

BRAZILIAN NATIONAL ACTION PLAN TO ADDRESS SEA-BASED MARINE PLASTIC LITTER FROM THE SHIPPING AND FISHERIES SECTORS 2023-2025



OCTOBER - 2023



GloLitter
partnerships

preventing and
reducing marine
plastic litter

This National Action Plan was developed by the National Task Force of Federative Republic of Brazil under the framework of the GloLitter Partnerships Project



MINISTÉRIO DO
MEIO AMBIENTE E
MUDANÇA DO CLIMA

MINISTÉRIO DA
PESCA E
AQUICULTURA



Acronyms

ALDFG	Abandoned, Lost or Otherwise Discarded Fishing Gear
ANTAQ	Brazilian National Waterway Transport Agency
CIRM	Interministerial Commission for Sea Resources
CONAMA	National Environmental Council
CPLP	Community of Portuguese Speaking Countries
FAO	Food and Agriculture Organization of the United Nations
GGGI	Global Ghost Gear Initiative
GloLitter	GloLitter Partnerships project
IBAMA	Brazilian Institute for the Environment and Renewable Natural Resources
ICMBIO	Chico Mendes Institute for Biodiversity Conservation
IMO	International Maritime Organization
IUU	Illegal, Unreported and Unregulated (IUU) Fishing
LPC(s)	Lead Partnering Country(ies)
LPIR	Legal, Policy and Institutional Reforms
MARPOL	International Convention for the Prevention of Pollution from Ships
MERCOSUR	Southern Common Market
MMA	Ministry of the Environment
MPA	Ministry of Fisheries and Aquaculture
MPL	Marine Plastic Litter
NAP	National Action Plan
NFP	National Focal Point
NGO(s)	Non-governmental organization(s)
Norad	Norwegian Agency for Development Cooperation
NTF	National Task Force
PC(s)	Partnering Country(ies)
PCU(s)	Project Coordination Unit(s)
PNCLM	National Plan to Combat Marine Litter
PREPOM	Maritime Professional Education Program for Seafarers
PROANTAR	Brazilian Antarctic Program
ROCRAM	Operational Network for Regional Cooperation of Maritime Authorities of Americas
SBMPL	Sea-based Marine Plastic Litter
UNEP	United Nations Environment Programme
VGMFG	Voluntary Guidelines on the Marking of Fishing Gear

Table of Contents

Acronyms.....	2
1. Introduction	4
2. Overall objective of the National Action Plan.....	5
3. Country Context	5
4. Principles and approaches	7
5. Specific Actions, responsible authorities/agencies/ institutions, and timelines .	8
6. Monitoring progress.....	9
<i>National Action Plan - Brazil – 2023-2025</i>	<i>10</i>

1. Introduction

In accordance with the United Nations Environment Programme - UNEP definition established in 2005, “marine litter is any persistent, manufactured or processed solid material discarded, disposed of or abandoned in the marine and coastal environment. Marine litter consists of items that have been made or used by people and deliberately discarded into the sea or rivers or on beaches; brought indirectly to the sea with rivers, sewage, storm water or winds; accidentally lost, including material lost at sea in bad weather (fishing gear, cargo); or deliberately left by people on beaches and shores”.

Most marine litter consists of plastic waste. Both macroplastics (e.g., large plastic items such as plastic bags, water bottles and fishing gear) and microplastics (small plastic particles generally five millimeters or less in size) persist in the marine environment. In addition, marine plastic litter negatively impacts on activities such as tourism, fisheries and shipping. This plastic material has the potential to be brought back into the economy by means of reuse or recycling. Studies demonstrate that despite the existing regulatory framework to prevent marine plastic litter from ships discharges into the sea continue to occur (IMO/MEPC 73/19/Add.1).

The GloLitter Partnerships project (GloLitter), funded by the Norwegian Agency for Development Cooperation (Norad) and implemented by the International Maritime Organization (IMO) in partnership with the Food and Agriculture Organization of the United Nations (FAO), aims to assist developing countries to prevent, reduce and control marine plastic litter (MPL) from the maritime transport and fisheries sectors.

The focus of GloLitter activities is at the country/national level where it is envisaged that real actions need to be taken to prevent and reduce sea-based marine plastic litter (SBMPL). To this end, ten countries have been confirmed to participate as Lead Partnering Countries (LPCs) and a further twenty countries have been confirmed to participate as Partnering Countries (PCs) of GloLitter.

The Government of Brazil presented an Expression of Interest to participate in GloLitter and was one of the selected LPCs. After the Country Status Assessment, Brazil elaborated its National Action Plan (NAP) to address SBMPL from the shipping and fisheries sectors considering legal, policy and enforcement measurements.

The Ministry of the Environment is the coordinator of the Brazilian National Task Force (NTF), integrated by:

- Brazilian Navy
- the National Waterways Transportation Agency (ANTAQ) and
- Ministry of Fisheries and Aquaculture (MPA)

The NAP encompasses actions to be implemented between 2023 and 2025. For monitoring purposes, progress indicators and methods of verification were established.

2. Overall objective of the National Action Plan

This National Action Plan (NAP) was developed by the National Task Force (NTF) of Federative Republic of Brazil under the framework of the GloLitter Partnerships Project. The NAP aims to guide the country to address gaps, priorities and needs to more effectively prevent and reduce marine plastic litter from sea-based sources (maritime and fisheries sectors) as identified in the Country Status Assessment.

The NAP considers legal, policy and enforcement measures and short and long-term priority actions are defined. Monitoring actions will be undertaken by the NTF, in partnership with the GloLitter Project Coordination Unit (PCU) based in IMO and FAO, as well as with the participation of other national organizations, according to their duties and capabilities.

The implementation of the priority actions outlined by the NAP is expected to strengthen the following activities that contribute to marine litter prevention:

1. Maritime compliance checks and other administrative procedures for transit and permanence of Brazilian and foreign flagged vessels in waters under national jurisdiction, aiming, inter alia, to prevent pollution in the marine environment;
2. Environmental and socioeconomic impact assessments, on-site inspections, and monetary fines;
3. Prevention and reduction of waste into the sea from ships and fishing vessels, in addition to the removal of waste and its regular destination; and
4. New mechanisms to facilitate the collection or removal of plastic fishing gear and their appropriate reception by land facilities, as well as its introduction into the plastic value chain through reuse and recycling.

3. Country Context

The land strip of the Brazilian coastal zone is defined by the limits of the municipalities that suffer direct influence of the phenomena that occur in it. This covers 17 states and more than 400 municipalities, 279 facing the sea, with a coastline that covers about 8 thousand km. Considering all the indentations of the territory, the Brazilian coast has a coastline of almost 11 thousand km. Thus, the coastal zone is extensive and diverse, and its planning is one of the greatest challenges for managing the country. About 26% of the Brazilian population, approximately 55 million people, live in the coastal area.

The Brazilian maritime zone is the space comprised by the territorial sea, by the economic exclusive zone (EEZ) and the continental shelf. This area, known nationally as the Blue Amazon, covers 5.7 million km² (Figure 1), which is equivalent to more than half of the country's continental mass. Its privileged geographical position in the South Atlantic, natural wealth, abundant biodiversity on land and in the maritime spaces, and the close relationship between Brazil and the sea, naturally place the country as a pivotal figure in the international maritime context.

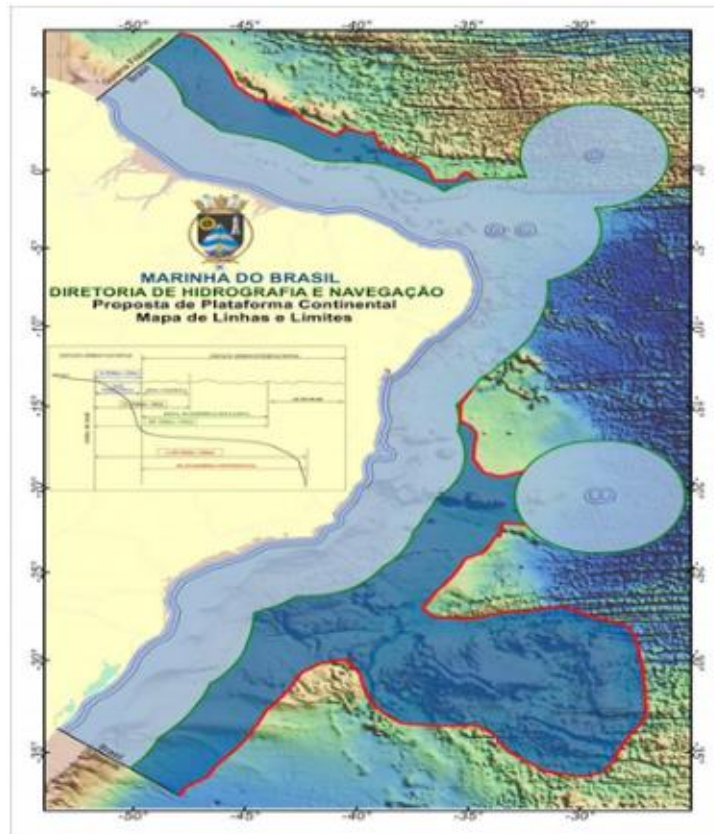


Figure 1. The Brazilian territorial and maritime space.

In 2019 the Ministry of the Environment (MMA) launched the National Plan to Combat Marine Litter (PNCLM), which represents a new strategy to face a complex problem which depends on the actions of federal, states and municipal governments, in addition to the private sector and civil society.

The PNCLM has as priority actions: implement measures for environmentally appropriate final disposal of solid waste; implement solid waste retention devices in storm sewers and watercourses; carry out garbage cleaning and collection actions in mangroves and on sea and rivers; carry out actions to combat garbage in rivers; and provide data and information for the continuous improvement of pollution prevention and environmental recovery actions.

The GloLitter Partnerships Project is in perfect harmony with the PNCLM, regarding the necessary actions to prevent and to combat SBMPL, particularly those coming from ships, fishing activities, offshore oil and gas exploration, passenger transportation, cruise and port activities such as dredging and reception and disposal of solid waste from vessels.

The strategies and national regulatory base aimed at preventing and combating marine litter are distributed, among others, in the following normative acts:

1. Law No. 6,938 of 1981 – National Environmental Policy;
2. Federal Constitution of 1988 and Complementary Law No. 140, 2011;
3. Law No. 7661 of 1988 - National Coastal Management Plan;
4. Law No. 9,605 of 1998 - Penal and Administrative Sanctions Derived from Conduct and Activities Harmful to the Environment - Environmental Crimes Law;
5. Law No. 9,966 of 2000 - Prevention, control and inspection of pollution caused by the release of oil and other harmful or dangerous substances in waters under national jurisdiction;

6. Law No. 12,305 of 2010 – The National Solid Waste Policy and the Decree No. 11,043, of 2022 - National Solid Waste Plan;
7. CONAMA Resolution No. 454, of 2012 - General Guidelines and Reference Procedures for the Management of Material to be Dredged in Waters under National Jurisdiction;
8. Law No. 11,445 of 2007 - National Basic Sanitation Law.

Among these normative acts, Law No. 9,966 of 2000 stands out for controlling and combating marine pollution from marinas, nautical clubs, shipyards, ports, port facilities, offshore platforms and ships, independently if waste and effluent discharges are caused by routine operations or by accidents. This Law is in line with the Environmental Crimes Law and some aspects of international conventions, including the International Convention for the Prevention of Pollution from Ships (MARPOL) and the London Convention/London Protocol.

This Law, in line with MARPOL, reinforces the prohibition of throwing garbage into waters under national jurisdiction by ships and platforms, especially plastic, including synthetic cables, synthetic fishing nets and plastic bags, further within the boundaries of an ecologically sensitive area. Failure to comply with these provisions results in sanctions according to the Environmental Crimes Law (Law No. 9,605 of 1998).

The international framework considered is:

1. Convention on the Prevention of Marine Pollution by Dumping of Waste and Other Matter (London Convention);
2. International Convention for the Prevention of Pollution from Ships – MARPOL;
3. FAO Voluntary Guidelines on the Marking of Fishing Gear (VGMFG)
4. Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal;
5. Global Program of Action for the Protection of the Marine Environment from Land-Based Activities - GPA;
6. The Honolulu Strategy; and
7. The 2030 Agenda, Sustainable Development Goal (SDG) 14 and the 2022 United Nations Ocean Conference.

Brazil is currently conducting the internal process of ratifying the 1996 Protocol to the London Convention.

In terms of relevant regional level engagement on SBMPL there is:

1. Community of Portuguese Speaking Countries – CPLP, which is an international organization formed by Portuguese-speaking countries, whose objective is to deepen the mutual friendship and cooperation between its members, encompassing Portugal, Brazil, Angola, Cape Verde, Equatorial Guinea, Guinea-Bissau, Mozambique, São Tomé and Príncipe and Timor-Leste. The CPLP has held discussions to establish a cooperation network to Combat Illegal, Unreported and Unregulated (IUU) Fishing. IUU fishing is one of the sources of plastic litter from sea-based activities.

4. Principles and approaches

The definition of the actions and sub-actions to be implemented was based on primary principles such as the precautionary approach; the polluter pays principle; the ecosystem

approach; public and private participation; sustainable consumption and production and best available knowledge and practices.

5. Specific Actions, responsible authorities/agencies/institutions, and timelines

The actions to be undertaken are organized in the following themes:

- legal, policy and enforcement reforms needed to effectively reduce plastic litter from sea-based sources;
- removal of existing plastic litter from the marine environment, such as abandoned, lost or otherwise discarded fishing gear (ALDFG) or other plastic waste from fishing operations; and
- education and outreach on the topic of marine plastic litter.

The National Action Plan is organized in 5 sections, with actions and sub-actions as follows:

1. Legal, policy and enforcement:

- 1.1 Revision of the National Maritime Policy to include national maritime objectives related to reducing plastic litter from sea-based sources;
- 1.2 Preparation of a regulatory proposal to combat plastic waste associated with fishing activities, including incentives for voluntary collection and reintroduction of plastic waste into the value chain;
- 1.3 Include actions of combating marine litter in Brazilian Fisheries Legislation;
- 1.4 Revision of the National Marine Litter Combat Plan with greater focus on plastic pollution, in line with the IMO Action Plan to Address Marine Plastic Litter from Ships (MEPC/IMO Resolution 310(73)).

2. Institutional capacity:

- 2.1 Adaptation and expansion of ANTAQ systems for information management on waste received at national port facilities;
- 2.2 Development of action to improve fishing vessel monitoring systems.

3. Education and outreach:

- 3.1 Continuous education and awareness raising initiatives about good practices to reduce ALDFG;
- 3.2 Development of a campaign to raise awareness on marine plastic pollution in the form of ALDFG;
- 3.3 Good Practices Guides for fisheries sectors about combatting marine plastic litter;
- 3.4 Workshops in fishing communities to reduce marine plastic litter and to recycle plastic waste into value-added products.

4. Regional and global cooperation

- 4.1 Increase of participation in discussions to combat illegal, unreported and unregulated (IUU) fishing;
- 4.2 Increase participation in intergovernmental forums related to fisheries governance and management (like ROCRAM, CPLP, UN, FAO, OECD, IMO, WTO, MERCOSUR, RFMOs).
- 4.3 Workshops, visits to exchange experiences or training programs with LPC and PC.

5. Private sector engagement

- 5.1 Improve the control of solid waste from ships at their reception or final destination;
- 5.2 Assessment of waste management in ports and passenger terminals;
- 5.3 Support the installation of plastic waste and ALDFG collection points, respectively, in ports and fishing terminals.

Each action is detailed into 8 items covering:

- 1. Description;
- 2. Priority Level (high, medium, low);
- 3. Responsible Authority;
- 4. Start Date;
- 5. End Date;
- 6. Resources required (staff, tech. etc.);
- 7. Progress indicators;
- 8. Methods of verification.

Important inputs to the development of the NAP came from the completed Country Status Assessment, in particular the Gap and Priorities identified, and actions defined by the NTF from several virtual and face-to-face working meetings.

Responsible authorities/agencies/institutions are those enrolled with the NTF as well as other national organizations, according to their duties and capabilities.

The timeline, as already presented above, comprises a period of 2 years, from 2023 to 2025.

6. Monitoring progress

The adopted progress will be reported by the National Focal Point, describing the implementation of actions and sub-actions. NTF working meetings, scheduled through national coordination, may also be held for the purpose of assessing the progress of the NAP.

National Action Plan- Brazil – 2023-2025

	Description	Priority Level (high, medium, low)	Responsible authority	Start Year	End Year	Resources required (staff, technical)	Progress indicators	Methods of verification
1.	Legal, policy and enforcement							
Action 1.1	National Maritime Policy update and revision	High	Brazilian Navy	2023	2024	National staff	They will be defined in the development of the National Maritime Strategy after the approval of the NMP	National Maritime Policy update and revision concluded
Action1.2	Regulatory proposal to combat plastic waste associated with fishing activities, including incentives for voluntary collection and reintroduction of plastic waste into the value chain	Medium	MPA	2023	2025	Technical consultant supported of the Project's resources	First draft of the regulatory proposal	Report publication
Action 1.3	Include actions of combating marine litter in Brazilian fisheries legislation	Medium	MPA and MMA	2023	2025	MPA and MMA staff	Reports from meetings on the subject	Number of legislations created or amended with actions to combat marine litter
Action 1.4	National Marine Litter Combat Plan update and revision with greater focus on plastic pollution including SBMPL	High	MMA	2023	2025	MMA in partnership with Oceanographic Institute of the University of São Paulo	Launch of the National Marine Plastic Litter Prevention and Combat Plan	National Marine Plastic Litter Prevention and Combat Plan updated

	Description	Priority Level (high, medium, low)	Responsible authority	Start Year	End Year	Resources required (staff, technical)	Progress indicators	Methods of verification
2.	Institutional capacity							
Action 2.1	Publishing online information about the management on waste received at national port facilities	High	ANTAQ and Brazilian Navy	2023	2023	ANTAQ and Brazilian Navy staff	Created information compilation system	Availability of information on the internet
Action 2.2	Development of actions to improve fishing vessel monitoring	High	MPA	2023	2025	MPA staff	Monitoring systems development	Published online information
3.	Education and outreach							
Action 3.1	Continuous education and awareness raising initiatives about good practices to reduce ALDFG	High	Brazilian Navy	2023	2025	Brazilian Navy staff	Number of training courses/year	Number of people attended according to PREPOM
Action 3.2	Development of a campaign to raise awareness on marine plastic pollution caused by ALDFG	High	MPA, MMA and Brazilian Navy	2023	2025	Technical and social communication consultants supported of the Project's resources	First draft of the campaign	A report at the end of the campaign approved
Action 3.3	Good Practices Guides for fisheries sectors about the marine litter combat	Medium	MPA	2023	2025	Technical and social communication consultants supported of the Project's resources	Guides published	Number of sectors reached
Action 3.4	Workshops in fishing communities to reduce marine plastic litter and to recycle plastic litter into value-added products	Medium	MMA, MPA and Brazilian Navy	2023	2025	Technical consultants supported of the Project's resources	Workshop accomplished	Number of fishers reached

	Description	Priority Level (high, medium, low)	Responsible authority	Start Year	End Year	Resources required (staff, technical)	Progress indicators	Methods of verification
4.	Regional and global cooperation							
Action 4.1	Increase participation in discussions to combat illegal, unreported and unregulated (IUU) fishing activities	Medium	MPA and Brazilian Navy	2023	2025	National staff	Meeting reports	Number of meetings attended
Action 4.2	Increase participation in intergovernmental forums related to fisheries governance and management (like ROCRAM, CPLP, UN, FAO, OECD, IMO, WTO, MERCOSUR, RFMOs)	Medium	MPA and Brazilian Navy	2023	2025	National staff	Meeting reports	Number of meetings attended
Action 4.3	Workshops, meetings and visits to exchange experiences or training programs with LPC (Brazil) and selected PC(s)	High	MMA, MPA and ANTAQ	2023	2025	Supported of the Project's resources	Meeting reports	Number of meetings attended
5.	Private sector engagement							
Action 5.1	Improve the control of solid waste from ships at their reception or final destination	Medium	ANTAQ	2023	2025	ANTAQ staff	Annual reports	Number of ports /year where solid waste reception facilities are improved
Action 5.2	Assessment of litter management in ports and passenger terminals	High	ANTAQ	2023	2025	ANTAQ staff	Reports and assessment	Final assessment

	Description	Priority Level (high, medium, low)	Responsible authority	Start Year	End Year	Resources required (staff, technical)	Progress indicators	Methods of verification
Action 5.3	Support the installation of plastic litter and ALDFG collection points, respectively, in ports and fishing terminals	Medium	MPA, ANTAQ and Brazilian Navy	2023	2025	National staff	Number of terminals and ports with collection points	Number of collection points

