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**Consultative Draft Conservation and Management Measure for
the WCPFC Electronic Monitoring Program (WCPFC EMP)**

WCPFC22-2025-DP14

15 November 2025

Submitted by the United States of America

Explanatory Note for WCPFC22

This Consultative Draft Conservation and Management Measure (CMM) for the future WCPFC Electronic Monitoring Program (WCPFC EMP) is presented for Members' consideration and discussion at WCPFC22 and throughout 2026, aiming for adoption at WCPFC23. The United States intends to undertake [CMM 2013-06](#) consultations in the coming year, after hearing back from other CCMs and incorporating changes into this draft.

This consultative draft CMM stems from feedback received by the United States, in response to delegation papers submitted by the United States to SC21 and TCC21, and draws on existing Commission materials. In response to its previous delegation papers, the United States recognizes the Commission has identified a number of important taskings for both the Regional Observer Program Intersessional Working Group (ROP IWG) and the Electronic Reporting and Electronic Monitoring Intersessional Working Group (ERandEM IWG) to advance elements necessary for the implementation a WCPFC EMP and the continued operation of the WCPFC ROP. The United States maintains its support for completion of the distinct tasks of the respective IWGs.

In parallel, and in recognizing the need to implement an electronic monitoring program in the WCPFC to strengthen fisheries monitoring (particularly in the case of longline fisheries), the United States is seeking feedback on a consultative draft CMM for the implementation of a WCPFC EMP. This consultative draft draws from both the CMM for the ROP ([CMM 2018-05](#)) and the CMM for a Commission Vessel Monitoring System ([CMM 2014-02](#)). The currently adopted interim EM minimum standards are appended as annexes to this draft, with the intention of incorporating all EM standards in the same CMM once they are adopted.

Finally, the United States and the Commission have a longstanding objective of increasing monitoring of high seas longline fisheries. When it submits this draft CMM to WCPFC23 in 2026, the United States and any co-sponsors will propose increasing monitoring of high seas longline fisheries through the use of electronic monitoring. As a way to begin to address the increased monitoring objective to include EM, the United States appended **Annex 2** to the draft CMM, focused on EM monitoring of high seas longline fisheries in the Convention Area. A key objective of **Annex 2** is to achieve 100% EM installation coverage for all high seas longline vessels fishing for highly migratory fish stocks within the WCPFC Convention Area. This will enhance data collection capabilities, improve compliance, and strengthen monitoring, control, and surveillance (MCS) capabilities. Achieving the objectives outlined in this draft would ensure CCMs meet monitoring levels equivalent to the Commission's current 5% ROP coverage requirements, as outlined in Annex C of [CMM 2018-05](#).



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TBD

**[Consultative Draft] Conservation and Management Measure for
the WCPFC Electronic Monitoring Program (WCPFC EMP)**

Conservation and Management Measure 2026-xx

A Consultative Draft from the United States of America for Consideration in 2026

[Preamble Text Needed, including Discussion of [CMM 2013-06](#) Consultations]

1. The Western and Central Pacific Fisheries Commission adopts the following Conservation and Management Measure (CMM):

A. Establishment of the WCPFC Electronic Monitoring Program (WCPFC EMP)

2. There is hereby established by the Commission the WCPFC Electronic Monitoring Program (WCPFC EMP), which shall be coordinated by the Secretariat of the Commission.
3. The WCPFC EMP is implemented by existing EM Programs (as defined). Such EM Programs are authorized for inclusion in the WCPFC EMP through an accreditation carried out by the Secretariat of the Commission.
4. Audit requirements and definitions related to the WCPFC EMP are included as **Annex 1**.
5. The Secretariat shall provide an annual report to the Commission with regard to the WCPFC EMP and on other matters relevant to the efficient operation of the program.

B. Objectives

6. The objectives of the WCPFC EMP shall be to collect verified catch data, other scientific data, and additional information related to the fisheries operating in the Convention Area and to monitor the implementation of CMMs adopted by the Commission and support enforcement investigations referred under Articles 23(5) and 25(2) of the [Convention](#).

C. Scope

7. The WCPFC EMP shall apply to the following categories of fishing vessels authorized to fish in the Convention Area in accordance with the Commission's CMM 2018-06 (Record of Fishing Vessels and Authorization to Fish) or its replacement CMM:
 - a. Vessels fishing exclusively on the high seas in the Convention Area,
 - b. Vessels fishing on the high seas in the Convention Area and in waters under the jurisdiction of one or more coastal State CCMs, and
 - c. Vessels fishing within the Convention Area in waters under the national jurisdiction of two or more coastal State CCMs.
8. Specific requirements for certain high seas fisheries are covered in **Annex 2** of this measure.
9. CCMs shall be responsible for ensuring compliance with WCPFC EMP requirements by all vessels entitled to fly their flag and fishing within the Convention Area (regardless of any chartering arrangement); those CCMs are referred to hereinafter as the "Responsible CCM(s)."

D. Guiding principles for operation of the WCPFC EMP

10. The WCPFC EMP shall operate in accordance with the following principles:
 - a. Vessels that operate principally in coastal waters but occasionally venture on to the adjacent high seas within the Convention Area or into the waters under the jurisdiction of a neighboring CCM may carry either accredited WCPFC EMP Systems or EM Systems from their own national programs, provided those systems have been specifically authorized by the WCPFC EMP.
 - b. The WCPFC EMP shall be organized in a flexible manner that takes into account the nature of the fisheries within the Convention Area and any other relevant factors the Commission may consider appropriate.
 - c. To ensure cost effectiveness and to avoid duplication of effort, the WCPFC EMP shall be coordinated, to the maximum extent possible, with sub-regional and national EM Programs; and to this extent, the Commission may enter into contracts or appropriate arrangements as may be deemed necessary to advance the objectives of the WCPFC EMP.
 - d. The WCPFC EMP shall provide a specified level of EM Coverage, as approved by the Commission, to ensure that the Commission receives appropriate data and information related to the fisheries within the Convention Area, taking into account the characteristics of the fisheries and any other relevant factors the Commission may consider appropriate;

- e. CCMs shall ensure that all applicable vessels collecting EM Data for purposes of the WCPFC EMP comply with that vessel's own Vessel Monitoring Plan (VMP), as set out in **Annex 5** (VMP Guidelines).
- f. The WCPFC EMP shall ensure the security and confidentiality of non-aggregated data and other information which the Commission deems to be of a confidential nature; the release of EM Records, EM Data, and other information collected by the WCPFC EMP shall be in accordance with guidelines set out in the Commission's Rules and Procedures for Access to, and Dissemination of, Data Compiled by the Commission.

E. Minimum Standards and Requirements of the WCPFC EMP

- 11. WCPFC EMP-accredited electronic monitoring (EM) equipment shall automatically and autonomously collect information to generate EM Data (as defined) and shall be tamper evident (i.e., any attempts to tamper with the equipment will be detectable to the EM Service Provider/ vessel owner, and reported to the respective Responsible CCM authority).
- 12. The minimum technical requirements, standards and specifications that shall be implemented under the WCPFC EMP and captured by the accredited EM System(s) are provided in **Annex 3**.
- 13. The minimum data fields that shall be collected through the WCPFC EMP are provided in **Annex 4**.
- 14. CCMs whose vessels participate in the WCPFC EMP shall develop an EM Vessel Monitoring Plan (VMP) for each vessel. The VMP shall describe the configuration, components, and installation of EM equipment on each vessel, and this configuration should be capable of collecting EM Records consistent with all relevant minimum standards in this CMM and its annexes. A printed copy of the VMP approved by the CCM should be maintained aboard each vessel at all times when EM equipment is deployed. The VMP requirements are detailed in **Annex 5**.
- 15. Any modification to a vessel's VMP, including changes to the type of EM equipment used, shall be promptly notified to the Secretariat of the Commission by the Responsible CCM.

F. Obligations of CCMs

- 16. Each CCM shall ensure that:
 - a. EM Systems installed and used by its vessels whose activities are within the scope of this CMM are accredited or authorized by the Commission. Such accredited/authorized systems shall be designed and implemented in a manner that ensures they are independent, transparent and accountable in accordance with the requirements provided in **Annex 1**.
 - b. All vessels carrying WCPFC EMP Systems meet the minimum standards and requirements as included **Annex 3** and **Annex 4**.

- c. All vessels carrying WCPFC EMP Systems maintain onboard paper copies of the vessel's current VMP at all times, in accordance with **Annex 5**.
- 17. Each CCM implementing EM through the WCPFC EMP shall report to the Commission in its Annual Report Part 2, the results of the implementation of its WCPFC EMP during the corresponding reporting year, including at least, by fishery and gear type:
 - a. The percentage of vessels within a fleet that have fully operational WCPFC-accredited or authorized EM Systems,
 - b. The percentage of fishing activity by those vessels that is recorded by the WCPFC EMP System or WCPFC EMP-authorized EM System,
 - c. The percentage of fishing activity recorded by the WCPFC EMP System or WCPFC EMP-authorized EM System that is subsequently reviewed,
 - d. The percentage of reviewed fishing activity that is reported to the Commission; and
 - e. Details on how those percentages were calculated.
- 18. CCMs shall take advantage of the EM Records and other information collected via the WCPFC EMP for the purpose of supporting enforcement investigation referrals under Articles 23 and 25 of the Convention. CCMs requesting such an investigation shall, to the greatest extent possible, include all information, evidence, and data potentially relevant to an alleged infringement in the initial request communication, and shall cooperate in the exchange of additional information in accordance with standards adopted by the Commission, as applicable.

G. Role of the Commission and its Subsidiary Bodies

- 19. The Commission shall, through its subsidiary bodies within their respective mandates, monitor and supervise the implementation of the WCPFC EMP. The Commission shall ensure the administration and coordination of the WCPFC EMP is adequately resourced. The Commission may enter into contracts or appropriate arrangements as needed for the administration of the WCPFC EMP.
- 20. The WCPFC Technical and Compliance Committee (TCC) shall have a role in:
 - a. Reviewing rules and procedures established to address issues such as technological EM System failure, including to ensure that any relevant EM Data collection or other WCPFC obligations, such as minimum observer coverage requirements, can be met through other means;
 - b. Assessing, via the existing compliance monitoring review process, whether appropriate follow-up investigations are undertaken by Responsible CCMs following the Article 23(5)/ Article 25(2) referral process for potential infringements of WCPFC CMMs detected through the WCPFC EMP; and

- c. Reviewing and recommending to the Commission specifications and characteristics of accredited WCPFC EM Systems, maintaining a list of current WCPFC EM Systems, and for developing criteria for consideration when CCMs request authorization of un-accredited EM Systems for use in the WCPFC EMP, with due consideration of the development status of CCMs, equivalent to those set out in this CCM.

21. The WCPFC Scientific Committee shall have a role in:

- a. Evaluating the scientific data collected through the WCPFC EMP and, if appropriate, suggesting improvements and adjustments to ensure that WCPFC scientific data collection requirements are met;
- b. Reviewing the rates of EM Coverage within the WCPFC EMP to ensure they are sufficient to achieve robust data collection for catch of target and non-target and associated species; and
- c. Recommending to the Commission any modifications or additions necessary to the priorities and objectives of the WCPFC EMP with regard to the collection and reporting of scientific data.

H. Role of the Secretariat

22. The role of the Secretariat with regard to the WCPFC EMP will be to:

- a. Authorize sub-regional and national EM programs under the WCPFC EMP.
- b. Coordinate WCPFC EMP activities including, *inter alia*,
 - i. Maintaining the WCPFC EMP data standards and any other applicable requirements so that existing sub-regional and national programs participating in the WCPFC EMP maintain standards as adopted by the Commission;
 - ii. Receiving communications and providing reports on the WCPFC EMP's operation to the Commission (and its subsidiary bodies), including target and achieved EM Coverage levels;
 - iii. Coordinating WCPFC EMP activities with other Regional Fishery Management Organizations (RFMOs), as appropriate;
 - iv. Facilitating the use of accredited EM Systems in the WCPFC EMP and authorizing non-accredited EM Systems for the same;
 - v. Ensuring that the WCPFC EMP addresses data and monitoring requirements of the Commission's CMMs;

- vi. Ensuring that appropriate information and data for the monitoring of the implementation of CMMs is collected, compiled, stored, and disseminated by the WCPFC EMP in accordance with procedures adopted by the Commission;
- vii. Providing support by Secretariat staff, as necessary, to effectively administer the WCPFC EMP; and
- viii. Maintaining on the Commission website an up-to-date list of accredited WCPFC EMP Systems and the subregional and national EM Program Coordinators and their contact information.

I. Compliance and Enforcement

- 23. Any non-compliance with the WCPFC EMP system requirements or the failure to provide complete and accurate EM Data shall be considered a serious violation of this CMM and subject to priority non-compliance status in the Commission's Compliance Monitoring Scheme.

J. Capacity Building and Technical Assistance

- 24. The Commission recognizes the need for capacity building and technical assistance to support small island developing states (SIDS) in implementing this CMM. In accordance with CMM 2013-06, the Commission, shall facilitate:
 - a. Training programs on WCPFC EMP System installation, operation, and data analysis,
 - b. Sharing of technical expertise and best practices, and
 - c. Assistance in developing national EM implementation plans.

K. CMM Review

- 25. This CMM shall be reviewed by the Commission two years after adoption and at least every three years as needed thereafter to evaluate its effectiveness in fulfilling its objectives and purpose and consider the need for revisions, taking into account, *inter alia*, relevant information provided by CCMs on the introduction and development of their sub-regional and national EM programs as well as taking into consideration any new technological developments.

XII. Effective Date

- 26. This CMM shall enter into force on January 1, 2027.

WCPFC Interim Standards: Terms and Definitions*As agreed at WCPFC21, December 2024**And non-substantively edited for clarity, December 2025¹*

Ancillary Logs: Data records from the EM System that are supplemental to the EM Records, such as a record of changes in system configurations and settings and a summary of system health checks performed.

Artificial Intelligence (AI): A machine-based system that can, for a given set of human-defined objectives, make predictions, recommendations or decisions influencing real or virtual environments. Artificial intelligence systems use machine and human-based inputs to (A) perceive real and virtual environments; (B) abstract such perceptions into models through analysis in an automated manner; and (C) use model inference to formulate options for information or action.

Control Center: Computer and software system that records and stores information from EM System components (e.g., video, sensor data, GPS data, system log data) and also controls the operation of onboard EM System components.

Data Review Centre (DRC): A facility or entity with supporting software platform(s) used to analyze EM Records and generate EM Data. This could be a standalone facility or a designated space within the premises of the fisheries administration.

Designated Installer or Service Technician: A person or entity authorized by an EM Service Provider to install or service an EM System.

EM Analyst: A person qualified by the appropriate EM Program provider to analyze EM Records and generate EM Data in accordance with the EM standard and analysis procedures.

EM Analysis: See EM Records Analysis.

EM Analysis Rate: The proportion of EM Records that are analyzed to generate EM Data.

EM analysis software: Any software used by an EM Analyst to generate EM Data. This software is often provided by the EM Service Provider and can include a range of features that facilitates the efficient work of the EM Analyst.

¹ Additional proposed definitions not already agreed-upon in the Interim ERandEM IWG documents appear in blue-colored, underlined font in this draft, for ease of reference.

EM audit requirements: The WCPFC-agreed standards and procedures to be followed by an EM Program in order to support the WCPFC agreed audit and assurance process. The requirements may include standards on processes such as EM Record and EM Data retention.

EM Certifier: An individual or organization which has been approved by the appropriate authority to inspect and approve EM Systems for use.

EM Coverage: The proportion of Fishing effort (sets or Fishing Trips) that is analyzed through EM, calculated by multiplying the EM Installation Coverage by the EM Analysis Rate.

EM Data: Data generated through analysis of EM Records.

EM data requirements: The WCPFC agreed minimum data fields with associated data standards that must be generated from EM Records and ancillary logs.

EM Installation Coverage: The proportion of vessels or Fishing effort that have an operational EM System installed and are recorded by the EM Program to collect EM Records to meet the EM data requirements.

EM Program: A CCM or regional program responsible for managing the use of EM Systems to independently collect and generate fisheries data and information. This is different from the WCPFC EM Program (or, WCPFC EMP).

EM Program Coordinator: [The designated point of contact for each CCM's EM Program, whose contact information is maintained by the Secretariat and published on the Commission website.](#)

EM Records: Footage (e.g., still images and video) and sensor data (if applicable) recorded by an EM System that can be analyzed to generate EM Data to meet the EM data requirements. Sensors may include any number of sensors (e.g., hydraulic sensors) that are part of the EM equipment and whose data is recorded on the vessel as part of the EM System.

EM Records Analysis: The process of an EM Analyst reviewing EM Records to generate EM Data.

EM Service Provider: A provider of EM technical and logistical services. An EM Program may have multiple EM Service Providers, and they may provide different services within the program (e.g., onboard hardware, DRC software, DRC review services).

EM System: All the vessel- and shore-based components supporting the generation, storage, transmission, analysis and reporting of EM Records.

Event: An occurrence in the EM Records that is enumerated into EM Data.

Fishing: As defined in WCPFC Convention Article 2(d).

Fishing Trip: The period between either (a) a vessel's departure from port after unloading part or all of the catch to transit to a fishing area, or (b) a vessel recommences fishing operations or transits to a fishing area after transshipping part or all of the catch at sea, and the time that the vessel either (c) returns to port to unload part or all of its catch, or (d) ceases fishing operations to tranship part or all of its catch at sea.

Geolocation device: A device that is used to capture information on vessel position that can also be used to determine vessel speed and heading.

Independent: With respect to audits - no financial or current employment interest with the DRC Regional Agency - a regional or sub-regional organization that may support CCM national EM Programs and EM Systems.

Onboard EM System: Comprises all vessel components supporting the acquisition and reporting of EM Records. These systems must be configured to allow the generation of data fields specified in the EM data requirements. The core components include a control center, user interface, cameras, geolocation device, uninterruptible power supply, sensors, and a communication system. These components work together to collect necessary information, including system health status, to support fisheries management and enforcement objectives of the WCPFC EMP.

Responsible CCM: That CCM whose flag a vessel is entitled to fly, regardless of the existence of any chartering arrangement, which is responsible for ensuring compliance by its vessels and for reporting to the Secretariat, under this CMM.

Review for Data Quality: The verification process of re-analyzing/interpreting a portion of previously analyzed EM Records to determine completeness, adherence to protocols, and accuracy of the EM Data produced by the EM Analyst.

Sensors: EM Systems may be equipped with a variety of integrated sensors that can provide additional information on fishing activity, trigger activation or adjustment of configurations of cameras, and identify points of interest to expedite EM video review. This may include "synthetic sensors" that use camera imagery used to capture imagery of fishing activities.

Uninterruptible power supply (UPS): Provides power to the EM System and enables controlled shutdown in the event of a power loss so as to preserve the security and integrity of EM Data.

User interface: A display that communicates EM System status messages and provides views of onboard cameras.

Vessel Monitoring Plan (VMP): A document describing how an EM System is specifically positioned and configured on a vessel (e.g. camera placement with images of camera views and types and locations of sensors) to allow effective monitoring of fishing activity and accurate generation of EM Data specified by the EM Program.

Vessel Operator: Any person who is in charge of, directs or controls a vessel, charterer and master.

[WCPFC EMP System: An EM System accredited by the Commission for use in the WCPFC EMP.](#)

Electronic Monitoring Requirements for Longline Vessels Operating on the High Seas

The objective is to achieve 100% electronic monitoring capabilities for all high seas longline vessels fishing within the WCPFC Convention Area to enhance data collection, improve compliance, and strengthen monitoring, control, and surveillance (MCS) capabilities.

Each CCM that has ensured that all high seas longline vessels entitled to fly their flag and fishing within the WCPFC Convention Area are equipped with a fully operational Electronic Monitoring (EM) System that fulfills the requirements of this CMM upon implementation of the WCPFC EMP may use EM to fulfill monitoring obligations (e.g., observers) starting January 1, 2027.

CCMs which review and report data on 20% of all eligible trips by longline vessels flying their flag and operating on the high seas within Convention Area shall be considered compliant with the 5% ROP coverage requirements, as outlined in Annex C of CMM 2018-05.

Interim Technical EM Standards

As agreed at WCPFC21, December 2024

Minimum Standard Data Fields

Vessel Monitoring Plan Template