UNITED STATES DEPARTMENT OF COMMERCE
The Under Secretary of Commerce
for Oceans and Atmosphere
Washington, D.C. 20230

JAN 19 2010

Ms. Nancy Sutley
Chair, Council on Environmental Quality
730 Jackson Place, NW
Washington, DC 20503

Dear Nancy,

I write to report to you on the National Oceanic and Atmospheric Administration's (NOAA) review of mitigation measures in rules authorizing take of marine mammals incidental to Navy training exercises, and to inform you of the plan with respect to future work with the Navy on possible additional mitigation measures.

As you recall, on January 20, 2009, as the Obama Administration was taking office, NOAA's National Marine Fisheries Service (NMFS) was in the process of publishing a regulation that would establish a framework to authorize the take of marine mammals incidental to the Navy training exercises involving use of mid-frequency active sonar on its ranges along the Atlantic Coast and in the Gulf of Mexico. Earlier in January, NMFS had published similar rules related to the take of marine mammals incidental to Navy training on Navy training ranges in Hawaii and Southern California. This issue has a history of being controversial, and you requested that NOAA conduct a comprehensive review of all mitigation measures applicable to the use of sonar.

NMFS intended the comprehensive review to give the new Administration an opportunity to understand the process used to develop the rules, and also to evaluate the adequacy of the mitigation measures required by the rule. Each rule took months to develop jointly by the Navy and NOAA scientists, with input from the public during a comment process on the proposed rules. For each rule, an Environmental Impact Statement (EIS) was prepared by the Navy and adopted by NOAA regarding Navy training exercises. In addition to the EISs, for each rule, NMFS prepared an Environmental Assessment in which it specifically considered a suite of mitigation measures, many of which had been recommended by members of the public during the public comment process. In those assessments, NMFS evaluated the potential effectiveness and benefit of each possible mitigation measure. Also, as required by the Marine Mammal Protection Act, NMFS reviewed the practicability of each of the mitigation measures in light of the impact on personnel safety, the practicality of implementation, and the impacts on the Navy's ability to achieve its training goals.

In the Environmental Assessments, NMFS also identified the relevant uncertainties regarding the impacts of the proposed training on marine mammals. Two are worth highlighting. One involves lack of knowledge about the mechanisms whereby some species of marine mammals, particularly beaked whales, are adversely affected by mid-frequency active sonar. The other concerns the difficulties of limiting the impact of active sonar where the mitigation efforts depend on visual sighting of whales. The ongoing mitigation efforts, in our view, must do more

THE ADMINISTRATOR

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to address both of these uncertainties. NMFS included adaptive management provisions in the rules as a mechanism for improving the effectiveness of mitigation, as appropriate. NMFS also required the Navy to provide after-action reports following each exercise, which NMFS will monitor and use to modify mitigation measures, as appropriate. Thus, there are some mechanisms already in place to improve mitigation measures in the long run as new information becomes available.

In the short run, as a result of our findings in this review, NOAA will undertake three specific activities to address the issue of whether there are areas of biological significance impacted by these permitted activities and others undertaken under permits from NMFS (such as oil and gas exploration). First, NMFS, in concert with other civilian agencies (e.g., Minerals Management Service), would like to reinitiate comprehensive aerial cetacean and sea turtle surveys (i.e., multipurpose surveys). I will encourage the Navy to be part of the planning process for these new surveys, and to support their implementation. These surveys will provide not only fine-scale density estimates of whales in particularly sensitive or otherwise important areas (e.g., the ranges), but also provide improved population estimates supporting listing decisions and activities of take reduction teams.

Second, NMFS will conduct a workshop to develop a plan for estimating a comprehensive sound budget for the oceans. We will invite the Navy and other agencies to take part. There is currently a great deal of concern that a variety of human sources of marine sound (e.g., vessel traffic, seismic activity, sonar, and construction activities) are acting in a cumulative way to degrade the environment in which sound-sensitive animals communicate. There are no comprehensive baselines with which to measure the cumulative sound impacts such as increased military vessel traffic and emitted sound, e.g., in the ranges.

Third, NMFS will organize another workshop this year to learn more about marine mammal "hot spots." The Navy and NMFS have made substantial investments in models of existing whale distribution and environmental data to predict abundance and distribution of whales and other mammals in specific locations. As part of this focus, the workshop will evaluate these models, developed primarily for the Northwest Atlantic and the California Current and eastern tropical Pacific, and assess their general applicability. Such models, if verified, have great potential to assist in the design of appropriate mitigation measures that are effective and efficient. Protecting important marine mammal habitat is generally recognized to be the most effective mitigation measure currently available.

In addition, there are ongoing activities that NMFS will be conducting with the Navy because they are required by the permits that have been issued. For example, NMFS has required that the Navy convene a workshop to review and modify, as appropriate, the monitoring measures included in the regulations. This workshop is scheduled for 2011 to give agencies time to gain experience with the rules, to collect information for analysis at the workshop, and to identify any needed changes to improve the monitoring program. NMFS and the Navy have agreed to conduct a pre-workshop in 2010 to allow the public an opportunity to provide input and prepare for the 2011 workshop.

All of the planned workshops should lead to substantial new information related to improved mitigation strategies for military activities that would be implemented through the adaptive management provisions of the permits. Based on the information developed in these workshops, I will encourage NMFS and the Navy and other permittees to address the uncertainties identified above and to evaluate additional methods to reduce further any adverse effects on marine mammals resulting from the Navy's training exercises or other activities that may impact marine mammals or other protected resources.

In addition, NMFS included in various final rules, a requirement that the Navy develop an integrated comprehensive monitoring program, which it recently completed and will go into effect immediately. Any changes to the monitoring program will be made during workshops with NMFS and Navy. NMFS will also continue to work with the Navy to develop and implement new tools to characterize and predict areas that are important to marine mammals in the context of developing associated measures, as appropriate, to reduce impacts to marine mammals in these important areas while allowing the Navy to meet its training goals. In several rules, NMFS required the Navy to enter into a Memorandum of Agreement requiring the Navy to assist NMFS with investigations of strandings of marine mammals. NMFS is working with the Navy to complete this Agreement as soon as possible. NMFS will recommend that the Navy further focus on, develop, and implement technologies that enhance marine mammal detection capabilities (such as passive acoustic detection on instrumented ranges) to allow for both a better understanding of marine mammal activities in the presence of military training as well as, potentially, more effective implementation of mitigation measures.

Moreover, consistent with our legal and scientific mandates, I have directed NMFS to ensure thorough reviews of the Navy's after-action reports are conducted to identify opportunities for strengthening mitigation measures; to process and integrate new information from population assessments, interagency biological response studies, and other sources into its decision making framework; and to take advantage of the adaptive mechanisms in the regulations and annual authorizations to optimize the mitigation measures that are in place for protection of marine mammal species or stocks.

Finally, as part of a settlement agreement in litigation regarding the effects of sonar training on marine mammals, the Navy and the Natural Resources Defense Council (NRDC) have begun to meet and confer to resolve outstanding differences concerning marine mammal mitigation measures. NOAA participated in the first discussion, and is committed to playing an active role in future meetings. I have met with both the Navy and NRDC over the past several months, and I have developed an understanding of the issues and of their respective positions. I believe NOAA's participation will enhance these discussions, and can help to resolve the differing views among the parties. My expectation is that the parties will identify areas of scientific disagreement and uncertainty, and will engage in a healthy debate concerning how to ensure the Navy's training activities minimize, to the least practicable impact, adverse effects on marine mammal species or stocks. I also expect the Navy to be open to new ideas and approaches to mitigation that are supported by the best available science.

At this point, NOAA's review has concluded, but our work on these issues will continue. In addition to the actions outlined above, NMFS will continue to work with the Navy, and in the event specific problems are identified, NMFS will aggressively seek appropriate solutions.

Sincerely,

Jane Lubchenco, Ph.D.
Under Secretary of Commerce
for Oceans and Atmosphere