

MARINE MAMMAL COMMISSION
4340 EAST-WEST HIGHWAY, ROOM 905
BETHESDA, MD 20814

30 May 2007

Mr. David Cottingham
Chief, Marine Mammal and Sea Turtle
Conservation Division
Office of Protected Resources
National Marine Fisheries Service
1315 East-West Highway
Silver Spring, MD 20910

Dear Mr. Cottingham:

The Marine Mammal Commission, in consultation with its Committee of Scientific Advisors on Marine Mammals, has reviewed the Draft Programmatic Environmental Impact Statement (DPEIS) on the National Oceanic and Atmospheric Administration's Marine Mammal Health and Stranding Response Program (MMHSRP) with regard to the goals, policies, and requirements of the Marine Mammal Protection Act and the National Environmental Policy Act. We offer the following comments and recommendations.

RECOMMENDATIONS

The Marine Mammal Commission recommends that the National Marine Fisheries Service revise the DPEIS to—

- provide an update on the status of final reports of unusual mortality events, explore ways to promote completion and circulation of final reports more promptly, and identify actions that the Service can take to improve the synthesis and use of data from unusual mortality events;
- discuss the criteria that the Service intends to use in its review and approval or disapproval of recommended releases of marine mammals, and plans for such releases, by rehabilitation facilities;
- identify the types of information that would be included in protocols for monitoring released animals;
- specify actions that the Service plans to take to ensure that rehabilitation facilities are in compliance with the Interim Standards for Rehabilitation Facilities;
- elaborate on the Service's plans for developing draft guidelines to govern when public display of marine mammals undergoing rehabilitation will be authorized, including opportunities for the Commission, the affected facilities, and the public to review the draft guidelines before their adoption; and
- discuss alternatives for addressing overcrowding at rehabilitation facilities, issues associated with the placement of non-releasable marine mammals in public display facilities, and criteria for making on-site evaluations of the likelihood that a stranded marine mammal can be successfully rehabilitated and released.

RATIONALE

The MMHSRP has been instrumental in coordinating responses to stranding events nationwide, providing care for stranded marine mammals, and examining carcasses and tissue samples to collect background information on the possible causes of morbidity and mortality. The Marine Mammal Commission commends the Service and stranding network participants for these efforts. The Commission also commends the Service for its efforts in developing the DPEIS, which we generally believe provides a thorough analysis of the relevant issues. There are, however, certain areas where we think that the discussion in the DPEIS needs to be expanded or clarified or where additional issues need to be considered. We offer the following comments and recommendations to assist the Service in improving the stranding response program and the DPEIS.

Collection and Synthesis of Data from Unusual Mortality Events

As indicated in the DPEIS, Title IV of the Marine Mammal Protection Act requires, among other things, that the MMHSRP “facilitate the collection and dissemination of reference data on the health of marine mammals and health trends of marine mammal populations in the wild” and “correlate the health of marine mammals and marine mammal populations, in the wild, with available data on physical, chemical, and biological environmental parameters.” The National Template Marine Mammal Stranding Agreement (p. 4) states that one of the Service’s responsibilities, pursuant to section 402 of the Marine Mammal Protection Act, is to “collect and update periodically and make available to stranding network participants and other qualified scientists, existing information on...strandings by region to monitor species, numbers, conditions, and causes of illness and death in stranded marine mammals.” The Commission notes, however, that of the 26 unusual mortality events that were officially declared by the Working Group on Marine Mammal Unusual Mortality Events between 1991 and the end of 2005,¹ final reports have been completed for only six events. Draft reports have been prepared on three other unusual mortality events and papers have been published on seven additional events. This means that the circumstances and consequences of 10 events have not been reported. Such reports are of potential value to stranding network participants and to researchers who are responding to and seeking to understand such events. The Commission believes that it is important that these reports be completed in a timely fashion. The Marine Mammal Commission therefore recommends that the Service (1) provide an update on the status of final reports of unusual mortality events and (2) explore ways to complete and circulate final reports more promptly. In this regard, the Commission points to and endorses the recommendations made in Gulland (2006) (enclosed; see pages 23 and 24), which identified several actions that the Service could take to improve the utility of data collected during unusual mortality events.

Those recommended actions are consistent with the Service’s mandate under Title IV and would enhance the Service’s Marine Mammal Unusual Mortality Event Response Program. The

¹ See Gulland 2006. Dr. Gulland noted that there have been 29 unusual mortality events since 1992. We included only 26 in our discussion because the other events are currently ongoing or were closed only recently.

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Marine Mammal Commission therefore recommends that the Service revise the DPEIS to discuss actions the Service has taken or plans to take to improve the synthesis and use of data collected during unusual mortality events.

Interim Standards for Release

The Interim Standards for Release appended to the DPEIS include several safeguards for ensuring that marine mammals are not released prematurely or in situations where they might pose a threat to wild populations. For example, the interim standards require that stranding network participants prepare “release determination recommendations” and release plans and to obtain the Service’s concurrence prior to release. These requirements recognize that facilities may have incentives to promote inadvisable releases. The interim standards do not, however, recognize that, for some species, there may be a countervailing incentive to retain marine mammals for long-term maintenance in captivity and, perhaps, eventual placement at a public display facility. For such circumstances, protocols need to be established to ensure that the rehabilitation of animals and their preparation for eventual release to the wild are pursued diligently and with suitable agency oversight.

The Commission notes that incentives to retain stranded animals for long-term captive maintenance likely are greatest for species with commercial value, such as bottlenose dolphins, or for depleted species for which public display permits are not available. With only a few exceptions, these are species listed under the Endangered Species Act as threatened or endangered. Thus, this may be an issue best addressed in the context of the new MMPA/ESA permit being contemplated in the DPEIS.

Page 2-2 of the Interim Standards for Release states that “[t]he Regional Administrator (i.e., NMFS staff) will review the recommendation and release plan [submitted by a stranding facility] and provide a signed written notification to the Stranding Network participant indicating concurrence and authorization to release or direct an alternate disposition....” The DPEIS does not, but should, discuss the criteria that the Service will use to review and approve or disapprove the recommendations and plans. The Commission’s concern is underscored by the Service’s Southeast Regional Office’s authorization in August 2003 of the release of five pilot whales, despite objections from experts in the fields of cetacean biology, behavior, and veterinary medicine and contrary to the Service’s own release guidelines. The animals in question included a dependent calf and a juvenile animal exhibiting aberrant behavior, prompting the outside experts to conclude that release of these animals would be inhumane. Under the Service’s own guidelines, the release of dependent calves and animals exhibiting aberrant behavior is precluded. Nine days after the animals’ release, scientists tracking the whales observed sharks attacking the calf, and the fate of two other animals was unknown. In that case, the Service chose not to follow its draft release criteria and the advice of the majority of experts it consulted—with adverse consequences. The Marine Mammal Commission therefore recommends that the Service clarify the procedures and substantive criteria, other than those that facilities would need to consider under the Interim Standards for Release, that it will follow in reviewing and approving or disapproving a stranding network participant’s recommendation and release plans.

The Interim Standards for Release (pages 3-12 and 4-14) note that “[p]ost-release monitoring provides essential information to develop and refine marine mammal rehabilitation and release practices.” On page 2-14 it states that standardization of data collection protocols for monitoring released animals may be helpful in comparing individual cases, and that the Service “will provide the stranding network with the desired format for receipt of tracking data in reports.” However, the Service does not elaborate on what that format might be. We concur that standardized data collection protocols would be useful, and the Marine Mammal Commission recommends that the DPEIS be revised to identify the types of information that would be included in protocols for monitoring released animals.

Interim Standards for Rehabilitation Facilities

The introduction to this section (page iv) notes that the Interim Standards for Rehabilitation Facilities establish minimum standards for the temporary care of animals undergoing rehabilitation and that it is the Service’s intent to provide a reasonable process for facilities to be upgraded to meet or exceed those standards. However, there is no indication of what the Service intends to do to ensure that rehabilitation facilities are, in fact, meeting the minimum standards (e.g., whether inspections will be conducted, how often, and by whom). The Marine Mammal Commission recommends that this information be provided.

Pages 1-4 and 2-4 state that shade structures or shelters must be provided when local climatic conditions could otherwise compromise the health of the animal. This standard is subjective and allows for broad interpretation. The Service should better define the conditions under which shade must be provided to animals that are undergoing rehabilitation, recognizing that, if such animals are unable to thermoregulate or swim and dive normally, protection from the sun is essential.

Public Viewing of Marine Mammals Undergoing Rehabilitation

Page 6-3 of the DPEIS states that “[c]urrently, public viewing of animals in rehabilitation is not allowed under MMPA regulations....” The discussion goes on to indicate that the MMHSRP “would like to establish guidelines to allow public viewing that would protect the animals as well as the general public....”

Contrary to the statement in the DPEIS, the cited regulation (50 C.F.R. § 216.27(c)(5)) does not establish a complete prohibition on the public display of marine mammals undergoing rehabilitation. Rather, such displays are not allowed unless the Regional Director or the Director of the Office of Protected Resources has specifically authorized them and unless they are conducted in a manner consistent with the requirements applicable to public display. This being the case, regulatory changes are not needed.

The Commission concurs that establishing guidelines for when and under what conditions public display should be allowed is a good idea. However, the DPEIS does not sufficiently describe the types of guidelines being contemplated by the Service, except to note that those guidelines

would be designed to protect the animals and the general public, including animal and human health. It would be helpful if the final EIS expanded on the Service's plans for developing the guidelines and identified other factors that need to be considered before public display of animals in rehabilitation facilities is authorized. For example, public display should only be allowed in situations and in ways in which it would not interfere with the MMHSRP's goal of eventually returning rehabilitated marine mammals to the wild (e.g., precautions should be taken to ensure that viewing opportunities do not acclimate animals to the presence of humans). The Marine Mammal Commission therefore recommends that the DPEIS be revised to elaborate on the Service's plans for developing draft guidelines to govern when public display of marine mammals undergoing rehabilitation will be authorized, including opportunities for the Commission, the affected facilities, and the public to review the draft guidelines prior to their adoption.

A possible complicating issue is whether placing marine mammals undergoing rehabilitation on public display triggers Animal Welfare Act and maintenance standards that might not otherwise be applicable. Compliance with these standards might place additional financial burdens on rehabilitation facilities and could deflect attention away from achieving the rehabilitation goals of the Marine Mammal Protection Act. The Marine Mammal Commission therefore urges the National Marine Fisheries Service to work closely with the Animal and Plant Health Inspection Service in developing the guidelines for public viewing to ensure that the requirements of the two statutes are met and that the potential for successful rehabilitation is not compromised.

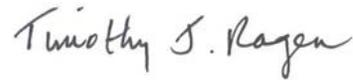
Stranding Network Issues

Over the years, three separate stranding-related issues have generated ongoing concern: insufficient space at rehabilitation facilities, particularly in light of the potential for increased numbers of strandings in the future as a result of climate-related changes; difficulties associated with placing non-releasable marine mammals (particularly pinnipeds, neonates, and animals with chronic health problems [e.g., neurological problems and skin conditions]) in public display facilities; and criteria for determining when stranded marine mammals should be removed from the wild for treatment and rehabilitation (i.e., making on-scene evaluations of the likelihood of a stranded marine mammal being successfully rehabilitated and released). Clear and specific standards also are needed for determining when euthanasia of a stranded animal is appropriate. We understand that this and related issues are discussed in depth by Moore et al. (in press) and suggest that the Service contact the authors for a copy of that paper if it does not already have one. The Commission believes that an in-depth examination of these problems and of potential solutions is warranted. The Marine Mammal Commission recommends that the National Marine Fisheries Service revise the DPEIS to discuss these issues and possible strategies for addressing them.

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Please contact me if you have any questions concerning the Commission's comments and recommendations.

Sincerely,



Timothy J. Ragen, Ph.D.
Executive Director

Enclosure

References:

- Gulland, F. M. D. 2006. Review of the Marine Mammal Unusual Mortality Event Response Program of the National Marine Fisheries Service. U.S. Dept. of Commerce, NOAA Tech. Memo. NMFS-OPR-35, 32 pp.
- Moore, M., G. Early, K. Touhey, S. Barco, F. Gulland, and R. Wells. In press. Marine mammal rehabilitation and release in the United States, costs and benefits. Marine Mammal Science.