

13th Meeting of the Conference of the Contracting Parties to the Ramsar Convention on Wetlands

"Wetlands for a Sustainable Urban Future"

Dubai, United Arab Emirates, 21-29 October 2018

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Draft resolution on promoting the conservation and wise use of intertidal wetlands and ecologically-associated habitats

Submitted by the Philippines

Note from the Secretariat

In Decision SC54-34, the Standing Committee instructed the Secretariat to edit, finalize and publish the draft resolution contained in document SC54-Com.16 for consideration at COP13, with the amendments already introduced, shown in square brackets.

Mandate

- RECALLING that the Conference of Contracting Parties has repeatedly addressed, inter alia
 through Resolutions listed in Annex 1, the pressing need to better promote the conservation
 and wise use of coastal wetlands, in particular intertidal wetlands¹ which are areas of special
 importance yet highly vulnerable;
- NOTING that Target 6 of Ramsar's Strategic Plan 2016-2024 seeks a significant increase in the area of the Ramsar Site network, and in particular the inclusion of under-represented types of wetlands; and FURTHER NOTING that both shellfish reefs and seagrass beds are underrepresented wetlands;
- 3. AWARE that [all but one coastal country is Party to the Convention on Biological Diversity (CBD) and thus has] [Parties to the Convention on Biological Diversity (CBD) have] adopted the Strategic Plan for Biodiversity 2011-2020 and the Aichi Biodiversity Targets, of which Targets 5, 6, 11, 12, 14 and 15 are particularly relevant;
- 4. RECALLING the United Nations Sustainable Development Goals (SDGs) of which Goals 2, 13, 14 and 15 are especially relevant;

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¹ Intertidal wetlands and ecologically associated habitats include intertidal flats, seagrass beds, mangroves, bivalve (shellfish) reefs, and associated coastal habitats ecologically linked to these areas, for example saltpans/salinas, fishponds, areas used for aquaculture and mariculture, sewage works, and other habitats used by coastal waterbirds for feeding and roosting.

- 5. DEEPLY CONCERNED that, if urgent action is not taken to address the loss and degradation of intertidal wetlands and ecologically associated habitats, the ability to meet the Aichi Biodiversity Targets and SDGs [will] [may] be seriously impaired and species extinctions will be likely;
- 6. [RECALLING] [NOTING] the Convention on the Conservation of Migratory Species of Wild Animals (CMS) Resolution 12.25 on *Promoting conservation of critical intertidal and other coastal habitats for migratory species* [which highlights the importance of intertidal and other coastal habitats for 64 species listed on Appendix I of that Convention; calls on Parties, as a matter of urgency, to enhance significantly their efforts to conserve and promote the sustainable use of intertidal wetlands and other coastal habitats of importance for migratory species worldwide; and also calls for synergistic and collaborative actions from coastal countries, multilateral environmental agreements (MEAs) and other relevant actors to work together to this end];
- 7. ACKNOWLEDGING [AND WELCOMING ALSO] the United Nations Framework Convention on Climate Change (UNFCCC) Paris Agreement[, and its publicly available Nationally Determined Contributions (NDCs) to achieve the long-term goals of the Agreement, many of which include nature-based solutions such as protection of coastal wetlands for adaption and/or mitigation ("blue carbon")] [of which the reference to the "importance of ensuring the integrity of all ecosystems, including oceans, and the protection of biodiversity" in the Preamble and Article 5.1 are particularly relevant, as many wetlands are both significant sinks and reservoirs of carbon];
- 8. FURTHER NOTING [that] Resolution 26 of the 2016 World Conservation Congress of the International Union for Conservation of Nature (IUCN) on Conservation of intertidal habitats and migratory waterbirds of the East Asian-Australasian Flyway, especially the Yellow Sea, in a global context² ["requests the Director General, Commissions and Members to consider, in conjunction with the Convention on the Conservation of Migratory Species and the Ramsar Convention on Wetlands, as appropriate, to develop national/regional management plans for migratory birds within 'working coastal wetlands' (i.e. those used for shellfisheries, aquaculture, fish ponds and salt pans) to benefit migratory bird populations and their habitats, which support numerous other species"];

Importance

- 9. RECOGNIZING that intertidal and other coastal wetlands and ecologically associated habitats are very significant socio-economically and culturally, providing multiple and important ecosystem services [(which in the Yellow Sea is worth an estimated USD30 billion per year³)], benefitting not only local dependent communities but a wider society, in mitigating effects of climate change through sequestration of carbon, and contributing also to adaptation by protecting against storm surges and sea level rise[, and that their conservation and wise use directly contributes to multiple SDGs, as indicated in Annex 2];
- 10. YET NOTING that despite such international conservation attention and recognition, and national conservation programmes, intertidal habitats in most parts of the world remain subject to extreme pressures including from [land-claim for] development, pollution, and inappropriate and unsustainable uses, which removes or degrades the capacity of these habitats not only to

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² IUCN WCC-2016-Res-026

³ MacKinnon, Verkuil, & Murray (2012)

- support migratory and other species but also to maintain and sustain human communities dependent on the multiple ecosystem services such as their capacity for carbon sequestration ("blue carbon") and disaster risk reduction;
- 11. CONSCIOUS that the conservation, wise use and restoration of intertidal and associated coastal wetlands poses particular practical problems, including: that they can fall within the jurisdiction of multiple national and local government agencies; that many straddle either international or internal national borders; their location at the terminus of catchments, which can result in significant pollution inputs, as well as significant reduction and disruption to the [water and] sediment flows essential for ecosystem functioning, due to water regulation structures such as upstream dams and flood defences, with riverine inputs of sediment to deltas and other soft coastlines being of especially critical importance; [dredging to deepen channels for navigation;] the encroachment of invasive alien species such as shellfish, mangrove and cordgrass (*Spartina*) species; and significant human populations resulting in intense development pressures derived from both land and sea; BUT ALSO NOTING good examples such as in the international Wadden Sea where such impediments have been addressed successfully;
- 12. NOTING the inherent ecological connectivity of coastal areas at various scales, notably through their support of migratory species such as waterbirds, turtles, sea cows, dolphins and porpoises, and the role as source spawning areas for coastal fish stocks; [and] ACKNOWLEDGING CMS Resolution 12.7 on ecological connectivity in this respect[; and NOTING also the role of intertidal floodplains to central sediment dynamics in estuaries];

Losses and pressures

- 13. RECALLING that, in 1999 at its 7th meeting (COP7), the Conference of the Contracting Parties called on Parties and others, in Resolution VII.21 on *Enhancing the conservation and wise use of intertidal wetlands*, to document and report on past losses of intertidal wetlands and to inventory those intertidal wetlands that remain and their conservation status; and NOTING that, since then, a wide range of published information has documented significant losses of extent around the world, [including 65% on the coasts of the Yellow Sea⁴, and the Arabian Coast,] as well as losses of ecological functionality and deterioration in conservation status as, for example, shown in the past and current losses of shellfish reefs and associated fisheries [in some cases over periods of centuries];
- 14. AWARE that projected sea-level rises are anticipated to result in significant further losses of intertidal wetlands, especially where there is lack of [environmentally appropriate adaptation];
- 15. AWARE ALSO that the ecological character of intertidal wetlands can be influenced by loss of ecological linkages to surrounding areas, for example the loss of adjacent high tide roost sites which can significantly limit waterbirds' use of associated intertidal habitats;

Solutions

16. RECALLING [that] Resolution VII.21 [requests Parties and others to formulate "alternative development strategies for remaining intertidal areas that assist in maintaining their ecological

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^{[&}lt;sup>4</sup> Murray, N. J., Clemens, R. S., Phinn, S. R., Possingham, H. P., & Fuller, R.A. (2014). Tracking the rapid loss of tidal wetlands in the Yellow Sea. *Frontiers in ecology and the environment*, *12*, 267–272. https://doi.org/10.1890/130260]⁵ IUCN WCC-2012-Res-028-EN.

- character"]; and CONSIDERING that the need remains for guidance and models of good practice and management that would assist Contracting Parties in this respect;
- 17. FURTHER RECALLING [that] Recommendation 6.8 on *Strategic planning in coastal zones* [called for sound decision-making on the conservation and wise use of coastal wetlands and other key environmental components];
- 18. WELCOMING the steps taken by China, the Republic of Korea and the Democratic People's Republic of Korea, since the adoption of Resolution 26 of IUCN's 2012 World Conservation Congress on Conservation of the East Asian-Australasian Flyway and its threatened waterbirds, with particular reference to the Yellow Sea⁵, to conserve the coastal wetlands of the Yellow Sea, including through follow-up of outcomes of national workshops held in China in 2014, the Republic of Korea in 2016, the Democratic People's Republic of Korea in 2017, with transboundary workshops in 2016 and 2017; and WELCOMING the steps of the Yellow Sea nations towards World Heritage Site nomination of their coastal wetlands, including working via a transboundary Yellow Sea Task Force;
- [19. FURTHER WELCOMING the UNFCCC Paris Agreement ratification in November 2016 and its publicly available Nationally Determined Contributions (NDCs) to achieve the long-term goals of the Agreement, many of which include nature-based solutions such as protection of coastal wetlands for adaptation and/or mitigation ("blue carbon");
- 20. NOTING the vital need to conserve and to manage sustainably "working coastal wetlands" those intertidal and ecologically associated coastal wetlands the sustainable use of which provides crucial socio-economic support to local communities and that these managed areas can be of integral importance to the maintenance of the ecological character of intertidal wetland ecosystems, especially for waterbirds and other wetland biodiversity[; and STRESSING the importance of working in the framework of an integrated water basin];
- 21. CONSCIOUS that actions and investments [of economic actors and businesses, including dredging, ports, shipping and other transportation, insurance, and oil, gas and other energy sectors,] have the scope for very damaging impacts on intertidal wetlands but [may also if decisions are appropriately targeted –] [also to] positively contribute to their conservation and wise use, and that proactive positive engagement [with these interest groups] is critical at all scales;

Site designation

22. RECALLING [that] Resolution VII.21 [urges Contracting Parties "to identify and designate as Wetlands of International Importance a greater number and area of intertidal wetlands, especially tidal flats, giving priority to those sites which are important to indigenous people and local communities, and those holding globally threatened wetland species"]; and FURTHER NOTING that whilst many Ramsar Sites contain intertidal wetlands, global coverage is both highly incomplete and discontinuous with relatively few [such] Ramsar Sites [such as those in Africa, Asia, South America and Oceania, and the East Asian - Australasian Flyway (EAAF) where less than 5% of intertidal areas of most countries are Ramsar Sites or other protected areas];

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⁵ IUCN WCC-2012-Res-028-EN.

⁶ Inter alia including shellfisheries, polychaete harvesting, mariculture (for example for seaweed), aquaculture, fishponds, saltpans/salinas, and sewage works.

- [23. AWARE that although Resolution VII.21 calls on Contracting Parties to designate remaining intertidal wetlands of international importance, the Conference of the Contracting Parties (COP) has no procedure to track and report on the progressive development of the Ramsar List with respect to specific wetland types, for example salt marshes; and CONSCIOUS that routinely including such wetland-specific analyses in the *Global Wetland Outlook* (GWO) would provide the COP with a high-level overview of relevant progress;]
- 24. NOTING the recent positive experiences of both transboundary and linked World Heritage Site (WHS) designation for intertidal wetlands, notably the Wadden Sea Flyway Initiative linking the Wadden Sea WHS (Denmark, Germany and the Netherlands), and Banc d'Arguin WHS (Mauritania) and supporting the nomination of the Bijagos (Guinea-Bissau); and AWARE of the potential for similar initiatives for designation of other major coastal wetlands in the Yellow Sea (China and the Republic of Korea);

Restoration

- 25. RECALLING [that] Resolution XII.13 on Wetlands and disaster risk reduction, referring also to CBD Decision XII/19 on Ecosystem conservation and restoration ["welcomes initiatives that support the conservation and restoration of coastal wetlands, including options to build a 'Caring for Coasts' initiative as part of a global movement to restore coastal wetlands, and encourages Contracting Parties to consider engaging in the development and implementation of the proposed initiative"];
- 26. CONSIDERING that there remains a need for guidance on effective methods of restoration that fully re-establishes ecological functions of degraded or lost intertidal wetlands and other coastal wetlands;

Engagement with other initiatives and conservation frameworks

- 27. NOTING the [concern] [interest] of many other multilateral environmental agreements and international conservation initiatives, [including those listed in Annex 3,] in the conservation and wise use of intertidal wetlands; and AWARE of the [scope and] benefits of closer collaboration on this cross-cutting issue of mutual [concern] [interest] within multiple [entities'] mandates;
- 28. WELCOMING the Arctic Council's Arctic Migratory Bird Initiative (AMBI), established in 2015, [which prioritizes support from Arctic Council member and observer countries for intertidal wetlands] [to which Ramsar can make a contribution through its Parties' conservation of intertidal wetlands, which are vital to arctic breeding waterbirds] along the world's flyways;
- [29. NOTING the conservation work by the partners of the Western Hemisphere Shorebird Reserve Network (WHRSN) to conserve critical intertidal habitats for shorebirds throughout the Americas;]
- [30. ACKNOWLEDGING the development of the Atlantic Flyway Shorebird Initiative Business Plan and the Pacific Americas Shorebird Conservation Strategy, which prioritize strategies and actions for the conservation of key intertidal habitats in the West Atlantic and East Pacific flyways;] and

Profile and changing attitudes to coastal wetlands (public engagement)

31. NOTING that there can be very low levels of public appreciation of the values and services provided by intertidal and associated wetlands; yet AWARE of many successful initiatives that have engaged civil society, and have built effective and strong support from civil society for the conservation, restoration and wise use of these habitats;

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[Coordination with other initiatives and conservation frameworks]

- [32. REQUESTS the Secretariat to explore actively with other relevant multilateral environmental agreements⁷, funding permitting, the possibility to set up a global "Coastal Forum", to facilitate the protection, management and restoration of these ecosystems by raising the profile of the conservation and wise use of intertidal wetland and associated coastal habitats within relevant programmes of work, sharing experience and knowledge on solutions related to the conservation and management of these ecosystems, and encouraging stakeholders to support such an initiative;]
- [33. ENCOURAGES UNFCCC Parties to consider the inclusion of their coastal ecosystems, including relevant Ramsar Sites, in their Nationally Determined Contributions for climate mitigation as well as promoting their role within ecosystem-based adaptation;]

Site designation

- 34. URGES Contracting Parties, in [line with] [support of] Target 6 of Ramsar's Strategic Plan 2016-2024, to designate [urgently remaining] intertidal wetlands of international importance, [as appropriate,] especially but not exclusively in coastal regions suffering high ongoing rates of intertidal wetland loss, notably in Asia, paying particular attention to those sites that are part of critical site networks of migratory species[; and INVITES Contracting Parties that are range states to the East Asian Australasian Flyway (EAAF) Partnership to designate critically important coastal sites for migratory waterbirds to the EAAF Site Network];
- [35. REQUESTS the Secretariat and the Scientific and Technical Review Panel (STRP) to summarize the extent of new intertidal wetland Ramsar Site designations for succeeding meetings of the Conference of Contracting Parties (COPs), as far as possible placing this in historical contexts, and to routinely report this information in the Global Wetland Outlook;]
- 36. [URGES] [INVITES] [ENCOURAGES] Contracting Parties with appropriate [appropriately qualifying] intertidal sites to consider them for nomination as [World Heritage Sites as well as] Ramsar Sites, including as serial transboundary sites as appropriate[, and thus for waterbirds and other migratory species potentially forming] [as a means to potentially form] ecologically connected site networks with other key sites [, building on the approach of the Wadden Sea Flyway Initiative; coastal sites in each flyway with the highest ecosystem service value, including importance for supporting migratory waterbirds, protected via the World Heritage Convention and/or the Ramsar Convention (including exchange of experience between sites)];

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^{[&}lt;sup>7</sup> Potentially including but not restricted to CBD, the CMS Family, the East Asian - Australasian Flyway Partnership, the Arctic Council's AMBI, governments, the private sector, relevant international and national non-governmental organizations, experts and stakeholders.]

[37. ENCOURAGES Contracting Parties to [seek] [ensure] that intertidal Ramsar Site boundaries include the entire ecosystem of importance to migratory waterbirds and other dependent species, including inland roost and feeding sites; and [URGES] [INVITES] Parties to review and extend boundaries of relevant Sites to this end as appropriate;]

[Management]

[38. REQUESTS the STRP, funding permitting, to seek input from the scientific subsidiary bodies of other multilateral environmental agreements, to establish a multi-stakeholder working group, under the proposed Coastal Forum, to develop global guidance on the conservation, wise use and management of sustainable "Working Coastal Habitats", in particular elaborating strategies and models for economic development, that maintain the ecological character and functionality of such habitats to the benefit of local communities and migratory species, and to submit this draft guidance for consideration at the 14th meeting of the Conference of the Contracting Parties (COP14);]

Other solutions

- [39. ENCOURAGES Contracting Parties to recognize fully the international importance of their intertidal and associated coastal wetlands for biodiversity and ecosystem services, halting further approval of intertidal mudflat conversion [(reclamation)] at priority sites for biodiversity, irrespective of protection status, until a full assessment [is completed] [of the economics of ecological services and identification of biodiversity needs can be completed];]
- 40. URGES Contracting Parties to [fully implement] [ensure that they follow, to the greatest extent practicable,] Ramsar's *Integrated Framework and guidelines for avoiding, mitigating and compensating for wetland losses* (Resolution XI.9) [with respect to decision-making for any] [when considering] development impacting on intertidal and other coastal wetlands;
- 41. ALSO [URGES] [ENCOURAGES] Contracting Parties, [in support of] [in line with] Target 6 of Ramsar's Strategic Plan 2016-2024, to [withdraw or modify any] [seek to avoid] perverse incentives to convert intertidal or other coastal wetland habitats, and additionally, to implement sustainable coastal engineered measures for climate adaptation, coastal defence and risk reduction [, in line with innovative nature-based solutions including "building with nature" principles, that ensure maintenance and restoration of mudflats, sand banks, barrier islands and other critical habitat such as mangroves, saltmarshes and seagrass beds];
- [42. ENCOURAGES Contracting Parties to develop pilot schemes to demonstrate flyway-scale [net positive impact of] [benefits to] critically important areas, including offsetting approaches that involve corporations and governments;]
- [43. URGES Contracting Parties [and INVITES non-Contracting Party States] to ensure that coastal sediment needs from riverine inputs are maintained through the appropriate regulation of outflows from dams or other water regulation structures through the implementation of the Convention's guidance on environmental flows (Resolutions VIII.1 and X.19);]
- 44. ENCOURAGES [the publication, especially with <u>conservationevidence.com</u>, of their practical experiences with coastal conservation interventions] [Contracting Parties to make publicly available information about their practical experiences with coastal conservation interventions];

45. ENCOURAGES Contracting Parties to employ coastal and marine spatial planning tools, as appropriate, to better manage conflicts in multi-use coastal areas and to promote conservation objectives in the intertidal and coastal zones and other sectoral development programmes;

Restoration

- [46. URGES Contracting Parties and the STRP, funding permitting, to support and engage in the establishment, under the Coastal Forum, of a global initiative to promote the restoration of coastal wetlands and other relevant habitats, as called for by Resolution XII.13 and Decision XII/19 of the Convention on Biological Diversity (CBD);]
- 47. [URGES] [CALLS ON] Contracting Parties in areas where coastal erosion and/or sea level rises are resulting in losses of intertidal wetlands, where feasible, to implement programmes of managed retreat of coastal defences, thereby both restoring intertidal habitats and creating more sustainable coastal defences and hence contributing to disaster risk reduction [and URGES a presumption in favour of beneficial use of dredged sediments for coastal wetland restoration and that any administrative barriers to this end be addressed];

Changing attitudes to coastal wetlands

- [48. [STRONGLY] ENCOURAGES [Contracting Parties, as appropriate, to consider] the development of programmes and initiatives including, for example, festivals associated with the arrival of migratory species, eco-tourism initiatives including those linked to gastronomic appreciation of sustainable seafood, and encouragement of responsible public access to tidal flats that communicate the importance of intertidal wetlands and associated habitats to the public, policy-makers and other stakeholders (including relevant sectors of the business community), [; and URGES the sharing of such experience, for example through the Coastal Forum] [and to make publicly available their results];
- [49. REQUESTS that the draft Strategic Plan due for consideration at COP14 give due [emphasis] [consideration] to the conservation and wise use needs of intertidal and other coastal wetlands;] and

Monitoring progress

[50. CALLS ON Contracting Parties and the STRP to report progress in implementing the present Resolution, including assessments of the efficacy of measures taken, at each meeting of the Conference of the Parties including through Parties' National Reports.]

Annex 1

Previous Resolutions especially relevant to the conservation and wise use of intertidal wetlands

Recommendation VI.8	Strategic planning in coastal zones
Resolution VII.21	Enhancing the conservation and wise use of intertidal wetlands
Resolution VIII.4	Principles and guidelines for incorporating wetland issues into Integrated Coastal Zone Management (ICZM)
Resolution VIII.32	Conservation, integrated management, and sustainable use of mangrove ecosystems and their resources
Resolution X.22	Promoting international cooperation for the conservation of waterbird flyways
Resolution XII.13	Wetlands and disaster risk reduction

[Annex 2]

Summary of ecosystem services provided by intertidal wetlands and associated habitats and their contribution to the Sustainable Development Goals

	Intertidal flats	Bivalve reefs	Seagrass beds	Mangroves	Saltmarshes	Associated inland 'working coastal wetlands'
ECOSYSTEM SERVICES						
Food security	✓	✓	✓	✓		✓
Coastal protection and disaster risk reduction	✓	✓		✓	✓	✓
Biodiversity support (including migratory species)	✓	✓	✓	✓	✓	✓
Carbon storage and sequestration ('blue carbon')	✓	✓	✓	✓	✓	✓
Cultural importance	✓	✓				✓
Pollution control/water quality		✓				
Tourism/recreation	✓		✓	✓		
SUSTAINABLE DEVELOPMENT GOALS						
Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture	✓	✓				√
Goal 13. Take urgent action to combat climate change and its impacts	√	√	√	√	√	√
Goal 14. Conserve and sustainably use the oceans, seas and marine resources	√	√	✓	√	✓	✓
Goal 15. Sustainably manage forests, combat desertification, halt and reverse land degradation, halt biodiversity loss	✓	✓	✓	✓	✓	✓

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[Annex 3]

International initiatives that have the capacity to assist with the conservation and wise use of intertidal and coastal wetlands

	North America	Neotropics	Europe	Africa	Asia	Oceania
Ramsar Site designation						
World Heritage Site designation						
Caring for Coasts						
Western Hemisphere Shorebird Reserve Network						
African-Eurasian Waterbird Agreement						
East Asian-Australasian Flyway Partnership						
Wadden Sea Flyway Initiative						
Arctic Migratory Bird Initiative (Arctic Council)						
European Union Directives and Regulations						
Potential Coastal Forum						

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OTHER POSSIBLE ANNEXES

[Annex X]

Summary of extent of intertidal wetlands (ITW), their losses and designation as Ramsar Sites

Ramsar Region	Estimated total extent of ITWs (2017)	No. Ramsar Sites ⁸ with ITW at COP7	Area of Ramsar Sites containing ITW at COP7 ⁹	No. Ramsar Sites with ITW at COP13	Area Ramsar Sites containing ITW at COP13 ²	Approximate proportion of ITW designated	Sub-regional assessments of ITW extent or losses
North America							
Neotropics							
Europe							EU28 ⁱⁱ
Africa							
[E Asia]							Yellow Sea
[W Asia]							[Arabian Coast]
Oceania							

Sources:

i. MacKinnon, J., Verkuil, Y.I. & Murray, N. 2012. *IUCN situation analysis on East and Southeast Asian intertidal habitats, with particular reference to the Yellow Sea (including the Bohai Sea)*. Occasional Paper of the IUCN Species Survival Commission No. 47. IUCN, Gland, Switzerland and Cambridge, UK. Available at: https://portals.iucn.org/library/efiles/documents/SSC-OP-047.pdf

[Annex x]

Globally Threatened species associated with intertidal and coastal wetlands. Source: IUCN Red List, 2017

	Near Threatened	Vulnerable	Endangered	Critically
				Endangered
Fish				
Turtles				
Birds				
Mammals				

Ramsar wetland classification types: G (Saline or brackish water – intertidal - flats (mud, sand or salt) and Ga (Saline or brackish water - intertidal - bivalve (shellfish) reefs
 Note that area statistics over-inflate ITW extent by the inclusion of other habitat types contained with many

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⁹ Note that area statistics over-inflate ITW extent by the inclusion of other habitat types contained with many Ramsar Sites. It is currently not possible to derive a total for the extent of intertidal wetlands alone within Ramsar Sites.