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IFAW submission: Foreign Affairs, Defence and Trade Committee inquiry into Australia's future activities and responsibilities in the Southern Ocean and Antarctic waters

Submitted electronically, 14 April 2014

1. Executive summary

- 1.1 As one of the leading international animal welfare and conservation organisations, the International Fund for Animal Welfare (IFAW) welcomes the opportunity to make a submission to the Committee's inquiry into Australia's future activities and responsibilities in the Southern Ocean and Antarctic waters.
- 1.2 IFAW works to save animals in crisis around the world. This includes protecting whales and dolphins from the many threats they face today. In Australia, this work has focused on whaling by Japan in the Southern Ocean, promoting and supporting whale research and protecting whale habitats in Australian waters. This work has included conducting non-invasive whale research and collaborating with Australia Antarctic Division-led projects in the Southern Ocean.
- 1.3 This submission focuses on whale research in the Southern Ocean and related resources for the Australian Antarctic Division (AAD) to support such work. As such, this submission relates specifically to the following terms of reference of the inquiry: (b) cooperation with international partners on management and research under international treaties and agreements; (c) appropriate resourcing in the Southern Ocean and Antarctic territory for research and governance; and (d) any other related matters.
- 1.4 The Southern Ocean Research Partnership (SORP) was established in 2009 to enhance cetacean (whale and dolphin) conservation and the delivery of non-lethal whale research to the International Whaling Commission (IWC). SORP is an integrated, collaborative consortium for non-lethal whale research. It includes 10 nations, with secretariat functions undertaken by AAD staff in Hobart. Since its inception, Australia has invested over \$14 million in SORP, along with additional resources to support related staff capacity in AAD.
- 1.5 Research conducted through SORP has produced nationally and globally significant science, greatly enhancing our understanding of Antarctic whales. However, SORP is more than just the results of its research. It has been a central pillar in the argument against so-called "scientific" whaling. The presence of an alternative non-lethal research programme in the Antarctic has been a critical factor in demonstrating there is absolutely no need to kill whales to study them. It is no exaggeration to say that this proved critical for the recent success of Australia's challenge to the Japanese whaling in the Antarctic at the International Court of Justice (ICJ).
- 1.6 Critical to the success of SORP has been the work of Australian scientists based in AAD in Hobart. Continued resourcing of this capacity in AAD will be crucial if Australia is to meet

many of the key areas identified in the terms of reference to the Government's proposed 20 Year Australian Antarctic Strategic Plan. IFAW is extremely concerned by recent reports in the media of significant job losses anticipated in AAD. Loss of capacity within AAD to provide the impetus and necessary secretarial and logistical support for SORP will significantly undermine the partnership and its research outputs.

- 1.7 66 leading Australian and international marine mammal scientists have called for the continuation of funding for marine mammal research, arguing this will be "critical in maintaining Australia's status as a global leader in whale conservation and Antarctic science".
- 1.8 SORP is also an important part of Australia's strategic presence in the Antarctic. Having grown to include 10 countries, with multi-disciplinary, trans-boundary research efforts as a result, SORP is a flagship for Australia's scientific presence in the Antarctic. The creation of SORP has been one of many ways Australia has moved the whale conservation agenda forward in the IWC. These investments, along with a strong Australian delegation at the IWC containing Department of Environment staff and scientists from the AAD, have enabled Australia to speak with authority and exercise considerable influence within the IWC.
- 1.9 IFAW considers that whale research in the Southern Ocean must form a crucial component of Australia's future activities in the region and should be a central pillar of the proposed 20 Year Australian Antarctic Strategic Plan, particularly in the context of the outcome of Australia's recent case against Japanese whaling at the ICJ.
- 1.10 There are indications that Japan may seek to undertake a new "scientific" whaling programme in the Southern Ocean. Continued demonstration of non-lethal alternatives through SORP will be critical in persuading Japan against instigating any new "scientific" whaling programme or challenging such a programme should Japan instigate one. It also enables Australia and partner countries to extend an invitation to Japan to join SORP, providing a genuine research alternative if Japan is sincerely interested in whale research in the Southern Ocean. There is also still considerable uncertainty about whale ecology in the Southern Ocean. Continued research will help provide information required to demonstrate further why the moratorium on commercial whaling and the Southern Ocean Whale Sanctuary are still necessary.
- 1.11 This submission recommends that the Government's proposed 20 Year Australian Antarctic Strategic Plan includes continued Australian leadership of SORP and that the Government provides the necessary funding, resources, capacity and expertise within AAD to support this work. Based on an average level of investment in SORP over the past six years, this would equate to approximately \$46 million over the 20 year lifespan of the proposed plan. Such research is crucial for developing our understanding of whale ecology in the Southern Ocean and must form a crucial component of Australia's future activities in Antarctic waters. Whale research in the Southern Ocean helps address a number of the key areas identified in the Strategic Plan, including commitments to undertake nationally and globally significant science, exercise influence in the region and expand the role of Tasmania as a gateway for Antarctic scientific research.

2. Introduction

- 2.1 As one of the leading international animal welfare and conservation organisations, the International Fund for Animal Welfare (IFAW) works to save animals in crisis around the world. IFAW focuses its work on improving the welfare of wild and domestic animals by reducing the commercial exploitation of animals, protecting wildlife habitats and assisting animals in distress. IFAW seeks to promote animal welfare and conservation policies that advance the well-being of both animals and people.
- 2.2 IFAW has a particular focus on the protection of marine mammals and works around the world to protect whales and dolphins from the many threats they face today, including commercial whaling, noise pollution, ship strikes, entanglement and bycatch. In Australia, IFAW's work has focused on whaling by Japan in the Southern Ocean, promoting and supporting cetacean research and protecting whale habitats in Australian waters.
- 2.3 IFAW conducts non-invasive cetacean research through the purpose built research vessel, RV Song of the Whale, and on other vessels of opportunity. Song of the Whale uses visual observations and sound to conduct whale research, having pioneered the use of passive acoustics (listening for the sounds whales and dolphins make) to survey for a range of whale and dolphin species. IFAW scientists have also collaborated on a range of other research projects, including on Australia Antarctic Division-led projects in the Southern Ocean, such as the Antarctic blue whale voyage in 2013.
- 2.4 The focus of this submission is on cetacean research in the Southern Ocean and related resources for the Australian Antarctic Division (AAD) to support such work. As such this submission relates specifically to the following terms of reference of the inquiry:
 - (b) cooperation with international partners on management and research under international treaties and agreements:
 - (c) appropriate resourcing in the Southern Ocean and Antarctic territory for research and governance; and
 - (d) any other related matters.
- 2.5 This submission advocates the continuation of funding for whale research through SORP and the Australian Marine Mammal Centre (AMMC) situated in AAD, and retention of the necessary staffing capacity and resources to support this work. IFAW considers that such research must form a crucial component of Australia's future activities in the Southern Ocean and should be a central pillar of the proposed 20 Year Australian Antarctic Strategic Plan. IFAW believes such research helps address a number of the key areas identified in the terms of reference for that plan, such as undertaking nationally and globally significant science, exercising influence in the region and expanding the role of Tasmania as a gateway for Antarctic scientific research. These points are outlined in further detail below.

3. The Southern Ocean Research Partnership

3.1 The Southern Ocean Research Partnership (SORP) was established in 2009 to enhance cetacean (whale and dolphin) conservation and the delivery of non-lethal whale research to the International Whaling Commission (IWC) (Australian Government, 2014). SORP is an integrated, collaborative consortium for non-lethal whale research, which aims to maximise conservation outcomes for Southern Ocean whales through an understanding of the postexploitation status, health, dynamics and environmental linkages of their populations, and the threats they face (AAD, 2014). Current Partnership members include: Argentina, Australia, Brazil, Chile, France, Germany, New Zealand, Norway, South Africa and the United States, and Secretariat functions are undertaken by staff at the Australian Marine Mammal Centre (AMMC) in the Australian Antarctic Division in Hobart.

SORP funding and resources

- 3.2 Since 2008, Australia has invested over \$14 million in SORP, with a further \$6 million pledged by the previous government to support a second Antarctic blue whale research voyage in 2014/15. This commitment has been placed under review since the election.
- 3.3 When funding was announced for the creation of SORP in 2008 this was as part of a broader package over five years that also contained a further \$14.5 million in funding, which included the AMMC grants programme, Bill Dawbin Post-Doctoral Fellowship Fund and Indo-Pacific initiatives, all supporting non-lethal whale research within Australian waters and the wider region. The funding also included resourcing for eight marine mammal scientists in AAD and a series of specialist workshops to build technical capacity in non-lethal scientific techniques, as well as a further \$0.5 million to provide policy support for Australia's IWC objectives and reform agenda.

Strategic importance

- 3.4 In only a few years since its establishment, research conducted through SORP has produced nationally and globally significant science, greatly enhancing our understanding of Antarctic whales.
- 3.5 For example, the Antarctic blue whale voyage conducted in 2013 developed a highly-successful new method for locating these whales which will lead to significant advancements in our ability to understand whether and how blue whales are recovering from near-total decimation by whaling. Similarly, deployment of satellite tags on a number of Antarctic minke whales, has provided researchers access to more comprehensive information about these whales than ever before and comprehensively demonstrated yet again that it is unnecessary to kill whales to study them.
- 3.6 Dr Alexandre Zerbini, convener of the IWC sub-committee on Southern Hemisphere Whale Stocks from 2006 to 2011 has commented:
 - "As a former chair/convener of the IWC sub-committee that dealt with the assessment of Southern Hemisphere whales I can tell you how central to whale conservation the research conducted by the Australian Marine Mammal Center is. IWC has been reviewing the status of SH blue and humpback whale stocks over the past 10 years and the data produced by the various programs carried out or funded by the Center have been providing much of the information required to advance our knowledge of these species. In addition, the recent implementation of the SORP program has been one of the most important contributions of the Government of Australia for whale conservation ever. Under the leadership of very capable Australian government scientists, in just a few years multinational research teams produced never-before-seen information on the ecology of whale species in the Antarctic. Such data are way more valuable than that generated in over two decades by the so called scientific whaling program promoted by the Government of Japan." [our emphasis] (Zerbini, pers. comm.)
- 3.7 SORP is more than just the results of its research. It has been a central pillar in the argument against so-called "scientific" whaling. The presence of an alternative non-lethal research program in the Antarctic has been a critical factor in demonstrating there is absolutely no

- need to kill whales to study them in the face of "research" whaling by Japan. It is no exaggeration to say that this work proved critical for the recent success of Australia's challenge to the Japanese whaling in the Antarctic at the International Court of Justice (ICJ).
- 3.8 Critical to the success of SORP has been the work of Australian scientists based in AAD in Hobart. Continued resourcing of this capacity in AAD will be crucial if Australia is to meet many of the key areas identified in the TOR to the Strategic Plan, namely 'building efficient, effective and internationally integrated partnerships including among Hobart-based Antarctic research institutions' and 'Australia's role in driving and participating in international collaborations on science of global significance'. Therefore, IFAW is extremely concerned by recent reports in the media of significant job losses anticipated in AAD (ABC, 2014). Loss of capacity within AAD to provide the impetus and necessary secretarial and logistical support for SORP will significantly undermine the partnership and its research outputs.
- 3.9 On the 29 January 2014, 66 leading Australian and international marine mammal scientists wrote to the Government calling for the continuation of funding for marine mammal research to ensure that Australia remains at the forefront of marine protection and conversation (see Appendix A). In the letter, the scientists argue that government-funded research has been fundamental in the battle against "scientific" whaling by Japan, demonstrating non-lethal alternatives for whale research. The scientists state ongoing funding will be "critical in maintaining Australia's status as a global leader in whale conservation and Antarctic science".
- 3.10 SORP is also an important part of Australia's strategic presence in the Antarctic. Since its inception, SORP has grown to include 10 countries, with multi-disciplinary, trans-boundary research efforts as a result. At a time of heightened interest in the Antarctic, SORP is a flagship for Australia's scientific presence. When announcing the Government's 20 Year Australian Antarctic Strategic Plan in October 2013, Minister Hunt spoke of the Government's desire to build on "Australia's proud Antarctic legacy by ensuring we remain engaged, active and visible as a leading Antarctic nation and by further expanding Tasmania's position as a centre for research and Antarctic services". Minister Hunt stated it was a "critical time to look at how we strengthen Australia's scientific research and maintain our strong presence [in Antarctica]". SORP must be a major part of this initiative and can take advantage of Tasmania's status as an Antarctic gateway to contribute to the Government's promise to boost the Tasmanian economy and deliver more jobs.
- 3.11 Furthermore, the creation of SORP and its promotion through the International Whaling Commission (IWC) has been one of many ways Australia has moved the whale conservation agenda forward in the IWC. Other initiatives have included financial contributions towards IWC work on small cetacean conservation, whale watching and conservation management planning. These investments have enabled Australia to speak with authority and exercise considerable influence within the IWC. A strong Australian delegation with Department of Environment staff and scientists from the AAD has also been an integral part of Australia's leadership at the IWC.

4. Australia's case against Japanese whaling in the Antarctic at the ICJ

4.1 Following the success of Australia's case against Japanese whaling in the Antarctic in the ICJ, there is the risk that some may view investment in non-lethal whale research, and SORP in particular, as less of a priority. On the contrary, it is IFAW's view that the ICJ result further underlines the importance of non-lethal cetacean research by Australia and there are a number of reasons why it is important that such research continues following the ICJ case.

- 4.2 Firstly, while the ICJ decision has led to the cessation of JARPAII, Japan's current Southern Ocean whaling programme, this does not necessarily preclude Japan from creating a new Southern Ocean whaling programme as a replacement in the future. Within just a fortnight of the ICJ verdict, Japan's Institute for Cetacean Research, the quasi-government body responsible for Japan's "scientific" whaling programmes, has already confirmed its desire to conduct a new Southern Ocean whaling programme (see Darby, 2014). Whether such a programme actually eventuates remains to be seen but continued demonstration of non-lethal alternatives that can collect the necessary information for the conservation and management of whales in the Southern Ocean, will be critical in persuading Japan against instigating any new scientific whaling programme or challenging such a programme should Japan instigate one.
- 4.3 Secondly, Australian Government support for SORP will be crucial to ensure that SORP can continue to operate at current capacity and thus enable Australia and partner countries to extend an invitation to Japan to join SORP. If Japan is genuinely interested in whale research in the Southern Ocean and wishes to understand whale ecology in the Antarctic (as it claims to do so in order to advance its argument that a return to commercial whaling is feasible), then it should join in with multi-national, cooperative research partnerships such as SORP. Indeed, one of the specific aspects identified by the Court in its judgment that Japan's whaling programme was not for scientific purposes, was its lack of cooperation with other research on the Antarctic ecosystem (ICJ, 2014, para. 220-222).
- 4.4 Thirdly, there is still considerable uncertainty about cetacean ecology in the Southern Ocean. Continued research will help provide the information required to demonstrate further why the moratorium on commercial whaling is still required and why the Southern Ocean Whale Sanctuary is necessary. Providing the capacity for SORP to continue its research will therefore directly benefit existing and future conservation actions within the IWC. SORP research can also be relevant to other treaties of importance to Australia in the region, including the Antarctic Treaty System (ATS) and the Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR).

5. Recommendations

- 5.1 In light of the specific focus of this submission and the detail provided above, IFAW has only one recommendation: that the Government's proposed 20 Year Australian Antarctic Strategic Plan includes continued Australian leadership of the Southern Ocean Research Partnership and that the Government provides the necessary funding, resources, capacity and expertise within the Australian Antarctic Division to support this work. Based on an average level of investment in SORP over the past six years, this would equate to approximately \$46 million over the 20 year lifespan of the Strategic Plan.
- 5.2 IFAW considers that such research is crucial for developing understanding of whale ecology in the Southern Ocean and must form a crucial component of Australia's future activities in Antarctic waters. Whale research in the Southern Ocean should form a major part of the Government's proposed proposed 20 Year Australian Antarctic Strategic Plan as it helps address a number of the key areas identified in the Terms of Reference for that plan, including commitments to undertake nationally and globally significant science, exercise influence in the region and expand the role of Tasmania as a gateway for Antarctic scientific research.

6. References

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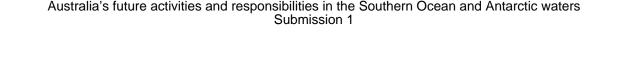
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ICJ (International Court of Justice) (2014). Whaling in the Antarctic (Australia v. Japan: New Zealand intervening) (Judgment). 31 March 2014. ICJ Rep 148

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Appendix A:

Letter from Australian and international marine mammal scientists in support of continued funding for marine mammal research programmes.

The Hon. Joe Hockey MP Parliament House Canberra ACT 2600

Cc: Prime Minister, The Hon. Tony Abbott MP
Minister for Foreign Affairs, The Hon. Julie Bishop MP

Minister for the Environment, The Hon. Greg Hunt MP

29 January 2014

Dear Treasurer,

Re: Australian federal government funding for marine mammal research

As scientists in the field of marine mammal research, we write to you today to express our support for the continuation of federal government funding for Australia's marine mammal research programs as a priority in the 2014-15 budget.

Federal funding has been critical in developing Australia's non-lethal marine mammal research program, supporting novel and ongoing scientific research for the conservation and protection of marine mammals in Australia, Antarctica and the wider region.

Since 2006, the Australian Marine Mammal Centre (AMMC) grants program has provided funding that supports scientists to address key knowledge gaps and advance our understanding of marine mammal populations, and the nature and extent of the threats they face. The continuation of this grants program is essential to inform conservation efforts outlined in Australian government recovery plans for endangered species, and to protect and manage nationally and regionally important species.

Internationally, Australia's leadership role within the Southern Ocean Research Partnership (SORP) has been a fundamental pillar of its strong position against 'scientific' whaling. It is integral in demonstrating the feasibility of, and the government's commitment to, non-lethal, evidence-based and progressive scientific research. Ongoing financial commitment to key research projects within this ever-growing partnership will be critical in maintaining Australia's status as a global leader in whale conservation and Antarctic science.

The threats facing marine mammal populations are greater today than ever before. We urge the Australian government to continue investing in the high-quality marine mammal research which has been a hallmark of Australia's commitment to conservation.

We thank you for taking the time to consider our thoughts on this important issue.

Yours sincerely,

Mr. Simon Allen, BSc (Hons) MSc, Research Associate and Ph.D. Candidate, Murdoch University Cetacean Research Unit, WA

Ms. Catherine Attard, Ph.D. Candidate, Postdoctoral Research Fellow, Flinders University, SA

C. Scott Baker, Associate Director, Marine Mammal Institute, Oregon State University, USA and Adjunct Professor, Molecular Ecology and Evolution, University of Auckland, New Zealand

Dr. Isabel Beasley, Postgraduate Research Fellow, James Cook University, Qld

Susan Bengtson Nash, Ph.D., Senior Research Fellow and Program Leader, Southern Ocean Persistent Organic Pollutants Program (SOPOPP), Griffith University, Qld

Dr. Jean-Benoit Charrassin, Research Scientist, Muséum National d'Histoire Naturelle, Paris, France

Dr. Kerstin Bilgmann, Postdoctoral Researcher, Cetacean, Ecology, Behaviour and Evolution Lab (CEBEL), Biological Sciences, Flinders University, SA

Dr Alastair Birtles, Senior Lecturer in Environmental Management & Ecotourism, James Cook University, Qld

Phil Bouchet, Ph.D. Candidate, Centre for Marine Futures, Oceans Institute, University of Western Australia, WA

Lyndon Brooks, PhD, Statistical Consultant, StatPlan Pty. Ltd., Adjunct Associate Professor, Southern Cross University, NSW

Mr. Alexander Brown, BSc (Hons) MRes, Ph.D. Candidate, Murdoch University, WA

Dr. Stephen Burnell, Honorary Associate, South Australian Museum, SA

Dr. Daniel Burns, Marine Scientist, Blue Planet Marine

Daniele Cagnazzi, Ph.D., Postdoctoral Research Fellow, Marine Ecology Research Centre, School of Environment, Science and Engineering, Southern Cross University, NSW

Delphine Chabanne, MSc, Ph.D. Candidate, Murdoch University Cetacean Research Unit, WA

Claire Charlton, Marine Scientist, PhD candidate, CMST, Curtin University, WA

Dr Kate Charlton-Robb, Director and Principal Researcher, Australian Marine Mammal Conservation Foundation and Research Associate Museum Victoria

Dr. Simon Childerhouse, Senior Research Scientist, Blue Planet Marine

Dr. Philip J. Clapham, Leader, Cetacean Assessment and Ecology Program, National Marine Mammal Laboratory, Alaska Fisheries Science Center, USA

Dr. Rochelle Constantine (Scientific Steering Committee – Southern Ocean Research Partnership), Director, Joint Graduate School of Coastal and Marine Science, School of Biological Sciences, University of Auckland, New Zealand

Justin Cooke, D.Phil., Research Scientist, Centre for Ecosystem Management Studies, Germany

Nan Daeschler Hauser, President - Center for Cetacean Research & Conservation, Director - Cook Islands Whale Research

Rebecca Dunlop, BSc PhD, Lecturer, Cetacean Ecology and Acoustics Laboratory, School of Veterinary Science, University of Queensland, Qld

Ken Findlay, Director, Mammal Research Institute Whale Unit, University of Pretoria, South Africa

Dr. Peter Gill, Co-Director, Blue Whale Study Inc.

Mr. Estenio Guimaraes Paiva, Biologist, MPhil Candidate, Curtin University, WA

Dr. Ailsa Hall, Acting Director, Sea Mammal Research Unit, University of St Andrews, UK

Daniella Hanf, Masters by Research Candidate, Murdoch University Cetacean Research Unit, Murdoch University, WA

Prof. Rob Harcourt, Professor of Marine Ecology and Member of the National Marine Mammal Scientific Committee, Macquarie University, NSW

Professor Peter Harrison, Ph.D., Director, Marine Ecology Research Centre, Research Leader, Coral Reef and Whale Research Teams, School of Environment, Science and Engineering, Southern Cross University, NSW

Dr. Amanda Hodgson, Bill Dawbin Postdoctoral Research Fellow, Murdoch University Cetacean Research Unit, WA

Dr. Carly Holyoake (nee Palmer), BSc BVMS PhD, Associate Lecturer in Wildlife and Conservation Medicine, School of Veterinary and Life Sciences, Murdoch University, WA

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Mr Russell Leaper, University of Aberdeen, UK

Dr. Klaus Lucke, Ph.D., Research Associate, Centre for Marine Science and Technology, Curtin University, WA

Sarah Marley, Ph.D. Candidate, Centre for Marine Science and Technology, Curtin University, WA

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Margie Morrice, Director/Managing Director, Blue Whale Study Inc.

Dr. P.J. Nico de Bruyn, Senior lecturer and researcher, Mammal Research Institute, Department of Zoology & Entomology, University of Pretoria, South Africa

Michael Noad, BVSc PhD, Associate Professor, Co-Leader, Cetacean Ecology and Acoustics Laboratory, School of Veterinary Science, The University of Queensland, Qld

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William B Sherwin, Professor of Evolution & Ecology Research Centre, Deputy Head of School, Coordinator, Genetics Major and Member of the National Marine Mammal Scientific Committee, University of NSW

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