



IOTC-2025-WPEB21(AS)-08

# STATUS OF DEVELOPMENT AND IMPLEMENTATION OF NATIONAL PLANS OF ACTION FOR SEABIRDS AND SHARKS, AND IMPLEMENTATION OF THE FAO GUIDELINES TO REDUCE MARINE TURTLE MORTALITY IN FISHING OPERATIONS

PREPARED BY: IOTC SECRETARIAT, AUGUST 2025

## **PURPOSE**

To provide participants at the Working Party on Ecosystems and Bycatch the opportunity to update and comment on the current status of development and implementation of National Plans of Action for seabirds and sharks, and the implementation of the FAO guidelines to reduce marine turtle mortality in fishing operations, by each CPC.

### **BACKGROUND**

# **NPOA-Sharks**

In 1999, member countries of the United Nations Food and Agriculture Organisation of the United Nations (FAO) developed the International Plan of Action for the Conservation and Management of Sharks (IPOA–Sharks; FAO 1999). The IPOA–Sharks suggests that members develop a National Plan of Action if their vessels conduct targeted fishing for sharks or if they regularly catch sharks in fisheries targeting other species.

The IPOA-Sharks (FAO 1999) has the objective, "to ensure the conservation and management of sharks and their long-term sustainable use" and prescribes the following aims:

- Ensure that shark catches from directed and non-directed fisheries are sustainable.
- Assess threats to shark populations, determine and protect critical habitats and implement harvesting strategies consistent with the principles of biological sustainability and rational long-term economic use.
- Identify and provide special attention, in particular to vulnerable or threatened shark stocks.
- Improve and develop frameworks for establishing and coordinating effective consultation involving all stakeholders in research, management and educational initiatives within and between States.
- Minimize unutilized incidental catches of sharks.
- Contribute to the protection of biodiversity and ecosystem structure and function.
- Minimize waste and discards from shark catches in accordance with article 7.2.2.(g) of the Code of Conduct for Responsible Fisheries (for example, requiring the retention of sharks from which fins are removed).
- Encourage full use of dead sharks.
- Facilitate improved species-specific catch and landings data and monitoring of shark catches.
- Facilitate the identification and reporting of species-specific biological and trade data.

The IPOA Sharks requires each member nation that take shark in their fisheries to prepare a shark assessment report (SAR) with the aim of identifying conservation, management and any other issues associated with the shark catch. If necessary, these issues can then be addressed in a NPOA-Sharks. The SAR is to be updated regularly to report the status of shark stocks as assessments are made and to identify gaps in knowledge. The NPOA-Sharks requires collection and ongoing synthesis of compatible data at the appropriate resolution, including *inter alia* commercial data and data leading to improved species identification and, eventually, abundance indices.

The shark data collected by IOTC CPCs for trans-boundary, highly migratory and high seas shark stocks should be done through international collaboration and data sharing systems and all shark data should be made available to relevant subregional and regional fisheries organisations, and the FAO (IPOA-Sharks 1999).

# **NPOA-Seabirds**

In 1998, member countries of the United Nations Food and Agriculture Organisation of the United Nations (FAO) developed the International Plan of Action for reducing incidental catch of seabirds in longline fisheries (IPOA–Seabirds; FAO 1998). The IPOA–Seabirds suggests that members develop should conduct an assessment of their

longline fisheries to determine if a problem exists with respect to incidental catch of seabirds. If a problem exists, States should adopt a National Plan of Action for reducing the incidental catch of seabirds in longline fisheries.

The original purpose of the FAO NPOA-Seabirds was to address concerns about longline fishing. However, recent information has shown significant concerns about seabird bycatch in several other capture fisheries, especially gillnet fishing. The 2009 FAO Best Practice Technical Guidelines (FAO 2009a), developed to assist in the preparation of NPOA-Seabirds, explicitly includes advice on longline, trawl and gillnet fisheries.

# FAO Guidelines to Reduce Sea Turtle Mortality in Fishing Operations

At the 26<sup>th</sup> FAO–COFI Session in March 2005, the *Guidelines to Reduce Sea Turtle Mortality in Fishing Operations* (FAO 2009b), were adopted. Following adoption of 'the guidelines', it was recommended that they be implemented by all regional fisheries bodies and management organisations;

Subsequently, the IOTC adopted legally binding text within a Resolution, that all CPCs of the Commission implement 'the guidelines' (in Resolution 09/06 which was superseded by Resolution 12/04).

IOTC Resolution 12/04 on the conservation of marine turtles states:

- Para. 2. Contracting Parties and Cooperating Non-Contracting Parties (hereinafter referred to as "CPCs") will implement, as appropriate, the FAO Guidelines.
- Para. 5. CPCs shall report to the Commission in the annual implementation report, in accordance with Article X of the IOTC Agreement, their progress of implementation of the FAO Guidelines and this Resolution.
- Para. 16. CPCs are encouraged to support developing countries in their implementation of the FAO Guidelines and this Resolution.

# **DISCUSSION**

In 2016, "The SC **NOTED** the differences in the status of turtles and the lack of clarity regarding whether FAO guidelines are being followed and **AGREED** that each CPC would update its status and provide supporting text as justification for review by the SC" (IOTC-2016-SC19-R, para. 86).

The most recent updated table of progress in implementing NPOA-Sharks, NPOA-Seabirds and the FAO Guidelines to Reduce Sea Turtle Mortality in Fishing Operations as reported by CPCs to the Secretariat, is provided in <u>Appendix I</u>.

# RECOMMENDATION/S

That the Scientific Committee **NOTE** and **CONSIDER** paper IOTC–2025–WPEB21(AS)–08 which details the current status of development and implementation of National Plans of Action for seabirds and sharks, and the implementation of the FAO guidelines to reduce marine turtle mortality in fishing operations, by each CPC, and provides updates where appropriate.

# **APPENDIX**

**Appendix I:** 2025: Status of development and implementation of National Plans of Action (NPOA) for seabirds and sharks and implementation of the FAO guidelines to reduce marine turtle mortality in fishing operations.

# LITERATURE CITED

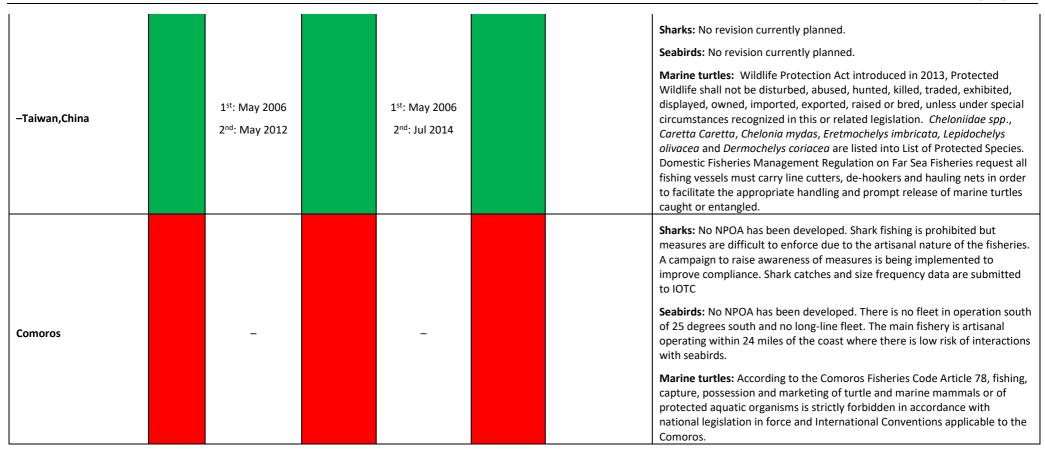
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APPENDIX I

2025: STATUS OF DEVELOPMENT AND IMPLEMENTATION OF NATIONAL PLANS OF ACTION (NPOA) FOR SEABIRDS AND SHARKS AND IMPLEMENTATION OF THE FAO GUIDELINES TO REDUCE MARINE TURTLE MORTALITY IN FISHING OPERATIONS

СРС	Sharks	Date of Implementation	Seabirds	Date of implementation	Marine turtles	Date of implementation	Comments
MEMBERS							
Australia		1 <sup>st</sup> : April 2004 2 <sup>nd</sup> : July 2012 3rd: 2021 4 <sup>th</sup> : August 2024		1 <sup>st</sup> : 1998 2 <sup>nd</sup> : 2006 3 <sup>rd</sup> : 2014 NPOA in 2018.		2003	Sharks: 3rd NPOA-Sharks (Shark-plan 3) was released in 2021 replacing the previous Shark-plan 2. Australia produced a revised NPOA for the conservation and management of sharks (Revised Shark-plan 2) in 2024.  Seabirds: Has implemented a Threat Abatement Plan [TAP] for the Incidental Catch (or Bycatch) of Seabirds During Oceanic Longline Fishing Operations since 1998. The present TAP took effect from 2014 and largely fulfilled the role of an NPOA in terms of longline fisheries. http://www.antarctica.gov.au/ data/assets/pdf file/0017/21509/Threat-Abatement-Plan-2014.pdf.  In 2018 Australia finalised an NPOA to address the potential risk posed to seabirds by other fishing methods, including longline fishing in state and territory waters, which are not covered by the current threat abatement plan.  Marine turtles: Australia's current marine turtle bycatch management and mitigation measures fulfil Australia's obligations under the FAO-Sea turtles Guidelines.

Bangladesh		n.a.			Sharks: Bangladesh has finalised a NPOA for shark and rays which will be in place for 2023-2027.  The Wildlife Conservation and Security Act introduced in 2012 lays out rules on requirements for hunting wild animals. It includes provisions for the protection of sharks and rays including the species for which there are active IOTC CMMs (hammerhead, blue, mako, silky, oceanic whitetip, thresher and whale sharks, and mobulid rays).  Seabirds: Bangladesh currently does not have a NPOA for seabirds. The Wildlife Conservation and Security Act introduced in 2012 lays out rules on permits required to hunt wild animals and includes provisions for the protection of seabirds. Bangladesh does not have any flagged purse seine or longline vessels so do not consider there to be any problems with seabird
					interactions in their fisheries.  Marine turtles: Bangladesh currently have no information on their implementation of FAO guidelines on sea turtles. The Wildlife Conservation and Security Act introduced in 2012 lays out rules on requirements for hunting wild animals and includes provisions for the protection of marine turtles. A Marine Fisheries Rules act was finalised in 2023 which requires the use of turtle excluder devices onboard shrimp trawlers. The act also requires live release of marine turtles for all gear and the mandatory use of circle hooks for hook and line fishing.
					Sharks: China is currently considering developing an NPOA for sharks. Regulations relating to the conservation of sharks managed by RFMOs have been updated. Targeted distant water fisheries for sharks and rays are prohibited and vessels must avoid or reduce catching of sharks. Sharks (species not under a retention ban) caught as bycatch shall be fully utilised and finning is prohibited. Longliners are prohibited from using shark lines and wire tracers.
China	-		-		<b>Seabirds:</b> China is currently considering developing an NPOA for seabirds. Regulations relating to the conservation of seabirds managed by RFMOs have been updated. Vessels operating in the area south of 25°S shall use two mitigation measures from: tori lines, night setting and weighted branch lines. They may also use hook-shielding devices to replace the above three measures.
					<b>Marine turtles:</b> Regulations relating to the conservation of turtles managed by RFMOs has been updated. All longlines shall use circle hooks whenever possible. Longline vessels are encouraged to use finfish as bait, not squid.



European Union	5 Feb 2009	16-Nov-2012	2007	Regulation n°2021-47 of 9th of July 2021 legislating tuna and tuna-like species fisheries includes marine species protection measures, especially in its Annex 2, aiming to reduce the impact on marine turtles, sea birds and sharks.  Sharks: Approved on 05-Feb-2009 and it is currently being implemented.  Seabirds: The EU adopted on Friday 16 November 2012 an Action Plan to address the problem of incidental catches of seabirds in fishing gears. A specific national plan of action has been published for Albatrosses which runs from 2018-2027.  Marine turtles: European Union Council Regulation (EC) No 520/2007 of 7 May 2007 lay down technical measures for the conservation of marine turtles including articles and provisions to reduce marine turtle bycatch. The regulation urges Member States to do their utmost to reduce the impact of fishing on sea turtles, in particular by applying the measures provided for in paragraphs 2, 3 and 4 of the resolution.
France (territories)	2009	2009, 2011	2015	Sharks: NPOA for sharks was approved on 05-Feb-2009.  Seabirds: NPOA for seabirds was implemented in 2009 and 2011. 2009 for Barrau's petrel and 2019 for Amsterdam albatross which will be in force from 2018-2027.  Marine turtles: Implemented in 2015 for the five species of marine turtles that are present in the southwest Indian Ocean for the period 2015-2020. This is still being applied and currently being revised and will be published in 2025.
India				Sharks: India published their NPOA sharks in 2024 but this has not yet been made available to the IOTC.  Seabirds: India has determined that seabird interactions are not a problem for their fleets. However, a formal evaluation has not yet taken place which the WPEB and SC require.  Marine turtles: India published an action plan for marine turtles in 2021 titled "National Marine Turtle Action Plan".

Indonesia	-			Sharks: Indonesia first drafted a NPOA in 2010 then later developed a revised NPOA for sharks and rays for the period 2016-2020. Indonesia has also established a national plan of action for whale sharks from 2021-2025 through Ministerial Decree No. 16 of 2021. Indonesia plans to review the NPOA for sharks in 2025.  Seabirds: An NPOA for seabirds was finalized in 2016  Marine turtles: Indonesia has established an NPOA for Marine Turtles in 2022 and this will be reviewed in 2025. Indonesia has also been implementing Ministerial Regulations 12/2012 and 30/2012 regarding capture fishing business on high seas to reduce turtle bycatch. Indonesia is also cooperating with Coral Triangle countries including Malaysia, the Philippines, the Solomon Islands, Papua New Guinea, and Timor Leste through Coral Triangle Initiatives on Coral Reefs, Fish, and Food Security (CTI CFF) platform to protect threatened migratory species, including marine turtles. The CTI CFF is now developing a regional plan of action (RPOA) 2020-2030 and areas of critical habitats, such as migratory corridors, nesting beaches, and Inter-nesting and feeding areas, have been identified.
Iran, Islamic Republic of	-	-	-	Sharks: Have communicated to all fishing cooperatives the IOTC resolutions on sharks. Have in place a ban on the retention of live sharks.  Seabirds: I.R. Iran determined that seabird interactions are not a problem for their fleet as they consist of gillnet vessels only. i.e. no longline vessels.  Marine turtles: No information received by the Secretariat.
Japan	03-Dec-2009, 2016	03-Dec-2009, 2016		Sharks: NPOA–Shark assessment implementation report submitted to COFI in July 2012 has since been revised in 2016 and again in 2023.  Seabirds: NPOA–Seabird implementation report submitted to COFI in July 2012 (Revised in 2016).  Marine turtles: All Japanese fleets fully implement Resolution 12/04.

Kenya		n.a.	_	cabinet approval conservation and in Kenya.  Seabirds: Kenya There is no evide fleet. Kenya has reviewed by rele Marine turtles: turtles caught in conducted for a mitigations mea	al Plan of Action for sharks has been finalised and is awaiting. This document shall put in place a framework to ensure the dimanagement of sharks and their long-term sustainable use does not have any flagged longline vessels on its registry. Ence of any gear seabird interaction with the current fishing prepared a NPOA for seabirds which is in the process of being want stakeholders.  The Kenyan fisheries law prohibits retention and landing of cidentally in fishing operations. Public awareness efforts are risanal gillnet and artisanal longline fishing fleets on the sures that enhance marine turtle conservation. Kenya has a for marine turtles which is in the process of being reviewed sholders.
Korea, Republic of	08-Aug-11		2019	- Seabirds: NPOA	arks is currently being implemented. seabirds was submitted to FAO in 2019. All Rep. of Korea vessels fully implement Res 12/04.
Madagascar	-		-	ministerial appro Seabirds: Develor Note: A fisheries compliance by vo management me Marine turtles:	monitoring system is in place in order to ensure essels with the IOTC's shark and seabird conservation and easures.  There is zero capture of marine turtle recorded in logbooks. e circle hooks. This has been confirmed by onboard

Malaysia	2008 2014		-	2008	Sharks: A revised NPOA-sharks was published in 2014.  Seabirds: A NPOA for seabirds is yet to be developed  Marine turtles: A NPOA For Conservation and Management of Sea Turtles had been published in 2008. A revision will be published in 2017.
Maldives, Republic of	Apr 2015	n.a.	_		Sharks: NPOA Sharks was finalised in 2015 with the assistance of Bay of Bengal Large Marine Ecosystem (BoBLME) Project. On 14th July 2019 the Government of Maldives officially announced the cessation of the Maldives long line fishery in Maldives EEZ and High Seas so consider the NPOA for sharks to now be unnecessary.  Seabirds: Maldives is in the final stages of developing an action plan on seabird nesting sites. Article 12 of IPOA states that if a 'problem exists' CPCs adopt an NPOA. IOTC Resolution 05/09 suggests CPCs to report on seabirds to the IOTC Scientific Committee if the issue is appropriate'. Maldives considers that seabird entanglement and bycatch is not an issue in Maldives fisheries especially with the cessation of the Maldives long line fishery in 2019.  Marine turtles: Standards of code and conduct for managing sea turtles have been developed by the Environmental Protection Agency in the drafted national sea turtle management plan under the protected species regulation.  Longline regulation has provisions to reduce marine turtle bycatch. The regulation urges longline vessels to have dehookers for removal of hook and a line cutter on board, to release the caught marine turtles as prescribed in Resolution 12/04.
Mauritius	2016				Sharks: The NPOA-sharks has been finalised; it focuses on actions needed to exercise influence on foreign fishing through the IOTC process and licence conditions, as well as improving the national legislation and the skills and data handling systems available for managing sharks.  Seabirds: Mauritius does not have national vessels operating beyond 25°S. However, fishing companies have been requested to implement all mitigation measures as provided in the IOTC Resolutions. There are currently no plans to develop a NPOA for seabirds.  Marine turtles: Marine turtles are protected by the national law. Fishing companies have been requested to carry line cutters and de-hookers in order to facilitate the appropriate handling and prompt release of marine turtles caught or entangled. There are currently no plans to develop a NPOA for marine turtles.

Oman, Sultanate of  Seabirds: Not yet initiated.  Marine turtles: The law does not allow the catch of sea turtles, an fishermen are requested to release any hooked or entangled turtle longline fleet are required to carry out the line cutters and de-hoo sharks: A stakeholder consultation workshop was conducted in 20 review the actions of the draft NPOA - Sharks. The final version of - Sharks has been submitted to the provincial fisheries departmen endorsement but has not yet been finalised. Meanwhile, the prov fisheries departments have passed notification on catch, trade and retention of sharks including Thresher sharks, hammerheads, occar whitetip, whale sharks, guitarfishes, sawfishes, wedgefishes and mobulids. Sharks are landed with the fins attached and each each each each each each each each	c: Drafting of the NPOA-Shark started in 2016. At this stage, a baseline ment has been performed and the relevant information of coastal, and demersal shark species along the Mozambican coast has athered.  ds: Mozambique is regularly briefing the Masters of their fishing son the mandatory requirement to report any seabird interaction angliner fleet.
finalised.  Seabirds: Not yet initiated.  Marine turtles: The law does not allow the catch of sea turtles, an fishermen are requested to release any hooked or entangled turtle longline fleet are required to carry out the line cutters and de-hootomarks. A stakeholder consultation workshop was conducted in 20 review the actions of the draft NPOA - Sharks. The final version of - Sharks has been submitted to the provincial fisheries departmen endorsement but has not yet been finalised. Meanwhile, the proving fisheries departments have passed notification on catch, trade and retention of sharks including Thresher sharks, hammerheads, occar whitetip, whale sharks, guitarfishes, sawfishes, wedgefishes and mobulids. Sharks are landed with the fins attached and each each each each each each each each	
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	the actions of the draft NPOA - Sharks. The final version of the NPOA is has been submitted to the provincial fisheries departments for sement but has not yet been finalised. Meanwhile, the provincial es departments have passed notification on catch, trade and/or ion of sharks including Thresher sharks, hammerheads, oceanic ip, whale sharks, guitarfishes, sawfishes, wedgefishes and ids. Sharks are landed with the fins attached and each and every part body of sharks are utilised.  ds: Pakistan considers that seabird interactions are not a problem for
Pakistan  Marine turtles: Pakistan has already framed Regulations regarding prohibition of catching and retaining marine turtles. As regards to reduction of marine turtle bycatch by gillnetters; presently Marine Department (MFD) in collaboration with International Union for Conservation of Nature (IUCN) Pakistan, is undertaking an assessm Stakeholder Coordination Committee Meeting was conducted on September 2014. The "Turtle Assessment Report (TAR)" will be find February 2015 and necessary guidelines / action plan will be finality June 2015. As per clause-5 (c) of Pakistan Fish Inspection & Quality	the vessels.  Le turtles: Pakistan has already framed Regulations regarding the ition of catching and retaining marine turtles. As regards to the ition of marine turtle bycatch by gillnetters; presently Marine Fisheries timent (MFD) in collaboration with International Union for rotation of Nature (IUCN) Pakistan, is undertaking an assessment. Holder Coordination Committee Meeting was conducted on 10th mber 2014. The "Turtle Assessment Report (TAR)" will be finalized by any 2015 and necessary guidelines / action plan will be finalized by 2015. As per clause-5 (c) of Pakistan Fish Inspection & Quality Control 297, "Aquatic turtles, tortoises, snakes, mammals including dugongs, ans, porpoises and whales etc" are totally forbidden for export and thic consumption.

Philippines	Sept. 2009	-	Sharks: A NPOA sharks was published in 2009 and this document is under periodic review.  Seabirds: Development of a NPOA for seabirds has not begun.  Marine turtles: No information received by the Secretariat.
Seychelles, Republic of	Apr-2007 2016		Sharks: Seychelles developed and is implementing a NPOA for Sharks for years 2016-2020 which has been extended for 2025. Seychelles are working to develop a new NPOA for sharks which should be complete by mid-2025.  Seabirds: SFA is collaborating with Birdlife South Africa to develop an NPOA for seabirds.  Marine turtles: The development of a NPOA for turtles is planned to start in 2025.
Somalia			Sharks: Somalia is currently revising its fisheries legislation (current one being from 1985) and has completed the necessary steps for required for the consultative process to begin in order to develop these NPOAs.  Seabirds: See above.  Marine turtles: The Somali national fisheries law and legislation was reviewed and approved in 2014. This includes Articles on the protection of marine turtles. Further review of the National Law is underway to harmonize this with IOTC Resolutions and is expected to be presented to the new parliament for endorsement in 2017.



Tanzania, United Republic of	-	-	Sharks: A NPOA has been drafted and shared with the Secretariat and is expected to be released in September 2025.  Seabirds: Initial discussions have commenced.  Note: Terms and conditions related to protected sharks and seabirds contained within fishing licenses.  Marine turtles: Sea turtles are protected by law. However, as there is a national turtle and Dugong conservation committee that oversee all issues related to sea turtles and dugongs. There is no information so far with regards to interaction between sea turtles and long line fishery.
Thailand	2020		Sharks: An updated NPOA Sharks has been developed for the years 2020-2024 and has been submitted to the Secretariat and FAO.  Seabirds: The NPOA for seabirds has been finalised and submitted to the Secretariat. Thailand has the Notification of the Department of Fisheries on Requirement and Regulations of Fishing Vessels Operating Outside Thai Water in IOTC Area of Competence (IOTC) B.E. 2565 (2022), Clause 18 and 21 include requirements for line-cutters and dehookers to be carried for releasing marine animals and for any fishing vessel operating south of 25°S to follow the measures for mitigating capture of seabirds.
mananu	2020		Marine turtles: Thailand reports on progress of the implementation of FAO guidelines on turtles in their National Report to IOTC. Regulations on Fishing Vessels operating outside Thai waters in the IOTC area of competence contains clauses relating to the conservation of marine turtles including: Clause 14 prohibiting purse seines from setting around cetaceans, marine turtles or whale sharks; Clause 18 requiring the release and recording of incidental bycatch of sensitive species including marine turtles; Clause 19 requiring that any bycaught marine turtles that are not healthy should be cared for until it is ready to be released.

United Kingdom	n.a.	_	n.a.	_	British Indian Ocean Territory (Chagos Archipelago) waters are a Marine Protected Area closed to fishing except recreational fishing in the 3nm territorial waters around Diego Garcia. Separate NPOAs have not been developed within this context.  Sharks/Seabirds: For sharks, UK is the 24th signatory to the Convention on Migratory Species 'Memorandum of Understanding on the Conservation of Migratory Sharks' which extends the agreement to UK Overseas Territories including the British Indian Ocean Territory; Section 7 (10) (e) of the Fisheries (Conservation and Management) Ordinance refers to recreational fishing and requires sharks to be released alive. No seabirds are caught in the recreational fishery.  Marine turtles: No marine turtles are captured in the recreational fishery. A monitoring programme is taking place to assess the marine turtle population in UK (OT).  In August 2022 the UK Government published the Bycatch Mitigation Initiative which applies to metropolitan UK waters but includes commitments to work with the international community to contribute to the understanding, reduction and elimination of bycatch globally, including by advocating for effective measures through RFMOs.
Yemen					Sharks: No information received by the Secretariat.  Seabirds: No information received by the Secretariat.  Marine turtles: No information received by the Secretariat.

Colour key	1
Completed	
Drafting being finalised	
Drafting commenced	
Not begun	