



COMMISSION
Twenty-Second Regular Session
1-5 December 2025
Manila, Philippines (Hybrid)

**Draft Conservation and Management Measure for Implementing the South Pacific Albacore
Management Procedure**

WCPFC22-2025-DP02b
31 October 2025

Submitted by FFA Member CCMs

CONSERVATION AND MANAGEMENT MEASURE FOR IMPLEMENTING THE SOUTH PACIFIC ALBACORE
MANAGEMENT PROCEDURE

Conservation and Management Measure 2025-xx

A proposal from FFA

PREAMBLE

The Western and Central Pacific Fisheries Commission (WCPFC):

Recalling that the objective of the Convention on the Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific Ocean (the Convention) is to ensure through effective management, the long-term conservation and sustainable use of the highly migratory fish stocks of the Western and Central Pacific Ocean in accordance with the 1982 Convention and the Agreement;

Emphasizing that Article 30(1) of the Convention requires the Commission to give full recognition to the special requirements of developing States that are Parties to the Convention, in particular small island developing States and Territories and possessions, in relation to the conservation and management of highly migratory fish stocks in the Convention Area and development of fisheries on such stocks, including the provision of financial, scientific, and technological assistance;

Recognising the adopted management procedure for South Pacific albacore (CMM 2025 XX) and the need to provide a mechanism for the implementation of that management procedure;

Recalling that the Scientific Committee (SC) has advised the Commission that longline fishing mortality and longline catch be reduced to avoid further decline in the vulnerable biomass so that economically viable catch rates can be maintained;

Recognising the importance of yellowfin and bigeye tuna, and other bycatch species, that make significant economic contributions towards the profitability of fleets operating in the southern longline fishery (south of 10° south);

Noting the intersections between the tropical and southern longline fisheries and the need to ensure compatible conservation and management of South Pacific albacore stocks, as well as yellowfin and bigeye tuna stocks, in their entirety;

Further Noting that South Pacific albacore is also caught in the East Pacific Ocean managed by the Inter-

American Tropical Tuna Commission (IATTC) and that WCPFC21 agreed to establish a joint working group with the IATTC for South Pacific albacore;

Recognize that Forum Fisheries Agency (FFA) Members have adopted collective zone-based limits for South Pacific albacore within their exclusive economic zones (EEZ) with management arrangements exercising the rights and interests of coastal States in the Convention Area;

Further recognising that Parties to the Nauru Agreement have adopted and implemented a Vessel Day Scheme for the longline fishery in the zones of the Parties, within their exclusive economic zones;

Noting that Article 8(1) of the Convention which requires compatibility of conservation and management measures established for the high seas and those adopted for areas under national jurisdiction;

Further noting that Article 8(4) of the Convention requires that the Commission pay special attention to ensuring compatibility of conservation and management measures established for such high seas pockets and those adopted for the EEZs of Commission Members enclosing those high seas pockets;

Noting that Article 10.3(h) requires the Commission to take in to account the special circumstances of a State which is surrounded by the exclusive economic zones of other States and has a limited exclusive economic zone of its own;

Further noting that Article 10.3(i) requires the Commission to take in to account the special circumstances of a small island developing State which is made up of non-contiguous groups of islands having a distinct economic and cultural identity of their own but which are separated by areas of high seas;

Recalling that Article 116 of the 1982 Convention provides for the right to fish on the high seas, subject to the rights and duties as well as the interests of coastal States;

Recognising the uncertainty in the projected impacts of climate change on various life history traits and the habitat of South Pacific albacore, including recruitment and spatial dynamics, and recalling the decision of the WCPFC on the need to build resilience into medium- and long-term planning and to manage WCPO fish stocks in a precautionary manner, as mandated in WCPFC Resolution 2019-01;

Noting further that Article 30(2) of the Convention requires the Commission to take into account the special requirements of developing States, in particular Small Island developing States and Territories (SIDS). This includes ensuring that conservation and management measures adopted by it do not result in transferring, directly or indirectly, a disproportionate burden of conservation action onto developing States, Parties, and Territories;

Acknowledging that the Commission has adopted a limit reference point for South Pacific albacore tuna of 20% of the estimated recent average spawning biomass in the absence of fishing;

Recognising the importance in improving the economic conditions of the southern longline fishery for SIDS domestic fleets and relevant national fisheries;

Acknowledging that the Commission has adopted CMM2022-03 on Establishing a Harvest Strategy for Key Fisheries and Stocks in the Western and Central Pacific Ocean and a Work Plan to guide the development of key components of a Harvest Strategy, including the recording of management objectives, adoption of reference points, and development of harvest control rules;

Adopts in accordance with Article 10 of the Convention, the following Conservation and Management Measure (CMM) with respect to South Pacific albacore tuna stocks in the Western and Central Pacific Ocean:

Area of Application

1. This CMM applies to all areas of the high seas and all EEZ in the Convention Area, south of the equator, unless otherwise specified. The Area of Implementation for this CMM is defined as the area south of 10 degrees south latitude, excluding the EEZs of Tokelau and Tuvalu. This is mapped in Attachment 1.
2. Coastal states are encouraged to take measures in archipelagic waters and territorial seas which are consistent with the objectives of this CMM and to inform the Secretariat of the relevant measures that they will apply in these waters.

Purpose

3. This CMM provides the management arrangements for implementing the outputs of the South Pacific albacore management procedure (CMM 2025-XX) and achieving the objectives of that CMM. These arrangements seek to support sustainable and economically viable fisheries that provide benefits to CCMs and their communities and provide for the establishment of catch or effort constraints within EEZs and the High Seas together with other relevant provisions.

Scope

4. This CMM shall apply to all longline and troll fisheries.

Management Arrangements

5. Conservation and management measures established for the high seas and those adopted for areas under national jurisdiction shall be compatible in order to ensure conservation and management of South Pacific albacore stocks in their entirety.
6. CCMs shall promote the development of Resolutions by IATTC for South Pacific albacore that are compatible with those adopted by the WCPFC, to ensure the effective management of the South Pacific albacore stock across the entire South Pacific.
7. All catch and effort in the EEZ of a CCM south of the equator in the Convention Area shall be attributed to that CCM¹.

Allocation²

8. The annual total allowable catch (TAC) of South Pacific albacore, in the high seas and all EEZs in the Area of implementation, shall be determined by the South Pacific albacore management procedure (CMM 2025-xx) adopted by the Commission.
9. The TAC shall be apportioned XX% to EEZs and XX% to the high seas.
10. In 2026, the Commission, with advice from its subsidiary bodies, shall adopt proportional shares to assign the TAC for Commission Members and Participating Territory EEZs, and for high seas areas within the Area of Implementation. In particular, the Commission shall take into account Article 10.3 and Article 30 in this process. Individual proportional shares may be pooled and managed by subregional groups.
11. Proportional shares shall form the basis of both the dynamic TAC limits and the annual limits, applied in a particular management cycle, as determined by the outputs of the Management Procedure for South

¹ Commission Member, Cooperating Non-Member and Participating Territories.

² Only legitimate catch and effort history shall be considered in any formulation of limits, where catch history is used.

Pacific albacore.

12. Proportional shares shall remain in place, and may be adjusted if agreed by the Commission.
13. In giving effect to Articles 10.3(d) and (g), and in response to the impacts of climate change on tuna stocks in the Convention Area that will result in changes in regional stock abundance, the Commission shall give particular consideration to high seas mechanisms for SIDS that provides access to South Pacific albacore that mitigates these impacts.
14. CCMs shall notify the Secretariat if they will be implementing their proportional shares and limits as part of a subregional group, at least 7 days before the start of a calendar year.
15. CCMs referred to in paragraph 10, shall report quarterly, the amount of South Pacific albacore catches in their EEZs and by their flag vessels in the high seas to the Secretariat

Transferability

16. By 31 December each year a CCM or subregional group may transfer to another CCM or subregional group all or part of its catch allocation not exceeding any specified limits adopted by the Commission. Any transfers shall only be utilised within the Area of Implementation, and for the calendar year in which the transfer occurred. Transfers may only take place where there is agreement by both the transferring and receiving CCMs or subregional group. Transfers between one CCMs or subregional groups EEZ limits to another CCMs High Seas or subregional groups limits shall not be permitted for the first three years from the time this CMM enters into force.
17. Transfers shall only occur in the following circumstances:³
 - a. An internal transfer between a CCMs own high seas and EEZ limits. These limits may not be accumulated for onward transfer, particularly in the high seas, to another CCM and must only be utilised by the receiving CCM. The Secretariat shall monitor such transfers and provide summary reports to the subsidiary bodies;
 - b. A transfer between a CCM or subregional group of part or all of their EEZ limits, to be used in the EEZ only;
18. At least 7 days before any fishing activities relating to transferred limits takes place, the transferring CCM or subregional group shall notify the Secretariat with copy to the receiving CCM or subregional group. The Secretariat shall immediately circulate transfer notifications to all CCMs. Notifications shall include the name of the transferring and receiving CCMs or subregional group, the date of effect of the transfer, and the total catch to be transferred.
19. The receiving CCM or subregional group shall be responsible for all monitoring and reporting obligations for fishing activities relating to any transferred catch made in accordance with this section of the measure.
20. Any transfers shall only be utilised within the Area of Implementation. Transfers from outside of the Area of Implementation is prohibited, and in particular the area between the equator and the area north of 10 degrees south latitude.

³In giving effect to Article 10.3(h) of the Convention, for the purpose of supporting their development aspirations, the SIDS affected by these circumstances (Samoa), may apply flexible transferability arrangement to any of their high seas limits. Where this occurs, they shall notify the Secretariat in accordance with paragraph 18.

Multi-Year Reconciliation

21. CCMs or a subregional group may apply a three-year reconciliation process that allows some variation from their annual limits provided these do not exceed the sum of their annual limits within a three-year management cycle. This is governed by the following:
- a. A CCM or subregional group shall only be eligible to apply a three-year reconciliation process if they meet the operational level catch and effort data, unloadings⁴ data and observer data coverage requirements in this CMM, throughout the entire three-year reconciliation period.
 - b. A CCM or subregional group shall notify the Secretariat at least 30 days prior to applying a reconciliation process. The Secretariat shall immediately notify the Commission.
 - c. A CCM or subregional group eligible to apply the reconciliation process shall not exceed the sum of their annual limits, within a management cycle.
 - d. Where applicable, a CCM or subregional group may apply an overage of no more than 20% of their limit in year one and year two only.
 - e. A CCM or subregional group shall report their overage and reconciliation annually in their Annual Report Part 1. The Secretariat shall develop a template for this reporting requirement and submit this to the SC in 2026 for their review.
22. Where a reconciliation process is being applied, and a CCM or subregional group no longer meets the eligibility requirements in paragraph 21.a. above, the CCM or subregional groups subsequent annual catch limit(s) shall:
- a. be reduced by any overage of annual catch limits taken in the year(s) in which the reconciliation process applied; and
 - b. no longer be eligible to apply the reconciliation process, until the next management cycle.
23. Where a CCM or subregional group does not comply with the requirements of paragraphs 21.b. to e. above:
- a. the Commission shall reduce the CCMs or subregional groups annual limit by any overage in the next management cycle; and
 - b. the CCM or subregional group shall not be eligible to apply the reconciliation process or transferability in the next management cycle.
24. The SC and the Technical and Compliance Committee (TCC) shall undertake annual monitoring and reviews of any reconciliation processes applied by CCMs, and provide any recommendations to the Commission. This shall include a review of annual data summaries and coverage levels relevant to the reconciliation requirements in this CMM.

Data provision requirements

25. Operational level catch and effort data for the areas south of the equator shall be provided to the Commission in accordance with the *Standards for the Provision of Operational Level Catch and Effort Data* attached to the Rules for *Scientific Data to be Provided to the Commission*, and *CMM 2022-06 Conservation and Management Measure on Daily Catch and Effort Reporting*⁵. Operational level catch and effort data shall include any catch that is discarded.

⁴ Unloadings data is an independent record of total catch used to verify catch and effort information recorded on logsheets with actual weights.

⁵ Or its replacement.

25. Each CCM, for each vessel flying its flag, and to which this measure applies, in the Area of Implementation shall provide their operational level catch and effort data required under paragraph 3 of the Scientific Data to be Provided to the Commission electronically in accordance with the Standards, Specifications and Procedures for Electronic Reporting in the WCPFC of catch and effort data within 30 days:
- a. of the end of a trip or upon exit from the area south of the equator; and
 - b. where applicable, at the end of every transshipment event.
26. CCMs shall ensure that electronic unloadings data for all longline and troll fishing trips⁶, whether part of a trip or a complete trip, for the area south of the equator, shall be provided to the Commission in accordance with any standards, specifications and procedures adopted by the Commission. The secretariat shall develop standards, specifications and procedures for electronic unloadings data and submit this to the subsidiary bodies for their review, and subsequent adoption by the Commission in 2026.
27. CCMs shall provide unloadings data summaries to the Commission by 30 April each year. The secretariat shall develop a template for unloadings data summaries for SC consideration, and adoption by the Commission in 2026.

Monitoring and Reporting

28. Catch and effort levels between the equator and the Area of Implementation for this CMM shall be monitored by the SC and the TCC annually, and as appropriate may lead to recommendations to the Commission for management intervention.

Observer coverage

29. CCMs shall ensure that vessels entitled to fly their flag achieve minimum coverage and monitoring levels of ROP fishing trips within the Area of Implementation, for each of the following categories:
- a. Vessels fishing exclusively on the high seas;
 - b. Vessels fishing on the high seas and in waters under the jurisdiction of one or more coastal States; and
 - c. Vessels fishing in the waters under the national jurisdiction of two or more coastal States.
30. CCMs shall ensure that their flag vessels achieve minimum monitoring levels of all ROP fishing trips within the Area of Implementation, and each of the categories defined in paragraph 29, of:
- a. From 1 January 2027, 10% of human observer coverage from the Commissions Regional Observer Programme
 - b. From 1 January 2030, 30% monitoring through either human observer or Electronic Monitoring Coverage⁷ providing that human observer coverage is at a minimum of 10%. Any Electronic Monitoring Installation Coverage used to achieve this level of monitoring must meet any Electronic Monitoring minimum standards and auditing requirements agreed by the Commission.
31. From 1 January 2030, CCMs shall implement 100% Electronic Reporting by ROP observers. CCMs shall ensure that any ROP Minimum Standards Data Fields (MSDFs) shall be submitted electronically to the Secretariat, in accordance with *the Standards, Specifications and Procedures for the Electronic Report in the WCPFC of observer data within 120 days of the observer disembarking the vessel.*

⁶ As defined by the Scientific Data to be Provided to the Commission.

⁷ Proportion of fishing effort analysed.

32. Each CCM with flagged vessels covered by this CMM that carry an observer or operate Electronic Monitoring and fish solely within its national jurisdiction within the implementation area, are encouraged to provide the data gathered by observers or through Electronic Monitoring review for use in the various analyses conducted by the Commission, including stock assessments, in such a manner that protects the ownership and confidentiality of the data.

Transshipment

33. All data collected by observers monitoring transshipment activities shall meet the *Minimum Data Fields for Observer Transshipment Monitoring*. All EM coverage shall meet the Interim Electronic Monitoring Minimum Standards, covering Technical, Data and Reporting Requirements, and any other Electronic Monitoring requirements adopted by the Commission.
34. The Secretariat shall provide to the relevant CCM the transshipment declaration and notices for verification purposes in accordance with all data rules and procedure of the Commission, where the geographic location of highly migratory fish stock catches, reported in Annexes I or III of CMM 2009-06 or its replacement, is reported from the EEZ of a CCM.

Catch retention

35. CCMs shall ensure that their vessels retain all catch of South Pacific albacore, yellowfin and bigeye tuna onboard, until the first unloading in port or transshipment. Discards shall only be permitted if:
- a. the hold on the final set is full;
 - b. catch that has been damaged by depredation;
 - c. unfit for human consumption caused by equipment/mechanical failure and/or contamination.
36. Where the operator of a vessel determines that fish should not be retained on board because it was caught during the final set of a trip when there is insufficient well space to accommodate all fish caught in that set, the fish may only be discarded if:
- a. the vessel master and crew attempt to release the fish alive as soon as possible;
 - b. no further fishing is undertaken after the discard until the fish on board the vessel has been landed or transhipped.
37. CCMs shall ensure that their vessels report all discards within 72 hours of completion to the Commission. Discards reports shall include the information in Attachment 2.
38. CCMs shall report discards information in their Scientific Data to be Provided to the Commission and Annual Report Part 1.
39. The TCC shall annually review compliance with the data and monitoring obligations in this CMM.
40. The Secretariat shall develop systems to monitor annual limits, transfers and reconciliations and make that available to CCMs via the CCM portals accessed via the Commission website. The Commission shall ensure that the Secretariat is adequately resourced to meet this requirement.
41. The Secretariat shall present summary information to the subsidiary bodies to assist with their annual review of the monitoring, reporting and reconciliation requirements in this measure. This should include information to assist with the verification of operational catch and effort data reporting, for the purpose of improving vessel level reporting and data accuracy and addressing any misreporting.

IATTC Cooperation

42. The Commission shall support collaborative efforts with IATTC to strengthen the management of South Pacific albacore. This shall include the sharing of scientific, research and data management capability and capacity; the collation of Pacific-wide data summaries for south Pacific albacore; data standardisation, reconciliation and reporting to their respective scientific committees. Support should also be provided to the establishment of intersessional working groups that facilitates advancing work on South Pacific albacore, and must include support for effective SIDS participation.
43. The Commission and CCM's shall encourage IATTC to apply compatible management measures to any IATTC vessels fishing for South Pacific albacore in the overlap area that are not on the WCPFC Record of Fishing Vessels.

Review

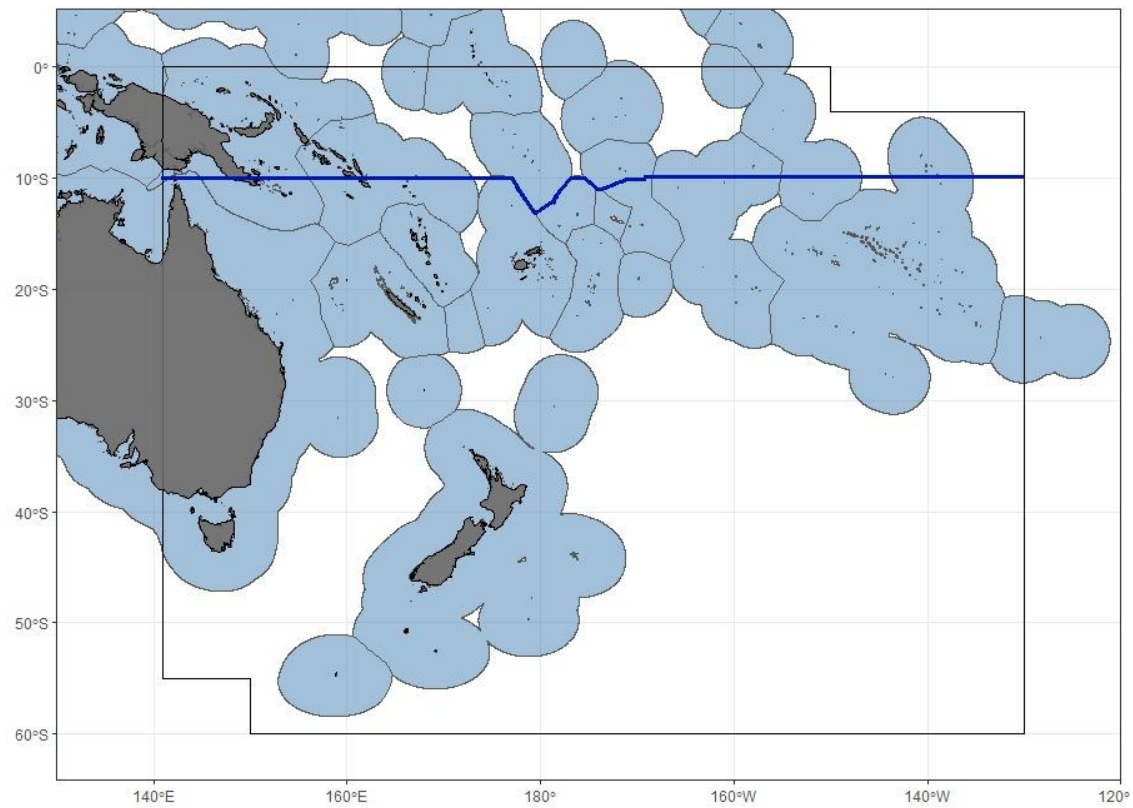
44. This CMM shall be reviewed every three years.
45. In undertaking the review, the Commission shall assess how this CMM fully recognises the special requirements of SIDS and whether any existing special requirement provisions remain fit for purpose in implementing Article 30 of the WCPF Convention.

Final provisions

46. CMM 2015-02 shall remain in force until such time that the Commission adopts proportional shares in accordance with paragraph 10 of this measure.
47. This measure shall come into effect 1 January 2027.

Attachment 1: Area of Implementation

The Area of Implementation is the area south of 10 degrees south latitude within the Convention Area, excluding the EEZs of Tokelau and Tuvalu.



Attachment 2 Discards notification

1. The operator of the vessel shall submit to the Secretariat a report that includes the following information within seventy-two 72 hours after any discard:
 - a. Name, flag and WCPFC Identification Number of the vessel;
 - b. Name and nationality of master;
 - c. Licence number;
 - d. Name of observer on board (if any);
 - e. Date, time and location (latitude/longitude) that discarding occurred;
 - f. Reason that fish were discarded
 - g. the hold on the final set is full;
 - h. catch that has been damaged by depredation;
 - i. unfit for human consumption caused by equipment/mechanical failure and/or contamination;
 - j. Estimated tonnage and species composition of discarded fish;
 - k. Estimated tonnage and species composition of retained fish from that set;
 - l. Any other information deemed relevant by the vessel master.
2. The operator of the vessel shall also provide a hard copy of the information in paragraph 1 to the WCPFC Observer on board.

CMM 2013-06 ASSESSMENT

Application of CMM 2013-06

The following information is offered to assist the Commission to meet the requirements of CMM 2013-06 in respect of this draft CMM.

a. Who is required to implement the proposal?

All CCMs fishing south of the equator in the area of application will be required to implement this proposal in their cooperation to achieve the outcomes of the management procedure for South Pacific albacore tuna through a total allowable catch (TAC).

b. Which CCMs would this proposal impact and in what way(s) and what proportion?

This proposal will have an impact on all CCMs involved in fisheries that take South Pacific albacore tuna in the Convention Area. The impact will be greatest on SIDS in whose waters fishing for South Pacific albacore tuna takes place, and who are, in most cases, substantially dependent on fisheries targeting albacore for their sustainable development. It is important that the implementation of harvest strategies shall not result in transferring, directly or indirectly, a disproportionate burden of conservation action onto developing States, and territories and possessions. It is also important that the share of the fishery allocated to small island developing states and participating territories (SIDS) reflects the level of importance of this fishery to SIDS and the enhanced monitoring available in EEZs compared to the high seas. It is anticipated that the management procedure MP for South Pacific albacore will result in achieving the stated objectives of maintaining the economic performance of dependent fisheries together with reasonable levels of total catch and overall improvements to the management of the fisheries for south Pacific albacore tuna in the Convention Area. This will benefit all CCMs participating in this fishery, but in particular SIDS, whose national economies, livelihoods and food security needs will be supported. However, if the application of MP does not work as anticipated, those SIDS could potentially face economic losses and reduced access to fishery resources, hence the need for monitoring and great controls in the fishery.

c. Are there linkages with other proposals or instruments in other regional fisheries management organizations or international organizations that reduce the burden of implementation?

How the shared south Pacific albacore tuna stock is managed by the IATTC in the Eastern Pacific Ocean has an impact on the effectiveness of any management intervention taken by the WCPFC. Cooperation with IATTC, including through the WCPFC/IATTC south Pacific albacore fishery Joint Working Group, on the management of south Pacific albacore will help reduce the burden of management of this stock.

d. Does the proposal affect development opportunities for SIDS?

The proposed implementation measure for the management procedure is designed to achieve objectives around profitability of SIDS domestic fleets together with providing reasonable levels

of catch to support the activities of foreign fleets operation in SIDS water. It is intended to improve decision-making management for south Pacific albacore tuna fisheries and long-term conservation of a stock that is a key tuna species within some SIDS fisheries. If effective, the proposal will enhance development opportunities for those SIDS substantively engaged in the south Pacific albacore tuna fisheries.

e. Does the proposal affect SIDS domestic access to resources and development aspirations?

As noted above, the proposal has the potential to contribute to maintaining and increasing the value of fisheries for south Pacific albacore tuna, including the artisanal and purse seine fisheries in a way that would enhance SIDS domestic access to resources and promote development aspirations. Implementing fishery controls determined by the Management Procedure will help to address declines in catch rates and the related economic impacts on domestic fisheries. All relevant CCMs will be subject to some level of catch or effort constraints, including SIDS.

The pooling, transferability and reconciliation processes are designed to provide very flexible management arrangements for all CCMs participating in EEZ and high seas fisheries. This along with the work on allocation will ensure that access to fishery resources by SIDS, whilst addressing fishery variability and climate change impacts, is maintained and enhanced to meet development aspirations.

f. What resources, including financial and human capacity, are needed by SIDS to implement the proposal?

The harvest strategy approach is recognised as complex and demanding, and effective participation in this process is challenging. This is a recognised priority, with assistance already being provided by the SPC, FFA, and the WCPFC, through a range of workshops and technical advisory activities. Work in this area will need to continue to be recognised as a priority. However, capacity building assistance by itself is not sufficient. There is a need to also ensure that harvest strategy activities are integrated into the Commission's programme in a way that does not increase the burden of overall participation in Commission activities on SIDS.

The monitoring and report requirements in this measure, will not only contribute to stronger management of South Pacific albacore, but require investment to enhance the roll-out of electronic reporting and electronic monitoring.

g. What mitigation measures are included in the proposal?

The proposal looks to implement phased and delayed approaches to implementation. This provides time for systems and process for monitoring and reporting to be established, as well as review mechanisms to ensure that the effectiveness and intended approaches that take in to account the special requirements of SIDS.

Additionally, the proposal takes into account existing arrangements implemented by SIDS, and opportunity to build upon those arrangements where other CCMs and fishing partners could be included in pooling or transferability arrangements.

h. What assistance mechanisms and associated timeframe, including training and financial support, are included in the proposal to avoid a disproportionate burden on SIDS?

Current and projected programmes of assistance are expected to meet the needs for training and technical assistance, provided the current priority is maintained.