm-declarations>

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13 LIST OF BACKGROUND DOCUMENTS

Background documents are published on the meeting's web site on:
<http://stecf.jrc.ec.europa.eu/web/stecf/ewg1302>

List of background documents:

1. EWG-13-02 – Doc 1 - Declarations of invited and JRC experts (see also section 12 of this report – List of participants)

European Commission

EUR 25974 EN – Joint Research Centre – Institute for the Protection and Security of the Citizen

Title: Scientific, Technical and Economic Committee for Fisheries, Review of DC MAP – Part 1 (STECF-13-06).

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Abstract

The Expert Working Group meeting of the Scientific, Technical and Economic Committee for Fisheries EWG 13-02 was held from 11 – 15 March 2013 in Ispra -Italy, to evaluate options proposed by DG MARE on the new EU Multi-annual programme for data collection (MAP) 2014-2020. The group focussed on the following issues: need for flexibility in data to be collected and in methods to be applied, process for deciding on data to be included in the DC-MAP, role of end users, data to be included or not included, consequences of implementation of landing obligation (discard ban), data quality, handling and availability, transition from DCF to DC-MAP. The report was reviewed by the STECF during its spring plenary meeting in April 2013.

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The Scientific, Technical and Economic Committee for Fisheries (STECF) has been established by the European Commission. The STECF is being consulted at regular intervals on matters pertaining to the conservation and management of living aquatic resources, including biological, economic, environmental, social and technical considerations.