



PNA STRATEGIC PLAN

2026–2030



Parties to the Nauru Agreement Strategic Plan: 2026 – 2030

Foreword



As one of the largest contributors to the PNA¹ tuna fishery, and as one of the most tuna fishery-dependent economies in the world, Kiribati is both a major contributor to the strength of the PNA and a major beneficiary of the joint activities that it has spearheaded. As Kiribati's Minister of Fisheries and current PNA Chair, I have the great pleasure in commending this new PNA Strategic Plan to you. It sets out the broad direction for shared activities of the Parties and their Office over the next five years, 2026 to 2030.

Recent times have been tumultuous for the fishery as a result of COVID lockdowns, market uncertainty, growing public misinformation, increased geopolitical manoeuvring and accelerated impacts of climate change, but the 2019-2025 strategic plan has assisted PNA to take events in its stride. It was "fit for purpose", as we like to say – helping PNA to maintain resilience in the face of these shocks. Over the past six years, it has facilitated considerable strengthening of the internal governance of the Nauru Agreement, as well as further progress – against the tide – in the

highly contested external governance of the Western and Central Pacific tropical tuna fisheries.

Consequently, this new PNA Strategic Plan does not propose major new directions, but rather a continued pursuit of existing group strengths, and strengthening of areas identified as requiring attention. We look forward, particularly, to a greater focus on the development aspects of our shared tuna industry, capacity-building among the Parties, including increased skills in keeping our own waters in order without needing to rely so much on flag state responsibility and WCPFC for controlling the behaviour of vessels in our EEZs. As part of this development, we also welcome the implementation of the PNA Compliance Case Register (PCCR) System and greater experience-sharing between Parties.

In view of the need for strengthened processes, this new Plan period will see the bedding-in of the PNA 4th Implementing Arrangement on FAD Buoy Registration and Tracking, and the promotion of improved management and profitability of longline vessels in our waters. And, as always, we expect management measures on the high seas to move into being compatible with more rigorous standards agreed under binding, broad-area subregional Arrangements.

As alluded to earlier, many Parties will be looking to develop more comprehensive commercial arrangements throughout the value chain, in partnership with other Parties and entities as necessary, while others will be looking to benefit from their national tuna fishing opportunities in other ways – through renting fishing rights to foreign vessels, through contracting and chartering, or even through non-extractive uses.

As we move into implementing the Plan, I wish to reiterate the notion of getting things done with speed and without delays. Our pace of action will shape our future relevance and fulfilment of the aspirations of this Plan and that of the Parties in this space.

I wish to bestow upon you the Kiribati traditional blessing of "*Te Mauri, Te Raoi ao Te Tabomoa*".

Honourable Ribanataake Tiwau
Minister of Fisheries and Ocean Resources, Republic of Kiribati
Chair of the Parties to the Nauru Agreement
(6 June 2025)

¹ Parties include Federated States of Micronesia, Republic of Kiribati, Republic of Marshall Islands, Republic of Nauru, Independent State of Papua New Guinea, Republic of Palau, Solomon Islands, and Tuvalu.



PNA Vision

Ecologically sustainable fisheries, tightly controlled, monitored and managed through PNA cooperation generating diverse maximum economic and social benefits to the Parties.

Values and Principles

The following values and principles will guide the way that PNA makes decisions, interacts with one another, oversees PNAO's mandate and functions and builds relations both internally and externally:

- **Ecologically Sustainable Fisheries Management:** PNA supports and promotes the need to ensure sustainable fish stocks and healthy ocean ecosystems and commits to implement a precautionary harvest strategy approach to the management of their fisheries as the fundamental starting point to pursuing economic returns.
- **Cooperation and Collaboration on zone-based management:** PNA interests are best served by leveraging the collective strength that comes from ownership of large-scale fisheries resources that support the world's largest tuna fishery. PNA cooperation continues to be based on using that strength to develop and implement measures for the control and management of those owned resources and avoiding internal competition or external division.
- **Mutual Benefit:** Cooperation and collaboration cannot come at undue cost to one or some Parties – there must be elements of gain across the whole range of cooperation for all. It is important to note that this does not mean that every Party must gain from every action taken by PNA, but that every Party must be better off by being part of PNA than they would acting alone. There will be net benefit for all Parties from membership of PNA even if not all PNA initiatives benefit all Parties equally.
- **Respect and Integrity:**
 - Parties will treat each other with respect and courtesy, even in the event of disagreements, so as to pursue mutually beneficial cooperation and maintain solidarity.
 - PNA will forge and maintain productive working relationships and partnerships with relevant stakeholders across the value chain, including other coastal states, port states, market states, distant water fishing nations and the private sector.
- **Good Governance and Transparency:** Decision making by Parties and direction, oversight and operation of the PNAO will be based on a robust governance structure with sound management, administrative, risk identification and audit mechanisms.
 - PNA activities, data and rules will be transparent to relevant stakeholders by default, provided that such transparency does not lead to any disadvantage to Parties in any negotiation or transaction.
 - PNA decisions will not be delayed beyond the time needed for reasonable debate, provided a majority of Parties feel that adequate verified information is available to allow them to estimate the balance of benefit or disadvantage to affected Parties from a PNA decision.
- **Mutual support and assistance:** In accordance with PNA Resolution 2010-01, PNA will continue to unanimously and unconditionally support each other in seeking to achieve their individual and collective sustainable fisheries development opportunities and aspirations in the management of fisheries of common interest.
 - In actions where Parties clearly have diverse interests – if one Party's benefit from a fishery of common interest risks being severely disadvantaged by the proposal of another – a PNA position on the matter should be discussed and agreed before any associated PNAO actions are taken.
 - The Parties and the Office will ensure that the objectives of their Strategic Plans relating to fisheries of common interest do not conflict, but remain mutually supportive in the spirit of the Nauru Agreement
- **Independence:** ensure the PNA strength in decision making is politically and economically independent from any influence that may compromise it.



Basis for Cooperation

Under this Strategic Plan, there are four main foci for Parties to cooperate with each other through PNA. These flow from the Vision determined by the Parties:

- 1. Maintaining Strengths and Addressing Weaknesses:** PNA interests are well served by the “PNA Instruments” and programs already in place (most obviously the purse seine VDS). PNA will continue to focus and invest strongly in strengthening those instruments and enhancing the way that Parties cooperate in managing them.
- 2. Increasing Value Chain Participation:** it is time for PNA to build on the achievements in managing PNA tuna fisheries to generate revenue from fishing rights and conserve stocks, and to move to secure a much greater share of the economic benefits from catching, handling, processing, branding, and marketing tuna catches. In this direction, Parties will use each other’s strengths to develop mutually beneficial commercial operations, including collective operations such as the East New Britain and Tripartite initiatives, with support from the PNAO.
- 3. Developing PNA Capacity:** self-reliance is a key element of PNA cooperation. Building the capacities of Parties is a critical element of maintaining self-reliance. The implementation of the Capacity Development Programme, broadening of the PNA Science Committee to address all PNA science-related issues and the strengthening of the PNA Compliance Committee and the PNAO compliance function are all aimed at developing PNA capacities and preserving self-reliance.
- 4. Continuing to Broaden Representation and Advocacy:** The Parties share many values, positions and aspirations as well as facing similar risks and opportunities. PNA will continue to cooperate so as to present joint views and proposals (internally and at fora such as FFA meetings and WCPFC) that promote their interests, and mitigate risks. More attention will be given to broader risks and opportunities at the international level, but this will be implemented in a selective manner, focussed on identifying issues that are likely to pose real long-term threats or provide significant opportunities to PNA, without becoming deeply involved in international processes.





Role of the PNAO

Originally the PNAO was established in part, to be the “commercial arm of the PNA”

The shift of commercial focus required by the Parties when the PNA Strategic Plan 2019-2025 was put into effect required major change within the PNA Office over the Plan period. These changes responded to the basis of cooperation agreed for PNA at the time, and remain valid for the next period 2026-2030 without requiring further major change. There will however be a shift in emphasis, with capacity-building now being identified as one of the priority roles, and with increased nuance in the “Commercialisation” role as it moves to “Increased Value Chain Participation”.

1. **Maintaining Strengths and Addressing Weaknesses:** The PNAO will:

- a. enhance the cost-effective management and administration of PNA Instruments²;
- b. assist Parties in difficult decision making, including by playing a facilitation and mediation role where there are disputes or conflicts; and
- c. under the strict direction of Parties to the relevant PNA Instruments, continue to purchase fisheries services on behalf of members³, administer those contracts and actively ensure that Parties interests are enhanced and not undermined by ensuring that business models for the provision of these services are developed.

2. **Increasing Value Chain Participation**

- a. Providing detailed analysis and briefings on mechanisms and initiatives aimed at securing a much greater share of the economic benefits from capture, handling, processing, branding, and marketing tuna.
- b. Assisting Parties to identify their own, and other Party, strengths in different aspects of the tuna value chain in order to develop mutually beneficial commercial operations.
- c. Providing detailed analyses and briefings on strategies and mechanisms for achieving greater revenue from both the purse-seine and longline VDS.

3. **Developing PNA capacity**

- a. Supporting the PNA Capacity Development Program, through its Roadmap, its Implementation Plan, and through a dedicated staff post (Capacity Development Officer).
- b. assisting Parties to implement PNA conservation and management measures nationally.

4. **Representation and Advocacy:** PNAO will continue to assist Parties in their cooperative efforts by:

- a. providing detailed policy analysis and briefings on matters of PNA interest;
- b. identifying opportunities for advancing PNA interests or alleviating PNA threats through policy interventions either internally (new or enhanced PNA instruments) or externally (regional and occasionally international proposals);
- c. forging positive relationships and public stance, including providing media commentary that is sensitive to the positions and relationships of the Parties and which builds international awareness of the positive characteristics of PNA tuna and PNA EEZ fisheries.

² “PNA Instruments” refers to the full suite of instruments that Parties have implemented including (but not limited to):

- The Nauru Agreement and its supporting instruments and measures (Implementing Arrangements, benchmark price, Resolution 2010-01 etc);
- The Palau Arrangement and its supporting instruments (LL/PS VDS, pooling and transfer arrangements); and
- The Federated States of Micronesia Arrangement and its supporting instruments (PNA Observer Agency)

³ At this time PNAO purchases services on behalf of Parties for management of the FSMA observer program and in respect of fisheries information management.



Key Partners

There are very close linkages between some of the PNAO roles listed above, and the agreed mandate that Parties have also assigned to the FFA Secretariat as members of the Forum Fisheries Committee, especially for roles 2 and 3. PNAO will continue to seek avenues to strengthen direct cooperation with the FFA Secretariat to ensure seamless and consistent advice and services to Parties (a commitment that has also been made by the Secretariat).

The Pacific Community (SPC) also plays a pivotal role in the performance of PNA through the provision of scientific and data management services to individual Parties in their capacity as SPC members as well as through dedicated advisory services to PNA as a collective. PNA and SPC collaborate on numerous issues such as using data from the PNA Fish Aggregating Device tracking program, development of harvest strategies, and support for the implementation of the PS and LL VDS.

Other FFA members also offer strategic partnership opportunities, particularly in the context of WCPFC deliberations and global processes where the large grouping of like-minded coastal States carries great weight. Through this Strategic Plan, PNA will continue to look for opportunities to support, and secure support from, the wider Pacific grouping, including the South Pacific Group of FFA members in relation to the management of the southern longline fishery and the productivity of the south Pacific albacore stock – as well as other stocks of mutual interest.

PNA will also continue to identify and work closely with other partners, including Pacific regional agencies, other Governments, and non-governmental organisations where common interests or approaches can be used to develop formal and informal relationships for mutual benefit.

PNA recognises the vital role that the fishing industry (domestic and foreign) plays. While each Party maintains responsibilities for its own cooperation with industry representatives that are relevant to its own national circumstances and aspirations, PNA will continue to build opportunities for collective dialogue with Industry experts and associations to inform decision-making.

Mission Statement for the PNAO

1. To facilitate PNA cooperation and collaboration in the development of sustainable fisheries management initiatives and measures.
2. To identify and facilitate opportunities for Parties (individually and collectively) to engage in activities that will increase and/or diversify the socio-economic benefits they capture from the fisheries in their waters and the associated value chains for that product.
3. To cost effectively manage and administer agreed fisheries management arrangements and deliver value for money services to members.
4. To identify and support opportunities for Parties to build the capacity of local staff and systems that help Parties implement their own tuna-related strategic plans and to contribute to the implementation of the PNA Strategic plan.
5. To build strong internal and external relationships.





Objectives

This Strategic Plan is based around three core Objectives – a stronger PNA, growing PNA influence on tropical tuna management, and PNA being able to identify and capture additional opportunities. The Strategic Plan simply identifies each Objective and lists some candidate Outcomes that would contribute to the achievement of that Objective. Strategic Plan Objectives will be addressed under the Business Plan through Tasks and Projects, each with specific costed Activities through the annually updated Workplan and Budget outlined in the “Implementation” section.

Objective 1. Stronger PNA:

- a. Governance of PNA is based on best practice, ensuring that decisions are well supported, justifiable, consistent and transparent, supported by a fit-for-purpose conflict/dispute resolution process.
- b. Parties' expectations from PNAO are clear, and stable budgetary resources are identified so that PNAO can meet those expectations.
- c. Management and administration of the PNAO remains underpinned by strong and adaptive:
 - administrative policies and standards, including financial management and reporting systems;
 - business and work plans;
 - information management and decision support systems and processes;
 - organisational and personal performance management, including processes to review PNAO capacity (resource and human) against Parties' expectations; and
 - communications between PNAO and Parties.
- d. Parties and PNAO assume joint responsibility for planning and reporting frameworks including regularly assessing PNA-wide performance (including through the PNA Compliance Process).
- e. Relationships and linkages between PNA instruments, arrangements and processes are well understood and efficient.
- f. PNA builds strong cooperative relationships with key partners for mutual benefit.
- g. A clear and expeditious process is agreed to govern participation in PNA Management Schemes or other Instruments by potential non-PNA applicants.
- h. Comprehensive independent reviews of the performance of PNA are undertaken periodically to consider issues such as:
 - Progress against Performance Indicators and Outcomes specified in the Business Plans;
 - Improvements in the efficient and transparent functioning of the Office;
 - General Party satisfaction;
 - Economic and biological state of important PNA resources; and
 - State of PNA relationships.





Objective 2. PNA influence on sustainable management of tropical tunas is maintained and grown:

- a. PNA continue to use the leverage of their tuna resources to set high standards and secure outcomes that promote maximum economic returns to PNA from sustainable regional tuna management.
- b. The Vessel Day Schemes (VDS) are continually reviewed and strengthened so that
 - The Purse Seine VDS remains the central arrangement in the management of the regional purse seine fishery and continues to provide the basis for WCPFC measures and for national value (such as through capitalisation).
 - The Longline VDS continues to be strengthened for the purpose of managing longline fisheries in PNA EEZs, and becomes recognised by WCPFC and FFA as the existing subregional binding standard for managing the western and central Pacific tropical longline fishery, as well as a focus for compatibility in the management of the southern longline fishery.
- c. PNA, with like-minded partners, have a common strategic understanding of the opportunities and risks surrounding the longline fishery and are committed to compatible measures to sustain and benefit from those tuna stocks.
- d. PNA continues to drive the development of wider conservation and management measures within FFA (such as negotiation and operation of the US Treaty and Harmonised Minimum Terms and Conditions) and WCPFC (with a focus on ensuring that compatible measures are implemented in other areas). In turn, such measures reflect and promote PNA interest.
- e. PNA conservation and management measures (and others as necessary – WCPFC and FFA measures) are fully implemented and monitored by all Parties.
- f. PNA understands the risks that climate change poses to the management and economics of the WCPO tuna fishery, and implements medium to long term planning that mitigates, responds to or compensates for those risks. PNAO also maintains a watching brief on other potential environmental threats to PNA tuna fisheries and briefs Parties as necessary.



Objective 3. Socio-economic opportunities throughout the fisheries value chain are identified and like-minded Parties cooperate to capture them:

- a. PNA conservation and management measures continue to focus on ensuring tight control of fisheries access in PNA waters and limiting opportunities for, or forging cooperation with, fishing elsewhere, particularly the high seas.
- b. Parties are well prepared and represented in international negotiations that impact on fisheries development opportunities such as climate change, and trade and market access negotiations.
- c. Parties know where their own opportunities and comparative advantages lie throughout the market chain and this drives clear expression of aspirations and national strategic plans so that PNAO and other partners can assist Parties to:
 - pursue national opportunities; and/or
 - cooperate to leverage complementary comparative advantages.
- d. PNA business ventures are managed as corporate entities outside of the PNAO according to robust governance arrangements.
- e. Existing ventures (FIMS Inc., the PNA Observer Agency (POA) and MSC certification) are continually reviewed and strengthened so that they represent the best interests of the Parties to engage in market opportunities not otherwise available.



Implementation

This Strategic Plan captures the jointly agreed broad direction of the PNA over the next five years, with sufficient flexibility to allow PNA to adapt to any major external and internal influences. Changes and trends will be identified by meetings of Parties, by reviews, by fishery and economic monitoring mechanisms, and through the PNAO Workplan's annual Activity monitoring process. The Workplan in particular relates each Activity to the Strategic Plan Objectives.

When it comes to implementation, it is the PNAO Business Plan that does the heavy lifting. The Strategic Plan provides the skeleton, and the PNAO Business Plan's Annual Workplan and Budget attaches the muscles.

PNAO Business Plan

The Business Plan is guided by the Objectives of the Strategic Plan. The PNAO, the ABC and PNA Officials work together to annually update the PNAO Business Plan, which consists of the following components:

1. An Annual Budget, subdivided into:
 - VDS and Related PNA Arrangements
 - Commercial
 - Policy
 - Office
2. Annual Workplan and Budget (AWB); to implement the Objectives of the Strategic Plan under the four budget subdivisions with a series of high-level Tasks and Projects consisting of specific, funded Activities that each reference their Deliverables, Staff Responsibilities, and Performance indicators which assist PNAO, the ABC and PNA meetings in monitoring performance against the Business Plan (annually) and Strategic Plan (from time to time).
3. Business Plan Implementation Risks identified by the Audit, Risk and Budget Committee.

The Parties may, from time to time, require additions to the Business Plan to reflect any significant changes requested and approved by the Parties.





Key documents

PNA and PNAO functions are explained, governed or guided by the following major documents:

- This **Strategic Plan**, updated as required by Parties, but generally 5-yearly. It explains the actions of the Parties to achieve their Vision for a preferred future state. The Strategic Plan is broader than just the PNAO and is an expression of the entire scope of joint priorities and actions of the Parties.
- The PNA **Regulations** that include the Financial and Staff Regulations for the Office, as agreed from time to time by Parties. These capture the agreement of **Parties** on how the Office should operate.
- The PNAO **Business Plan**, updated, reviewed and approved every year by Parties to implement the Strategic Plan through its annual Workplan and Budget and Risk assessment, with the oversight of the Audit, Budget and Risks Committee (ABC).
- The PNAO **Policy Manual**, updated from time to time by the PNAO CEO to provide details and procedures on how to implement the Regulations, to guide decision-making within the PNA Office on administrative, financial, and other **matters within the purview of the CEO**.
- **Key Documents** recording detailed decisions of Parties on high-level procedural matters such as the Rules of Procedure for meetings of Parties etc. Non-confidential key documents may be published on the website at <https://www.pnatuna.com/key-documents>.