

S. HRG. 114-390

**MARINE DEBRIS AND WILDLIFE:  
IMPACTS, SOURCES, AND SOLUTIONS**

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**HEARING**  
BEFORE THE  
SUBCOMMITTEE ON FISHERIES,  
WATER, AND WILDLIFE  
OF THE  
COMMITTEE ON  
ENVIRONMENT AND PUBLIC WORKS  
UNITED STATES SENATE  
ONE HUNDRED FOURTEENTH CONGRESS  
SECOND SESSION  
MAY 17, 2016

Printed for the use of the Committee on Environment and Public Works



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## **MARINE DEBRIS AND WILDLIFE: IMPACTS, SOURCES, AND SOLUTIONS**

**TUESDAY, MAY 17, 2016**

U.S. SENATE,  
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,  
SUBCOMMITTEE ON FISHERIES, WATER, AND WILDLIFE,  
*Washington, DC.*

The Committee met, pursuant to notice, at 10:11 a.m. in room 406, Dirksen Senate Office Building, Hon. Dan Sullivan (Chairman of the Subcommittee) presiding.

Present: Senators Sullivan, Whitehouse, Boozman, Fischer, Rounds, Inhofe, Gillibrand, and Markey.

### **OPENING STATEMENT OF HON. DAN SULLIVAN, U.S. SENATOR FROM THE STATE OF ALASKA**

Senator SULLIVAN. Good morning.

Senator INHOFE. May I make a real quick statement?

Senator SULLIVAN. Yes, sir.

Senator INHOFE. I have floor time in 5 minutes, but I want to come back because I have a special interest in this first witness I've already talked about, so I will be right back.

Senator SULLIVAN. OK. Thank you, Mr. Chairman.

The Subcommittee on Fisheries, Water, and Wildlife will now come to order. The purpose of this hearing is to examine the impacts and sources of marine debris on wildlife population and potential solutions to this issue.

I want to begin by apologizing for being late. A little bit of bad traffic out there. Appreciate the patience.

More specifically, for coastal States, particularly those on the West Coast and East Coast, prevalence of marine debris on our shores is a chronic issue. Marine debris results from a number of manmade sources, including derelict fishing gear, poor solid waste management practices, major storm events, and everyday litter.

In March 2011 a large earthquake struck off the Japanese coast, causing a large tsunami and tragically killing or displacing tens of thousands of people. While much of the media attention rightly focused on this tragic outcome and the related situation with the Fukushima Nuclear Power Plant, another less reported story was also unraveling.

The 2011 tsunami washed millions of tons of debris into the Pacific Ocean, most of which eventually made its way to the Pacific Northwest of the United States. In some of the most extreme examples, a 185-ton dock washed up on Washington's Olympic Coast, the U.S. Coast guard was forced to sink a floating ghost ship off

the coast of Alaska before it struck the shore, and even a motorcycle was washed ashore in western Canada.

Today my State of Alaska is still dealing with the impacts of this event, and one of our witnesses here today will discuss his organization's efforts and experiences while cleaning this significant debris. In addition to the organizations represented here today, there are others in Alaska conducting important response and research work, such as the Sitka Sound Science Center.

NOAA has identified a number of hotspots where debris accumulate in large quantities due to ocean currents and other factors. Mostly in the Pacific, these so-called "garbage patches" have been known by scientists for years. Yet what is less known is the impacts of these debris on marine and land based birds, mammals, and other species and their ecosystems. I am hopeful that today's hearing will shed some additional light on these effects and identify research gaps. While the problem of marine debris is apparent there are also no clear answers on how to best solve it.

The United States has taken major steps to address issues here at home, and the plastics industry has proactively pursued ways to address debris in the marine environment. In Alaska and other coastal States most debris comes from foreign sources, as evidenced by the volume of materials collected on our shores every year bearing labels written in Chinese, Russian, Indonesian and many other foreign languages.

As a result of the tsunami, in 2012 the Japanese government—in a remarkable gesture given the enormous suffering Japan endured—gifted \$5 million to the U.S. Government to assist in debris removal and response efforts. This one-time infusion of funds supplemented NOAA's modest annual congressional appropriation for the Marine Debris Program. The authorization for the Marine Debris Program has lapsed, but fortunately Congress has continued to fund this important work.

But beyond funding response and clean up work, one of the things that we hope this Committee's experts will help us address is how can the United States help better encourage sanitation and management practices, particularly in developing countries, as it relates to ocean debris and what innovative ideas exist to solve these problems. These are some of the questions we hope will be answered today.

I am pleased to have a distinguished and diverse panel of witnesses here this morning. I want to thank all of you for being here.

Finally, I want to acknowledge and thank Ranking Member Whitehouse for his interest in this topic and his encouragement to hold this hearing. Although at first glance you might not see the similarities between Alaska and Rhode Island, being the largest and smallest States in the Union, respectively, we both love our oceans. In fact, Rhode Island is the Ocean State and Alaska has more ocean coastline than the rest of the United States combined, so this issue matters to all of us.

With that, I will turn it over to Ranking Member Whitehouse.



**OPENING STATEMENT OF HON. SHELDON WHITEHOUSE,  
U.S. SENATOR FROM THE STATE OF RHODE ISLAND**

Senator WHITEHOUSE. Thank you, Mr. Chairman. We got away with being the Ocean State by being among the first 13, when there was less competition.

Let me express first my appreciation to you for your interest and for this action on the problem of marine debris. As you say, Alaska and Rhode Island have many differences. But we share a common dependence on and affection for our healthy oceans.

To put it mildly, this Committee does not always see eye to eye on the issues under our jurisdiction. But we are on the same page today. Some colleagues may try to argue that humans aren't causing climate change. But there is no denying man's role in the startling amount of plastic trash that now litters our oceans and coasts. The problem is pervasive and obvious.

A Rhode Island example comes from one of the most dangerous and demanding sporting events on the planet, the Volvo Round of the World Ocean Race, which had a stop in Newport, Rhode Island, this past summer. The sailors on those racing vessels had seen the world, and they told of a littered ocean. So littered, in fact, that they had to make daily debris checks for marine debris fouling their keels and slowing down the racing boat, even in the far away South Atlantic waters.

Ocean Conservancy reports that the 2014 International Coastal Cleanup took over 16 million pounds of trash from beaches around the world. Save the Bay, represented here today by Executive Director Jonathan Stone organizes Rhode Island's participation in the International Coastal Cleanup. Last September over 2,000 volunteers participated in beach clean ups in Rhode Island. They collected more than 19,000 pounds of trash from our beaches during the single day event, and that is just a small snapshot of the bigger problem.

When plastic enters the water, it never really goes away. A study of seabirds found that in 2014, among 80 species studied, 90 percent of individual birds had plastic in their bellies. This albatross is filled with discarded lighters and other plastic junk that it mistook for food.

It is not just birds. Thirteen sperm whales beached themselves on the German coast in January with plastic in their stomachs, including a 43-foot long shrimp fishing net and a large piece of a plastic car engine cover. Leatherback turtles are found with stomachs full of plastic bags mistaken for the jelly fish on which they feed. Scientists have documented harmful plastic interactions in nearly 700 species.

Marine debris does not have to be eaten to be a hazard. Turtles and porpoises and manatees drown or starve in entanglements, as do sharks, which must move to breathe.

Through wave action and UV exposure under the sun, plastics continually break down into smaller and smaller pieces. The smallest pieces, microplastics, are ingested by a wider swath of the food chain, mixing in with plankton blooms and other elemental food sources. Plastic is now found in every corner of the marine environment, from sandy beaches on rumwood islands, to arctic ice cores, to deep sea sediments, to ocean gyres in the faraway Pacific.

Dr. Jenna Jambeck, who is testifying today, found that 80 percent of the plastic in the ocean originates from land. Each year, an estimated 8 million metric tons of plastic waste enters the oceans. At present rates, the mass of waste plastic in the ocean will outweigh the mass of all the living fish in the ocean by the middle of this century. Let me say that again. At present rates, the mass of waste plastic in the ocean will outweigh the mass of all the living fish in the ocean by the middle of this century.

Over 50 percent of the plastic waste in the oceans comes from just five countries: China, Indonesia, the Philippines, Vietnam, and Sri Lanka. Their upland waste management systems are a failure, so plastic and other trash makes its inevitable way to the sea.

Senator Sullivan and I are both members of the Senate Oceans Caucus. Our bipartisan caucus has made marine debris a priority issue, and we are determined to make progress. Perhaps the present rethinking of the Trans-Pacific Trade Agreement will give us a chance to encourage the filthy five marine debris countries to clean up their act.

Thank you again, Chairman, for calling this hearing, and I appreciate very much the wonderful panel of witnesses who have come here today.

Senator SULLIVAN. Great. Thank you, Senator Whitehouse.

Now I would like to welcome the first witness to our panel, Mr. Jim Kurth, the Deputy Director, United States Fish and Wildlife Service. You will have 5 minutes to deliver your opening statement, and a longer written statement will be included in the record.

Mr. Kurth.

**STATEMENT OF HON. JIM KURTH, DEPUTY DIRECTOR,  
U.S. FISH AND WILDLIFE SERVICE**

Mr. KURTH. Good morning, Chairman Sullivan and Ranking Member Whitehouse and Subcommittee members. I appreciate the opportunity to testify today, and I would note I have had the good fortune to live and work for the Fish and Wildlife Service in both Rhode Island and Alaska.

Senator WHITEHOUSE. Rhode Island was more fun, right?

Mr. KURTH. I am not going to pass judgment.

Senator SULLIVAN. I was going to avoid asking you that question because I thought it might embarrass my colleague here.

[Laughter.]

Mr. KURTH. They are both wonderful places.

[Laughter.]

Senator SULLIVAN. Good answer.

Mr. KURTH. Marine debris ranging from abandoned vessels to fishing gear, plastic bags, balloons, food wrappers, and many other consumer products is a pervasive threat to the world's oceans. It injures and kills wildlife, degrades habitats, interferes with navigation, and costs communities, fishing and maritime industries millions of dollars annually. In addition microplastics created by the breakdown of bottles, bags, and other larger debris, as well as the toxic chemicals they contain, pose a risk to human health as they accumulate in the marine food web.

Up to 80 percent of marine debris originates on land: the litter sucked into storm drains or blown into waterways, to stray garbage

from landfills, and small particles discharged from industrial operations. It injures and kills wildlife for many miles inland on its journey to the ocean.

Other debris is generated at sea from lost fishing equipment and vessels, cargo containers swept overboard and illegal dumping. Large storms and tsunamis can also deposit enormous amounts of debris into coastal areas and deeper waters.

At Edwin B. Forsythe National Wildlife Refuge in New Jersey, a storm surge from Hurricane Sandy in 2012 scattered tons of debris over a 22-mile stretch of beaches, salt marshes, and forested areas. It took months to remove the debris, which included downed trees, construction materials, appliances, glass, trash, and over 175 boats from nearby marinas, many of which leaked fuel and other contaminants. More debris was swept out to sea when storm surges receded.

As a former wildlife refuge manager I have seen the impacts of marine debris. It is heartbreaking to see a sea turtle dead from ingesting a plastic bag it thought was a jelly fish, or to find a dead albatross chick with her stomach filled with plastics.

The Fish and Wildlife Service works through its coastal refuges and friends groups to mobilize local communities for the International Coastal Cleanup each September, an event that helps raise public awareness while removing significant amounts of debris.

Midway Atoll National Wildlife Refuge provides nesting habitat for nearly 3 million seabirds, including endangered Laysan ducks, albatross, and 19 other seabird species. Hawaiian monk seals, green sea turtles, and spinner dolphins frequent Midway's coral lagoons.

The island memorializes one of our Nation's most important naval victories. Unfortunately, albatross and other seabirds gathering food for their chicks carry over 5 tons of plastic back to Midway each year. The stomachs of nearly all the dead chicks we see on Midway contain plastics, including cigarette lighters, parts of toys, fishing gear fed to them by their parents.

We partner with NOAA and the Coast Guard to remove between 5 and 10 tons of debris at Midway and the Northwest Hawaiian Islands annually. We have removed nearly 1 million pounds of shipwrecks at Palmyra Atoll and Kingman Reef National Wildlife Refuges. The iron from these wrecks was fueling the growth of invasive organisms, smothering some of the Islands' pristine coral reefs. With the shipwrecks gone now, these reefs are beginning to recover.

The 3.4 million acres of the Alaska Maritime National Wildlife Refuge provide essential habitat for some 40 million seabirds, over 30 species. We have engaged with Pribilof Islanders to work with fishermen to remove nets and other debris from fur seal rookeries, and we supported clean up efforts in the Aleutians, along the Alaska Peninsula, and in the Gulf of Alaska.

At Kodiak National Wildlife Refuge a Youth Conservation Corps crew pulled more than 15,000 pounds of debris off the beaches of Halibut Bay a few summers ago. Efforts like these are important, but they are a short-term fix. These beaches and hundreds of miles of other beaches, marshes, and other coastal habitats nationwide

start accumulating debris again at the next high tide. We focus on public education because we don't have the staff or resources to regularly patrol and clean up most areas.

This brings me to my main point: The scale and complexity of this problem outstrips the ability of any agency or nation to address alone. Stopping debris at the source is vital, and we can't do that unless we work with public and private partners at a local scale with a global focus.

Through the Federal Interagency Marine Debris Coordinating Committee we are working to implement a government-wide comprehensive approach focused on source prevention. The future of marine wildlife depends on our success.

Thank you for the opportunity to testify. I look forward to working with you in the future to address this issue.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Kurth follows:]

**STATEMENT OF JIM KURTH, DEPUTY DIRECTOR  
U.S. FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR  
BEFORE THE SENATE COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS, SUBCOMMITTEE  
ON FISHERIES, WATER, AND WILDLIFE ON MARINE DEBRIS AND WILDLIFE: IMPACTS,  
SOURCES, AND SOLUTIONS**

May 17, 2016

Good morning Chairman Sullivan, Ranking Member Whitehouse, and Members of the Subcommittee. Thank you for the opportunity to provide the Department of the Interior's views on marine debris and its impact on wildlife. My testimony will focus on the U.S. Fish and Wildlife Service's (Service) role in addressing the threat of marine debris to our ocean and coastal areas.

**Marine Debris Overview**

Marine debris is one of the most pervasive and pernicious global threats to the health of the world's coastal areas, oceans, and waterways. It is an issue of growing local, regional, national, and international concern. Marine debris can injure or kill marine and coastal wildlife; damage and degrade habitats; interfere with navigational safety; cause economic loss to fishing and maritime industries, degrade the quality of life in coastal communities; and threaten human health and safety. The Service works collaboratively with federal and nonfederal partners to address this growing problem and its impacts on wildlife.

Marine debris is defined as "any persistent solid material that is manufactured or processed and directly or indirectly, intentionally or unintentionally, disposed of or abandoned into the marine environment or Great Lakes" (33 U.S.C. 1951 et seq., as amended by Title VI of Public Law 112-213). Anything man-made – such as fishing gear, plastic bags, beverage bottles, balloons, food wrappers, and even vessels – can become marine debris through dumping, improper waste management, litter that is blown or washed out to sea through storm drains, and extreme natural events which can transport both small and large items into the ocean. Major marine debris events caused by natural disasters, such as the 2011 earthquake and tsunami in Japan, and Hurricane Sandy which hit the East Coast of the United States in 2012, have brought national and international attention to the marine debris issue. While these singular events have focused the public's attention, there has also been an increasing recognition that marine debris is a persistent, everyday problem.

There are three main types of marine debris that impact wildlife: plastics, derelict fishing gear, and abandoned and derelict vessels. Each is discussed briefly below.

Plastics

Plastics are one of the most extensive types of marine debris. They are commonly used in many items, and as society has developed new uses for them the variety and quantity of plastic items found in the marine environment has increased dramatically. Plastics are a very visible part of the marine debris problem but many of the impacts of plastic on the marine environment are only

now starting to be understood. Research has revealed that most commonly used plastics do not completely degrade into organic and inorganic molecules, but instead break into smaller and smaller pieces called microplastics. These microplastics and their associated toxic chemical components contribute to human and wildlife health risks as the toxic microplastics are ingested and move through the marine food web. Plastics and other debris such as bottle caps, balloons, and lighters are also ingested directly by wildlife, such as sea turtles, seabirds, and marine mammals. Debris may be mistaken for food and ingested, an animal's natural food (e.g. fish eggs) may be attached to the debris, or the debris item may have been ingested accidentally with other food. Debris ingestion has led to loss of nutrition, internal injury, intestinal blockage, starvation, and even death in wildlife. The Northwest Atlantic Loggerhead Recovery Plan lists marine debris ingestion as one of the highest priority threats facing endangered loggerhead sea turtles. In addition to ingestion, plastic and other debris such as packing bands, balloon strings, rubber bands, six-pack rings, and mesh bags can lead to entanglement.

#### Derelict Fishing Gear

A second highly visible and impactful form of marine debris is derelict fishing gear (DFG). DFG has numerous impacts on the environment, including: damaging marine habitats, entangling marine species including seabirds and marine mammals, creating hazards to navigation, and ghost fishing of commercially important species resulting in lost catch opportunities and economic losses for fishermen. One of the most notable types of impacts from this type of marine debris is wildlife entanglement. Derelict nets, ropes, line, or other fishing gear can wrap around marine life. Entanglement has led to injury, illness, suffocation, starvation, and even death.

Sea turtles are at great risk for entanglement in marine debris which has caused injuries and in many cases death for a variety of sea turtle species, including loggerhead, leatherback, green, Kemp's ridley, hawksbill and other sea turtles. One study found that between 1997–2009, over 1,000 sea turtles were found stranded in Florida due to entanglement in fishing gear<sup>1</sup>. Some of these entanglements resulted from netting and monofilament line that accumulated on both artificial and natural reefs. These areas are often heavily fished, resulting in snagging of hooks and discarding of lines. Turtles foraging and/or resting in these areas can become entangled and drown.

#### Abandoned and derelict vessels

Abandoned and derelict vessels (ADVs) are a third highly visible type of marine debris with thousands littering our nation's coastal waters. ADVs threaten oceans, coasts, and waterways by obstructing navigational channels, causing harm to the environment, and diminishing commercial and recreational activities. ADVs may pose an immediate or future threat to wildlife and wildlife habitat from the release of hazardous substances to surrounding areas. The Service recently removed nearly one million pounds of shipwrecks to protect some of the most pristine coral reefs in the world at the Palmyra Atoll and Kingman Reef National Wildlife Refuges. The

<sup>1</sup> Adimey, N.A, C.A. Hudak, J.R. Powell, K. Bassos-Hull, A.Foley, N.A. Farmer, L. White, and K. Minch. Fishery gear interactions from stranded bottlenose dolphins, Florida manatees and sea turtles in Florida, U.S.A. Marine Pollution Bulletin 81: 103-115.

iron from the shipwrecks on these remote atolls was fueling the growth of invasive organisms – corallimorph at Palmyra Refuge and a filamentous algae at Kingman Refuge – that smothered a large amount of once-healthy, diverse coral. Now that the shipwrecks are gone, the otherwise healthy reefs will have the opportunity to recover from this damage.

Despite the scope of the problem, marine debris is preventable through increased public awareness, changing individuals' behaviors, and improvements to waste infrastructure. We also recognize that marine debris can be addressed by ensuring a comprehensive approach that is local in scale and global in scope, directed primarily at source prevention and education. The Interagency Marine Debris Coordinating Committee (IMDCC) is a multi-agency group tasked with ensuring this comprehensive approach is implemented. The IMDCC was established by Congress under the Marine Plastic Pollution Research and Control Act of 1987 and was re-established under the Marine Debris Act (33 U.S.C. 1956). The IMDCC is made up of a variety of federal agencies with a diversity of expertise including the Service, the National Oceanic and Atmospheric Administration (NOAA), the U.S. Environmental Protection Agency, the Department of Defense, the Army Corps of Engineers, the U.S. Navy, the Department of Homeland Security, the U.S. Coast Guard, the National Park Service, the Bureau of Safety and Environmental Enforcement; the Department of State, the Marine Mammal Commission, and the Department of Justice.

#### **Examples Across the National Wildlife Refuge System**

The National Wildlife Refuge System (Refuge System), managed by the Service, is the world's premier network of public lands devoted solely to the conservation of wildlife and habitat. There are over 500 million acres of land and water in the Refuge System, which preserves a diverse array of land, wetland, and ocean ecosystems. The Refuge System includes 180 refuges that protect ocean, coastal or Great Lakes habitats. Spanning from above the Arctic Circle to south of the Equator, the Refuge System protects an incredible diversity of marine and coastal ecosystems including salt marshes, rocky shorelines, tide pools, sandy beaches, kelp forests, mangroves, seagrass meadows, barrier islands, estuaries, lagoons, tidal creeks, tropical coral atolls, as well as open ocean. Marine debris is an issue that impacts coastal and island refuges across the country.

Each September, dozens of coastal refuges and refuge Friends Groups organize their local communities to participate in the International Coastal Cleanup. Refuge staff use these cleanup events as opportunities to not only clean up debris but also provide an educational opportunity for the public to learn about the threats that marine debris pose to wildlife. Individual refuges across the country deal with the issue of marine debris in a variety of ways, and some examples include:

#### Midway Atoll National Wildlife Refuge

Midway Atoll National Wildlife Refuge is located on the far northern end of the Hawaiian archipelago 1,300 miles northwest of Honolulu, within the Papahānaumokuākea Marine National Monument. It is one of the oldest atoll formations in the world, providing nesting habitat for millions of seabirds and is a touchstone for one of the most significant naval battles in our human history. Nearly three million birds nest here, including endangered Laysan ducks, the world's

largest albatross colony, and 19 other seabird species. The oldest known wild bird continues to nest at Midway, a Laysan albatross named Wisdom that is at least 65 years old and currently raising another chick. Hawaiian monk seals, green sea turtles and spinner dolphins frequent Midway's crystal blue lagoon encircled by coral.

Island residents continue to improve habitat for wildlife on the atoll, but can do nothing about problems hundreds of miles away. Albatross scour thousands of ocean miles in search of food for their chicks. Along with fish, they scoop up plastic from the "Great Pacific Garbage Patch," an enormous area where high concentrations of litter – the majority of which is microplastics – accumulates. The "Great Pacific Garbage Patch" is not visible from an airplane or space, you can even sail on a boat through it without seeing it, as a result its size has defied estimation but may be larger than the state of Texas and possibly twice as large as the continental U.S. The stomachs of nearly all dead albatross chicks contain plastic (e.g. cigarette lighters, parts of toys and fishing gear) all fed to them by their parents. It is estimated that albatross carry over 5 tons of plastic to Midway each year to feed their chicks. Another 5-10 tons of marine debris washes up on Midway beaches each year. The Service partners with NOAA and the USCG to remove much of the marine debris on Midway and in the Northwestern Hawaiian Islands, including large discarded fishing nets which damage coral reefs and can entrap and drown seals, turtles, dolphins, and other marine life.

#### Alaska Maritime National Wildlife Refuge

Alaska Maritime National Wildlife Refuge (Alaska Maritime Refuge) was established to conserve marine mammals, seabirds and other migratory birds, and the marine resources upon which they rely. The Refuge's 3.4 million acres include the spectacular volcanic islands of the Aleutian chain, the seabird cliffs of the remote Pribilof Islands, and ice-bound lands washed by the Chukchi Sea, providing essential habitat for some 40 million seabirds, representing more than 30 species.

Pribilof Islanders work with fishermen to remove nets and other debris from fur seal rookeries, as part of a program that grew out of a refuge stewardship camp for kids. The Service provides marine debris education on the Pribilof Islands and at other refuge communities throughout the Alaska Maritime Refuge. The Service has supported or permitted marine debris cleanup efforts in the Aleutians, along the Alaska Peninsula, and in the Gulf of Alaska. Stopping debris at the source is vital to addressing the overall issue. While clean-ups are successful, they are a short-term fix and "cleaned" areas will often be littered again following the next high tide. The Service's emphasis in Alaska has mostly been on education as we are unable to patrol and clean up the thousands of miles of refuge beaches on a regular basis.

#### Caribbean Islands National Wildlife Refuge Complex

The Caribbean Islands National Wildlife Refuge Complex consists of nine refuges: five in Puerto Rico; three in the U.S. Virgin Islands; and the island of Navassa and its surrounding waters to the west of Haiti. These refuges support a variety of resources important to the region, including sea turtles, migratory seabirds and shorebirds, as well as resident birds. These species, in particular



threatened and endangered sea turtles and migratory seabirds, depend on the marine resources located in the surrounding waters as well as nesting habitat on beaches and off-shore cays.

Throughout the Caribbean, threats to wildlife include habitat loss, degradation and alteration, and increasing levels of pollution, among others. Marine debris poses a threat to species that nest on sandy shorelines such as plovers and other shore birds as well as to seabirds when nesting on offshore cays and feeding in offshore waters. Marine debris is also a threat to sea turtles hatchlings when emerging from the nest and entering the surrounding waters.

At the Culebra National Wildlife Refuge in Puerto Rico, population surveys have identified at least fourteen species of seabirds nesting in the Culebra archipelago including the Audubon's shearwater, masked booby, brown booby, white-tailed tropicbird, red-billed tropicbird, laughing gull, royal tern, sandwich terns, roseate tern (federally-listed species), bridle tern, sooty tern, and brown noddy. The Refuge staff works with agencies, schools and other volunteers every year to remove pounds of marine debris before seabird and sea turtle nesting seasons in order to increase reproductive success and reduce the chance of mortality to these populations.

#### **Conclusion**

The scope of marine debris and its impacts on wildlife is serious. The effects of marine debris can be observed at most of the Service's coastal and island refuges across the country. In response, the Service is working with federal and nonfederal partners to better understand the causes and effects of marine debris, identify strategies to address this issue, and educate the public on ways they can be a part of the solution.

Thank you for your interest in addressing the impacts of marine debris on wildlife, and for the opportunity to testify. I look forward to working with the committee on ways to further address this pressing issue.

**Senate Environment and Public Works Committee  
Subcommittee on Fisheries, Water, and Wildlife  
Hearing entitled, "Marine Debris and Wildlife: Impacts, Sources, and Solutions."  
May 17, 2016  
Questions for the Record  
Deputy Director Jim Kurth**

**Senator Boozman:**

**1. While our country has made tremendous efforts to reduce marine debris, it's time for countries like China to join us. Large developing nations need to adopt our practices and do more.**

**a. Are you aware of estimates regarding how much marine debris is originating from U.S. sources vs. marine debris originating from China and other foreign sources?**

**Response:** It is difficult to estimate exactly how much marine litter (land-based sources of trash/litter that makes its way to the marine environment) is entering the ocean. A recent study by Dr. Jenna Jambeck, a panelist at the hearing, estimated approximately 8 million metric tons of plastic is entering the ocean annually.<sup>1</sup> Of this amount, the United States, while 2<sup>nd</sup> in per capita plastic waste generation, ranked 20th on the list out of 192 coastal countries, in terms of total amount of marine litter generated, is estimated to contribute 750,000 metric tons of plastic debris annually. A table from Dr. Jambeck's report is provided below.

It is important to note, while some places may generate more marine litter than others, all marine litter comes from human activities and often is a result of mismanaged waste, whether inadvertent or intentional. Trash/litter travels. Mismanaged waste inland can enter the ocean via inland waterways, storm water outflows, and transport by wind or tides. Further, plastic microbeads and microfibers can enter waterways via wastewater treatment plants that cannot remove such particles.

The United States is engaging with China, specifically, to make efforts to reduce marine litter. Announced initially at the 2015 Our Oceans Conference in Valparaiso, Chile, and expanded during the State Visit of Chinese President Xi Jinping last September and at the recent Strategic & Economic Dialogue in June 2016, the U.S. Department of State (State Department) and the Environmental Protection Agency (EPA) are working with China on a partnership where two cities in both China and the U.S. share best practices for combating marine debris

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<sup>1</sup> Jambeck, Jenna R. et al., "Plastic Waste Inputs from Land into the Ocean." *Science* 347, no. 6223 (February 13, 2015): 768-71. Accessed June 16, 2016.  
<http://science.sciencemag.org/content/347/6223/768.full>.

through stronger integrated waste management, public awareness, and innovative best practices.

Rank	Country	Econ. classif.	Coastal pop. (millions)	Waste gen. rate (kg/ppd)	% plastic waste	% mismanaged waste	Mismanaged plastic waste (MMT/year)	% of total mismanaged plastic waste	Plastic marine debris (MMT/year)
1	China	LMI	261.9	1.10	11	76	8.62	27.7	1.32+0.63
2	Indonesia	LMI	197.2	0.62	11	83	5.22	16.1	0.48+0.29
3	Philippines	LM	83.4	0.9	10	83	1.80	8.8	0.23+0.75
4	Vietnam	LM	66.9	0.72	10	66	1.06	6.6	0.20+0.71
5	Sri Lanka	LM	14.6	0.7	7	94	1.80	6.6	0.24+0.62
6	Thailand	LMI	26.8	1.2	10	75	1.03	3.2	0.15+0.41
7	Egypt	LM	21.6	1.07	11	69	0.97	3.9	0.16+0.30
8	Malaysia	LMI	21.9	1.52	13	67	0.94	2.0	0.14+0.37
9	Nigeria	LM	27.6	0.73	12	63	0.86	2.7	0.14+0.34
10	Bangladesh	LI	70.9	1.45	6	84	0.70	2.6	0.12+0.31
11	South Africa	UMI	12.9	0.7	10	66	0.63	2.0	0.06+0.26
12	India	LM	187.6	0.34	3	97	0.60	1.9	0.09+0.24
13	Algeria	LM	16.6	1.2	10	60	0.62	1.6	0.08+0.21
14	Turkey	LM	14.0	1.77	10	18	0.49	1.0	0.07+0.19
15	Pakistan	LM	4.6	0.79	13	66	0.48	1.6	0.07+0.19
16	Brazil	UMI	74.7	1.02	16	11	0.47	1.6	0.07+0.19
17	Burma	LI	19.0	0.44	17	60	0.46	1.4	0.07+0.16
18	Morocco	LM	17.3	1.46	5	66	0.31	1.0	0.05+0.12
19	North Korea	LI	17.3	0.6	3	90	0.20	1.0	0.05+0.12
20	United States	HIC	112.9	2.58	12	2	0.26	0.9	0.04+0.11

**Table 1 Waste estimates for 2010 for the top 20 countries ranked by mass of mismanaged plastic waste (in units of millions of metric tons per year). Econ classif., economic classification; HIC, high income; UMI, upper middle income; LMI, lower middle income; LI, low income (World Bank definitions based on 2010 Gross National Income). Mismanaged waste is the sum of inadequately managed waste plus 2% littering. Total mismanaged plastic waste is calculated for populations within 50 km of the coast in the 192 countries considered. pop., population; gen., generation; ppd, person per day; MMT, million metric tons.**

**b. I see the Department of State is a member of the Interagency Marine Debris Coordinating Committee (IMDCC). What sorts of efforts is this Committee making to engage foreign countries to encourage them to take steps to address this problem?**

**Response:**

The Interagency Marine Debris Coordination Committee (IMDCC), of which the U.S. Fish and Wildlife Service (Service) is a member, meets quarterly and these meetings serve as a place where the member agencies engaged in international coordination can provide updates and new collaborations can be formed. The IMDCC itself does not address marine debris internationally; however the State Department, NOAA and EPA are actively involved in working with foreign governments on this issue.

The NOAA Marine Debris Program Director serves as the chair of the United Nations Environmental Programme Global Partnership on Marine Litter. Both the State Department and NOAA Marine Debris Program staff have served as U.S. representatives at the G7 workshops to address marine litter under the German G7 Presidency. Both the Department of State and the NOAA Marine Debris Program have continued to be involved in the effort under the Japanese G7 Presidency.

Secretary of State John Kerry has made ocean protection a State Department priority through the annual Our Ocean Conferences, and marine pollution is one of the Conference's pillar focus areas. In the last few years, governments and other stakeholders have come to the Conferences to announce ambitious new commitments on reducing marine litter, many of which target plastic waste.

Beyond the Our Ocean Conference, the United States has been pursuing a variety of recent efforts aimed at stopping the flow of plastics not only into the ocean, but also into our watersheds and inland and coastal waters. Cities in the United States and China have partnered to share best practices in integrated waste management and litter prevention and reduction. We have pushed to make marine litter, with a special focus on plastics, a priority issue in the G7 and G20, and interest is growing in the Asia Pacific Economic Cooperation (APEC), where we are promoting environmentally sound waste management projects in developing countries.

Announced at the 2015 Our Oceans Conference was a commitment regarding the EPA's Trash-Free Waters (TF) program that is a joint partnership between EPA, the United Nations Environment Program's Caribbean Environment Program, and the Peace Corps, to expand EPA's Trash Free Waters strategy to the wider Caribbean region. Jamaica and Panama will be the first countries to pilot a Trash Free Waters program, with strong interest from Peru to be included in the pilot. This pilot will achieve commitments made for both the Our Oceans commitment as well as the Cartagena Convention. EPA serves as the U.S. government technical focal point for the implementation of the Cartagena Convention and Land-Based Sources Protocol. The NOAA Marine Debris Program and the EPA have also been engaging with the Asia-Pacific Economic Cooperation marine debris working group which has established pilot sites to identify viable

approaches to improve waste management and eliminate the leakage of plastic and waste into the ocean.

The U.S. Coast Guard (USCG) leads the U.S. delegation to the United Nations' International Maritime Organization (IMO), and advances environmental interests with the IMO Marine Environment Protection Committee. The USCG also implements and enforces international regulations preventing pollution from ships, including ship generated waste.

The USCG serves as the Vice Chair of the International Organization for Standardization (ISO) Subcommittee on Protection of the Marine Environment and chairs the working group on Ship Waste Management Standards Development.

**Senator Whitehouse:**

**2. Please share your top five recommendations for how Congress can best support research, cleanup, or prevention efforts to combat marine debris.**

**Response:**

**Recommendation 1:** Support the U.S. Fish and Wildlife Service Resource Protection Act, which would allow the Service to recover damages to resources from responsible parties. This authority was requested most recently in the 2017 President's Budget. Today, when an abandoned or derelict vessel damages the resources on Service lands, the Service cannot recover damages when a responsible party is identified. As a result, the Service must forgo other activities if they wish to address the damages caused to Service resources. This authority would allow the Service to recover civil damages to reimburse assessment costs; prevent or minimize resource loss; abate or minimize the risk of loss; monitor ongoing effects, and/or restore, replace, or acquire resources equivalent to those injured or destroyed on National Wildlife Refuges, National Fish Hatcheries and other Service lands.

Other agencies, including NOAA through the National Marine Sanctuaries Act (16 U.S.C. Chapter 32), are able to recover damages including for injuries related to abandoned or derelict vessels and also restore the injured resource.

**Recommendation 2:** Continue to support the Service, NOAA Marine Debris Program, and the USCG programs for marine debris by supporting the funding levels requested in the President's Budget for Fiscal Year 2017. The U.S. Fish and Wildlife Service addresses marine debris impacts primarily on coastal and marine National Wildlife Refuge System lands nationwide. In addition to the lands the Service manages, the Service also restores coastal environments on public and privately-owned lands through the Service's Coastal and Partners for Fish and Wildlife Programs.

**Recommendation 3:** Continue to encourage responsible waste management practices. While a majority of marine debris is generated from foreign nations, the United States is also a contributor. Currently in the United States, recycling rates are exceptionally low with only a little over 30 percent of plastic bottles in the U.S. being recycled. As Senator Boozman highlighted in the hearing, action by the Congressional Recycling Caucus to raise awareness about the connection between waste management and marine debris is invaluable. Additional steps could be taken by Congress to simplify, for the consumer, the patchwork of recycling programs and capabilities across states, cities, and municipalities. Congress could also promote increased recycling rates on a national level that would mirror places like San Francisco with an 80 percent recycling rate.

**Recommendation 4:** Continue to support federal agencies responding to severe marine debris events. Since Hurricane Sandy, the Service has extracted nearly 2,800 tons of hurricane debris from coastal marshes, beaches, and forested areas.

The NOAA Marine Debris Program, working with the IMDCC, is tasked under the Marine Debris Act (33 U.S. Code Chapter 33A) with responding to severe marine debris events. Since the Marine Debris Act was passed in 2006, the NOAA Marine Debris Program and the IMDCC member agencies, including the Service, have responded to severe marine debris events following Hurricanes Katrina and Rita (2005), the American Samoa tsunami (2009), the Japanese tsunami (2011), and Hurricane Sandy (2012).

**Recommendation 5:** Continue to support opportunities to promote alternatives to 'single-use' plastics. Congress took swift action following a wave of state-level support and industry support to ban plastic microbeads in non-prescription cosmetics and personal care products. This law will help to eliminate an estimated 8 trillion plastic microbeads, which enter our coastal waterways daily. Studies have shown that microbeads cause harm to wildlife that ingest them. Similar action, should additional opportunities arise, may also have beneficial impacts.

Senator SULLIVAN. Thank you for that opening statement. I appreciate the fact that both in your remarks and Senator Whitehouse's remarks you emphasize the importance of volunteer communities throughout the country, really, that are focused on that.

Let me start my questions by asking about the role of the Fish and Wildlife Service. Again, I want to thank the Commerce Committee, of which I am a member, which oversees NOAA and Oceans, and I appreciate Chairman Thune and Ranking Member Nelson for being flexible to allow us to hold this hearing here.

As you know, Mr. Kurth, NOAA is the Federal agency that is primarily responsible for being focused on oceans, but many of the species that are managed by the Fish and Wildlife Service are negatively impacted by marine debris.

What authorities or additional things can your agency do with Congress's help to better allow the Service to respond to this issue, of course keeping in close coordination with NOAA?

Mr. KURTH. Mr. Chairman, we rely on an essential partnership with NOAA to address these resources. The area where we perhaps have the most interest is in our ocean and national wildlife refuges and marine monuments. One of the authorities we lack, that NOAA has and the National Park Service has, is to recover damages when national wildlife refuges are injured.

For example, I mentioned the ship wrecks at Palmyra Atoll. Now, while those wrecks occurred prior to becoming a refuge, so the case isn't precisely the same, had that happened today we have no authority to recover civil damages for the effects of that shipwreck on the reef.

In the President's budget request he transmitted a proposal called the Refuge Resource Protection Act that would give us precisely the same authority that our sister agencies have to recover damages from third parties when we are injured by them. That is an important authority that we are lacking.

But once again, this is an important partnership that we can't do on our own without NOAA and the help of the Coast Guard and others.

Senator SULLIVAN. Let me ask a related question. You mentioned that Fish and Wildlife Service is a member of the Interagency Committee on Marine Debris. Can you explain to us a little bit more of the work of the Committee and whether you think it is an effective venue for coordinating the broader Federal Government's response to these issues?

Mr. KURTH. I am not an expert on that Committee, Mr. Chairman.

Senator SULLIVAN. Have you been to any of the meetings or anything?

Mr. KURTH. No. I am not a member of that Committee.

Senator SULLIVAN. But Fish and Wildlife is a member?

Mr. KURTH. Yes. And it is reflective—in my statement I mentioned that none of us can handle this alone; it requires all of the people with an interest in ocean and all the landowning agencies, the regulatory agencies that have tools to bring to the table to work together, and I think that is the focus of this Committee is it is not

a problem that anybody alone can solve, and we have to bring all of the tools that we have in the toolbox together.

Senator SULLIVAN. Let me ask a question on the science. Do you think that the Federal Government and the scientific community have a sense of the impact of marine debris ingestion on wildlife and the broader food chain? Some of the statistics that Senator Whitehouse just mentioned in terms of how much is ingested is really stunning.

Do you think we have a good understanding of that from a scientific community? And what steps should the Service be taking to broaden the understanding, particularly to science, of these issues?

Mr. KURTH. I think that we know a great deal, but I also believe that the ocean is our last unexplored part of our planet, that there is so much about the ocean environment that we have yet to learn. The Service works in partnership with others.

For example, at Palmyra Refuge we have the Palmyra Research Consortium that includes NOAA, many of our major oceanographic research institutes to look at those core reef ecosystems in the nearby ocean waters to learn about how the ocean is changing and the effects of a changing world on the ocean environment there. There is a great deal that still is to be learned about the ocean and this topic.

Senator SULLIVAN. And finally, I think this will be a topic for the next panel as well, but as I mentioned in my opening statement of course we can always do a better job on this as a country. But a lot of the debris, as Senator Whitehouse mentioned, comes from other countries. What are your recommendations that we can do working with other countries on this topic? Literally, my State is the recipient of their pollution, and I think there has to be a deeper way in which we can address this with these other nations because it certainly seems like a core element of the problem.

Mr. KURTH. Well, I think you are right, perhaps this next panel will know more. I think we need to be engaged with the world because so much of this is about education. I think that in the developing world they don't necessarily have any idea what happens to the plastics and other debris that goes into the rivers and out into the ocean. There are limited resources in many of those places, but it is going to take a concerted effort of research, of education, engagement, and then the development of technologies that can more effectively deal with this.

Senator SULLIVAN. Senator Whitehouse.

Senator WHITEHOUSE. Thanks, Chairman.

Thanks, Mr. Kurth, for being here. You mentioned the albatross, and I don't want to anthropomorphize too much, but when you think how far the mother albatross has to travel in order to collect food to feed the chicks, I think that they have been banded and tracked, and they have thousands of miles that they travel. They skim the surface of the ocean looking for food, and a lighter looks a fair amount like a squid to them, so they come back to where the chicks are and regurgitate up what they have picked up.

That is how you get these pictures of the little albatross chicks starving to death with stomachs full of plastic. And sometimes it helps, I guess, when there is an image like that in people's mind to trigger their sympathies.



But I think it is also important that we understand the scale of this problem as well, and I wanted to ask you, within Fish and Wildlife which are the programs that engage the most with the marine debris problem, and how engaged are they from a budget point of view? And if that is too complicated a question to answer right in our next few minutes, could you make that a question for the record? Just give me a little layout.

Mr. KURTH. Sure. It is a complicated question. Certainly, our national wildlife refuges, our migratory bird program, our marine mammal program all have interest in this topic. And you are exactly right, these species range quite far.

I had the good fortune a couple of summers ago to be on our research vessel TECLA in the Aleutian Islands. They were feeding albatross there. I asked our crew, where are those birds coming from, and they said Midway Atoll. And I said, there is no way. I said, that is over 1,000 miles away. And the response was that is the closest land, it is the closest nesting site.

So those birds use an enormous area of ocean water, and it is remarkable how they find things like a cigarette lighter. It is amazing how many cigarette lighters there are in the ocean, and it is heartbreaking.

But whether it is the albatross or petrels or sea lions or other things, turtles, the impact from marine debris is part and parcel to what all of us in Fish and Wildlife Service care about. I would be happy to expand on that in the record.

Senator WHITEHOUSE. And we see these pictures of the dead baby albatrosses with their stomachs filled with lighters and other trash, and we see the pictures of marine mammals that are entangled in netting or other things and have drowned or starved. But it is harder to see the microplastic as it breaks down and gets to the level of almost molecular plastic. Could you talk a little bit about what Fish and Wildlife is doing to look at the effects of that as it enters the food chain?

Mr. KURTH. More of the science that would be done by that by the Government would be done by NOAA. As the Chairman mentioned they really are the principal ocean research agency. We are more focused on our marine national monuments and refuges and on the species that we have jurisdiction for.

Senator WHITEHOUSE. Are you seeing any uptake through that?

Mr. KURTH. The literature clearly indicates that, and I think your next panel will have some experts that can give you more information, and I can supplement for the record with some of the additional things that the Service is concerned about.

Senator WHITEHOUSE. And the vast majority of vessels that might dump or wreck on marine areas that you protect are insured, so to ask them to pay their price for what they have done, I gather you are the only Federal agency with responsibility for Federal property that doesn't have the right to sue for civil damages when people harm your resource?

Mr. KURTH. Well, I can't say we are the only one, I wouldn't know.

Senator WHITEHOUSE. Compared to the Park Service.

Mr. KURTH. Yes, the Park Service has it, NOAA has it, the Bureau of Land Management has these authorities.

Senator WHITEHOUSE. Yes.

Mr. KURTH. And it just seems reasonable in these difficult financial times, when we don't have enough resources to do things, that if somebody damages the property of the United States they would be liable to pay for those damages. We just simply don't have that statutory authority in the national wildlife refuge system.

Senator WHITEHOUSE. Well, if you could summarize for me as a question for the record what the most significant ways are that your organization engages with the marine debris problem and how much budget connects to that, and also other than this recommendation for the authority to pursue civil damages, what your top five recommendations for the Committee would be.

Mr. KURTH. I would be happy to do that, Senator.

Senator WHITEHOUSE. Thanks, Mr. Kurth. I appreciate it.

Senator SULLIVAN. Senator Boozman.

Senator BOOZMAN. Thank you, Mr. Chairman. Again, thank you for holding a really very important hearing. I am from a landlocked State in regard to oceans but certainly understand the importance and the economies of many States. Tourism is built on people from Arkansas going to the ocean.

But I want to follow up a little bit on the Marine Debris Coordinating Committee. You mentioned that you hadn't really attended the meetings.

Mr. KURTH. Generally, the Committee is attended by the people who are more focused on that topic. Unfortunately, I am in more of an administrative role.

Senator BOOZMAN. I understand.

Mr. KURTH. And I am not the expert that I used to be.

Senator BOOZMAN. But you all are active?

Mr. KURTH. Yes.

Senator BOOZMAN. Good. Is that a good vehicle? Is it an area that we as a Committee should press?

Mr. KURTH. It is essential in this day and age that Government agencies collaborate and we don't duplicate. None of us have the resources to do it all by ourselves, so any mechanism that allows us to share science, to inform each other of our work activities, to get synergies out of our agencies' mission is an important thing.

Senator BOOZMAN. As I saw the pictures and things, Senator Carper and I are co-chairs of the Recycling Caucus, and recycling plastic can result in energy savings up to 87 percent and keep the plastic out of the ocean. So it really does highlight some of the efforts that we are trying to make there, to do that.

Also, that is perhaps something that we can help some of our overseas entities that aren't doing as good a job to collaborate and show them how they cannot only clean the oceans up, but also it is good for them, good for their economy.

Mr. KURTH. Absolutely. I think the United States has long led in the development of cost effective technologies for recycling, and to the extent that we can export those to the developing world it will certainly help in this regard.

Senator BOOZMAN. Very good.

Thank you, Mr. Chairman.

Senator SULLIVAN. Thank you, Senator Boozman.

I had a few other follow up questions, and I know Senator Inhofe was interested in following up with some questions as well.

But let me go back to an issue that I don't think is uniquely Alaskan, but we certainly have a big challenge with it, and that is the instance where owners of abandoned and derelict vessels are on the shores of different States. Certainly in Alaska there are a lot of these; they are unable to be identified, so nobody is able to be held accountable for their recovery.

In this kind of instance, which we have a number of these, do you have any ideas of what can be done to clean up this kind of debris? It is not necessarily the debris that is getting into the digestive systems of animals, but it is still a significant problem, and it is a big problem in Alaska.

Mr. KURTH. I wish I did have an answer, Senator. When I worked in Alaska we had a derelict vessel offshore of the Arctic Refuge where I worked, and it had been there for decades. No one quite really knew what to do about that. I think it is something that we are going to all have to come together and find out; when there is not a responsible party how do we work together with the affected States and with government agencies that have authority, because it is a problem that doesn't have a ready answer, at least to my knowledge.

Senator SULLIVAN. So there is always the issue of, well, we can just fund clean up on that, and of course that is one way to look at it. As you know, all agencies' budgets are kind of stretched.

The one area that I have thought about on this topic that seems to have some potential is that there are so many motivated volunteers to help with the clean up. Are there authorities or ways in which we can encourage that to make sure that they are encouraged or kind of a Good Samaritan kind of situation in terms of the law, where if someone is going out, trying to do good work, if something happens, that they are not going to be held liable for any mistakes? Are there things that we can be doing, more innovative, more—as you mentioned—public-private partnerships that we can do in this regard that can help an issue like that that is not just about, you know, more funding?

Mr. KURTH. Volunteers are at the heart of how we have been able to do most of the clean up activity where there is not a responsible party. I think that we have the authority and the Fish and Wildlife Service has over 40,000 volunteers. On our national wildlife refuges, they accomplish approximately 20 percent of all the work that gets done in the national wildlife refuge system. And Congress several years ago did pass the Volunteer and Community Partnership Enhancement Act that gave us authority to hire volunteer coordinators.

But you are right, the effects of budget cuts have hurt. Over the last few years we saw our volunteer numbers go down because we have lost the capacity and some of these coordinators to do it. It is one of the most cost effective investments that we can make, is to make sure we have people that can coordinate volunteer work and use it as a force multiplier for the limited staff we have. We have partnerships with volunteers and community groups in almost every aspect of what we do on the Service.

Senator SULLIVAN. Let me ask one final question on the foreign country issue. What programs does Fish and Wildlife Service have currently where you engage with other countries, particularly some of the countries that Senator Whitehouse noted in his remarks?

Mr. KURTH. We have a very robust international conservation program, but it is focused more on the trust species we have and then on illegal wildlife trade. We work a great deal in Africa interdicting trade in elephant ivory and rhinos. We work with people that are illegally taking sea turtles and entering them into interstate commerce, with migratory birds.

But many of those countries in the developing world, the marine debris issue has not been the focus of our work. We work closely with China on any number of things, on wetland conservation, giving them technical assistance on rivers and protected areas, but the management of solid waste onshore really isn't the mainstay of the Fish and Wildlife Service's expertise.

Senator SULLIVAN. OK. Thank you.

Senator Gillibrand.

Senator GILLIBRAND. Thank you, Mr. Chairman.

I am sure you are aware of the problems that Long Island and New York City face in terms of managing their solid waste and preventing contamination into our waterways. When Hurricane Sandy hit we faced flooding and contamination on a scale that we have never seen before in our area.

What can all of us learn from that situation, and how can we improve our resiliency so the consequences of a natural disaster are not solid waste garbage contaminants floating in our waters? What have you found to have been successful?

Mr. KURTH. I think that when we look at coastal resiliency we have to balance how we harden infrastructure and how we utilize green infrastructure. We saw in many of the coastal areas that we manage—I mentioned Forsythe Refuge in New Jersey, where those coastal wetlands and the green infrastructure helps to attenuate storm surge and builds resilience in the ecosystems. The wetlands in Delaware at Prime Hook Refuge are another example.

So there is certainly in places like New York City hardened infrastructure as part of the equation, but where we can have more natural coastal features, those dunes, those coastal wetlands, they attenuate the effects of storm surges. It is not a solution everywhere, but we have been very fortunate to have significant funding after Hurricane Sandy to build resilience back into some of the coastal environments that we managed, and we think that is one component of an effective strategy for coastal resilience.

Senator GILLIBRAND. An unrelated question, but I know that you are an expert on this. I wanted to get your views on an important decision that the State of New York is having right now with regard to Plum Island. Many of my constituents on Long Island and I support the idea of turning it into a wildlife refuge in order to conserve this piece of land for future generations. With your extensive background with the refuge system, can you speak to the value and benefits of creating a refuge on a location such as Plum Island?

Mr. KURTH. We are a cooperating agency in the environmental impact statement that is looking at that. As you know, there is a lot of infrastructure and potential contamination at Plum Island, so

we are encouraged to continue to working with folks. But the Service is always cautious if we bring a unit into the refuge system that issues that might relate to physical infrastructure that is remaining or contaminants are addressed before it would be appropriate to be a refuge. So we continue to be engaged in and work on that study looking at the options for how we can repurpose that and include conservation as a purpose for Plum Island.

Senator GILLIBRAND. Another area I am interested in—I don't know if you have expertise in, but one of the concerns about marine pollutants is that plastics are broken down into microplastics, produce pollutants in the environment, and often animals digest these toxic plastic pieces unknowingly and make them sick and develop other issues. We had this issue with microbeads, and we were successfully able in Congress to ban them because it had so many horrible effects for killing fish in a lot of our rivers and water bodies.

So how can these plastic and toxic pollutants affect the health of marine life and the food chain that rely on them, ultimately affecting humans?

Mr. KURTH. Well, it is just not those microbeads, but it is also the deterioration of other plastics as they break down that are ingested, and they accumulate in the marine food chain. And you are right; I confessed earlier that I am not an expert on those subjects, and I think you have some folks following me on the next panel that maybe can get more into the deeper science of it.

Senator GILLIBRAND. Thank you.

Thank you, Mr. Chairman.

Senator SULLIVAN. Senator Markey.

Senator MARKEY. Thank you, Mr. Chairman. Thank you for holding this hearing.

Can you talk a little bit about ghost fishing and the effect from the fishing industry and what the steps are that can be taken to reduce the likelihood of derelict fishing gear?

Mr. KURTH. Yes. Ghost fishing is a term that is used for the take of fish or shellfish after fishing equipment is either abandoned intentionally or somehow gets washed overboard, and it is very significant. I think that it is localized, so for me to quantify it for you would be geographic specific and perhaps more than I can do. But whether it is lobster traps or crab traps or fishing nets, it continues to fish 24/7 for years and years on, and the amount of marine life that it takes from the sea is very significant.

Senator MARKEY. OK. And how does that ultimately, then, affect the fishing industry from your perspective?

Mr. KURTH. Well, every fish or shellfish that is caught by derelict fishing equipment is a fish that isn't caught and the profit not returned to a commercial fisherman as part of the allowable catch for those. So it is a significant resource that is basically being wasted, where there is no return for the fisherman. It is simply a waste of a resource.

I think it is a great example of a type of marine debris that doesn't pop into people's mind. They think of the sea turtle with the six-pack or the plastic bag they have ingested, or the cigarette lighter in the albatross, and they don't think about these derelict

fishing gear out there continuing to take and waste shellfish and fish for years and years.

Senator MARKEY. OK. A few years ago watermen in the Chesapeake Bay region were paid to clean up derelict crab pots. Is there an opportunity to engage the fishing industry in cleaning up debris to improve the health of fisheries which they depend upon?

Mr. KURTH. Well, absolutely. I think watermen in Chesapeake Bay and people that fish for a living throughout the country oftentimes are amongst the most knowledgeable people about those marine ecosystems. Obviously there is a cost to that, and it is something that I think that we need to look to find effective partnerships. I think some of the people that will follow me will talk about how some of the various organizations out there are at the heart of some of those partnerships, and certainly government agencies can help facilitate that as well.

Senator MARKEY. In your testimony you discuss successful marine debris educational outreach programs. Could you describe what one of those programs might look like?

Mr. KURTH. I love the example I used earlier of the Pribilof Islands because it is this remote place with people whose whole life and tradition is tied to the sea, and they know and they are responsible for, and with a little facilitation and explanation, go out there and get the derelict fishing nets out of those fur seal rookeries. Some of the most important fur seal places in the world.

That is one end of the spectrum, and we can go right to Rhode Island Beach, where we get school kids out there helping, perhaps not removing tons of things, our YCC crew in Kodiak. Maybe 15,000 isn't going to change the world, but they learn about the issue; they become engaged conservationists. They care, and they can help spread that message of prevention and reuse and recycle to others in their communities.

Senator MARKEY. So thank you for helping to focus us upon these issues. We are just now at the fifth anniversary of the disaster which the tsunami caused at Fukushima and the amount of man-made debris that went into the ocean and traveled 4,000 miles, still traveling. So your ability to help us to focus upon this rising phenomenon of manmade debris in the ocean is just so important, so we thank you for that.

Mr. KURTH. Thank you, Senator.

Senator MARKEY. Appreciate it. Thank you.

Senator SULLIVAN. Chairman Inhofe.

Senator INHOFE. Thank you, Mr. Chairman.

Director Kurth, as I mentioned to you earlier I have one major interest in this area. For 20 years I was a builder and developer in an area called South Padre Island, Texas. There are some areas other than the East Coast and Alaska that have beaches. It is unique with its ridley sea turtle. There are only a few places in the world where they come in, and they actually lay their eggs to go back and come out, and then the little critters get out, and they have to try to make their way out.

Now, one is north of Vera Cruz; one is just a little bit north of South Padre Island. That's an incorporated town. The island—you are familiar with it, others may not be—is actually 140 miles long and four blocks wide, so you can only build on the southern tip of

it. But there is one area just north of that where they do come in. Nobody knows why. And just like north of Vera Cruz. Well, there is a lot of value, of course, to two sources there. One is to get the mother when she comes in to lay her eggs, because they can predict pretty much when it is, and then get the little ones going back out.

There is a lady whose name is Ila Loetscher. She was the Turtle Lady, referred to as the Turtle Lady, and about 40 years ago I would work with her. I would actually go down and sit out all night long. We would rotate around on watches to keep people from getting them as they are coming in, the value of the leather and all that. And she lived to be 100 years old, and she was active. Now I think it is her granddaughter down there is doing the same thing.

Anyway, I am kind of hooked into that thing, and I am concerned because this has a direct effect. Now, what I would like for you to do is say what are things that we can do. This is protect and there is a lot of interest in there, but also there is a lot of damage that is done not just by the predators that are waiting to get them, but by debris and things like that.

I was down there about 3 weeks ago, and they had one tub that had a turtle that did survive. It had ingested a plastic bag, I guess it was, and I know this is just a handful. There have been a lot of issues, turtle excluders on fishing boats and all that. But what do you know about that particular species, and what we can do, and what you can do to be of help in that protection?

Mr. KURTH. Well, Senator, there is nothing that causes me greater fear than to think that a U.S. Senator may know more about this than I do. No, I think that the Kemp's ridley sea turtle is one of a number of turtles that do nest along the Gulf of Mexico. You are exactly right to be fascinated about why these creatures pick certain spots. I am happy that there are still some things that science doesn't really understand. It will give a new generation the opportunity to learn and explore the oceans in ways that we haven't quite figured out yet.

But to protect, there are so many aspects of that. One is to have secure habitat; the other is to make sure that there is not too much disturbance, whether that is from predators or from inconsiderate people. I was a Federal wildlife officer for the better part of a dozen years and remember patrolling beaches in Florida and seeing teenagers flip sea turtles upside down, which is a death knell, and that is just ignorance. That is something that education has to go to.

There are other things that we don't think about. Sea turtles, when they hatch, they are going to go to the water. But if there are lights around, they are drawn to that. So we have worked with resorts and restaurants on beaches to have different kinds of lights, different kinds of direction, or turn the lights off during that time of year when sea turtles are hatching. There are just all these different facets that go into the protection of that creature.

The great thing about sea turtles is I have never met anybody who doesn't like them and isn't fascinated. If you sit on a beach and see one of those creatures crawling out of the ocean in the middle of the night, and going up there and digging its nest and laying eggs, it makes you think there is a whole bunch about this world that maybe we don't fully understand.

Senator INHOFE. And particularly those critters, because they teach them to clap, and they show and demonstrate affection. I mean, this is pretty amazing.

I wonder if a good third option there would be really education so people know about this. If enough people do then they would make their own force. That is what happened down there in that particular isolated area. They became very sacred. But again you have the kids turning them upside down who don't know any better.

Mr. KURTH. And there are things that go along with communities caring. Just learning simple things about how to secure your garbage. Senator Sullivan has it with bears in Alaska. You secure your garbage; otherwise, you are going to have them around. And we don't need more raccoons around turtle nesting beaches because they are pretty efficient nest predators, so we just need to do more so communities understand the resources they have on their beach. And that is one of the few things it is not hard to get people to care about, and they will work with us once they understand the simple things that they can do to make a difference.

Senator INHOFE. And there are so few areas where they habitat.

Mr. KURTH. Yes.

Senator INHOFE. Well, anyway, thank you.

Mr. KURTH. Well, I appreciate your interest, Senator.

Senator SULLIVAN. Well, thank you, Dr. Kurth, for your excellent testimony.

I am going to ask the second panel to come to the dais.

Mr. KURTH. Thank you, Mr. Chairman.

Senator SULLIVAN. I am going to welcome Mr. Chris Pallister, who is the President and Co-Founder of Gulf of Alaska Keeper; Dr. Jenna Jambeck, who is Associate Professor of Environmental Engineering at the University of Georgia; Mr. Nick Mallos, who is the Director of Trash Free Seas Program at the Ocean Conservancy; and Mr. Jonathan Stone, who is the Executive Director of Save the Bay.

You will each have 5 minutes to deliver your oral statement, and a longer written statement, if you wish, will be included in the record of this hearing.

Mr. Pallister, we will begin with you. You have 5 minutes to deliver your statement.

**STATEMENT OF CHRIS PALLISTER, PRESIDENT  
AND CO-FOUNDER, GULF OF ALASKA KEEPER**

Mr. PALLISTER. Thank you, Mr. Chairman and members of the Committee, for inviting Gulf of Alaska Keeper to participate in this important discussion.

GoAK members started large scale marine debris clean ups in 2002. In 2006 we organized as a 501(c)(3) nonprofit to tackle the marine debris problem in the Gulf of Alaska. Over 9 years Gulf of Alaska crews removed 1.5 million pounds of plastic debris from 1,500 miles of relatively protected Gulf of Alaska shorelines.

In the past 3 years GoAK's efforts have focused on the more remote and rugged outer coasts where debris densities range between 10 and 30 tons of plastic debris per mile. In 2015 GoAK and partners collected an additional 1 million pounds of plastic from ap-



proximately 50 miles of that shoreline. Clean up costs on these remote beaches can surpass \$100,000 per mile. Thousands of miles remain to be cleaned.

GoAK's marine debris work has received significant support from Federal and State agencies and the Government of Japan. There is no long-term dedicated funding. Consequently, clean up projects cannot be properly planned. GoAK is the most active Alaskan marine debris clean up organization and the only one whose primary focus is on marine debris remediation and removal. GoAK also conducted an extensive marine debris monitoring program, and with the College of William & Mary and the University of Alaska, researches the biological impacts on marine wildlife caused by noxious chemicals leaching from plastic marine debris.

An astounding amount of marine debris covers the Alaska Coast. Countless shipwrecks, immense quantities of creosote treated piling and power poles, loads of treated lumber, massive metal fuel tanks and steel drums litter the shoreline. However, the most insidious debris is the vast quantity of plastic that blankets large swaths of the Gulf of Alaska coast. In a triage forced by limited resources GoAK focuses on plastic debris removal.

Plastic marine debris has several main sources. Over 50 percent of the plastic debris by weight on Gulf of Alaska beaches is derelict fishing debris such as lines, nets, fish totes, plastic pallets, crates, baskets, pot gear, buoys, and among the deadliest of all, packing bands. Consumer products ranging from tiny plastic cosmetic beads to large appliances vastly outnumber all other plastic debris.

Natural disasters such as floods, typhoons, and tsunamis inject millions of tons of plastic debris in the western Pacific, much of which ends up on Alaska's shores. Polystyrene and polyurethane plastic foam are 30 to 40 percent of the debris by volume.

Most foam debris is from structures destroyed by natural disasters, but a sizable component is from freezer holds of sunken fishing vessels, lost refrigerated shipping containers, cargo spills, aquaculture buoys, and deliberate dumping. Shipping container spills and shipwrecks add tons more hard plastic debris.

Plastic marine pollution is one of the most significant environmental issues of our time. Wherever scientists search in the marine environment they find plastic debris or the chemical signature of plastic components. Plastic marine debris extends from the ocean floor to the surface. Every coastal shoreline has a fringe of plastic debris from sub-micron particles to giant blocks of polyurethane or styrene foam.

Monstrous pools of plastic debris circle in giant mid-ocean gyres, spewing out shore bound debris when disturbed by storms. Nearly all marine organisms tested by scientists contain plastic particles or carry a biological load of harmful plastic chemicals. From the tiniest plankton to the greatest whales plastic marine debris is exacting a largely unrecognized but terrible environmental toll.

As scientists increasingly link the ingestion of plastic chemicals with harmful health impacts, plastic debris potentially threatens the viability of commercial fisheries. Consumption of plastic tainted seafood and subsistence resources such as contaminated seabirds and their eggs threatens human health. Alaska's fisheries, among the world's most productive, will likely suffer devastating environ-

mental and economic blows from plastic debris unless there is a change.

While the entire marine environment suffers from this manmade catastrophe, the Gulf of Alaska's rich coastal ecosystem has been hurt much more than most. China, Thailand, the Philippines, Vietnam, and Indonesia are the five countries responsible for the greatest contribution to the marine debris problem. All these countries fringe the South China Sea or abut the Western Pacific and are the countries that buy most of our cheap plastic goods.

Due to an unfortunate confluence of currents, storms and geography the Gulf of Alaska's expansive coast receives a massive amount of discarded plastic debris from these countries. However, while these countries and natural disasters are responsible for approximately 90 percent of the consumer plastic debris by volume on Alaska's beaches, remember that commercial fishing is responsible for at least 50 percent of the weight of plastic marine debris on our coast.

There are no rational options other than to confront the marine debris problem; it is an international issue and in the case of Alaska a problem that originates in foreign countries or from offshore fisheries largely controlled by foreign or Lower 48 fishing companies. Clearly MARPOL Annex V, the international treaty that bans plastic dumping on the ocean, must be strengthened and its prohibitions strongly enforced. There is virtually no enforcement now.

The preventable sources of marine debris such as poor onshore waste management, intentional dumping, harmful commercial fishing practices, and reckless commercial shipping can be addressed through education and the imposition of taxes and fines to internalize the cost of removing derelict fishing gear or lost shipping cargo.

However, marine debris will always be a problem because of natural disasters, container spills, and shipwrecks. Sustained support for aggressive industrial scale debris removal is critical. All Federal and State land management agencies with coastal habitat must include funding for maintenance clean ups in their annual budgets. They must not have the discretion to ignore this issue. Plastic debris cannot continue to pile upon coastal habitat. It is not inert; it will pollute and harm sensitive habitat and wildlife for generations.

The Federal Government must take the lead by facilitating an international response and providing significant funding to remove debris that has already landed on our shores. Conservatively it will take at least \$100 million to clean the most heavily impacted Alaskan shorelines. We recommend that additional Federal money for marine debris removal be directly granted to State agencies such as Alaska's Department of Environmental Conservation.

Thank you.

[The prepared statement of Mr. Pallister follows:]

Gulf of Alaska Keeper  
Senate Environment and Public Works Subcommittee Testimony

Gulf of Alaska Keeper members began conducting large-scale marine debris cleanups in 2002. In 2006, we organized as a 501(C)(3) nonprofit to tackle the marine debris problem in the Gulf of Alaska, a region of approximately six hundred thousand-square miles. That would cover an area from Maine to Florida to Kansas. Over 9 years, GoAK crews removed 1.5 million pounds of plastic debris from 1500 miles of relatively accessible and protected Gulf of Alaska shorelines. In the past three years, GoAK's cleanup efforts have focused on the more remote and rugged outer coast where the marine-debris density is up to 30 tons of plastic per mile. In 2015, GoAK and partners collected an additional 1 million pounds of plastic from less than 60 miles of that shoreline. Cleanup costs on these remote beaches can surpass \$100,000 per mile. Thousands of miles remain to be cleaned.

GoAK's marine debris work has received significant support from NOAA's Marine Debris program, the Exxon Valdez Oil Spill Trustee Council, the Government of Japan, the Alaska Legislature, the Alaska Department of Environmental Conservation, private foundations, corporations and individuals. There is no long-term dedicated funding. Consequently, cleanup organizations cannot properly plan or capitalize projects. Several Alaska organizations conduct marine debris cleanups, debris monitoring, and public awareness campaigns, but GoAK is the most active Alaskan organization and the only one whose primary focus is on marine debris remediation and removal. In addition to cleanup projects, GoAK also conducts an extensive marine-debris monitoring program and collaborates with the College of William and Mary and the University of Alaska Anchorage researchers studying the biological impacts on marine wildlife caused by the noxious chemicals, particularly phthalates, leaching from plastic marine debris.

An astounding amount of marine debris covers the Gulf of Alaska coast. Countless shipwrecks, immense quantities of creosote treated piling and power poles, loads of treated lumber, metal navigation buoys, massive metal fuel tanks and steel drums litter the shoreline. However, the most insidious debris is the vast quantity of plastic that blankets large swaths of the Gulf of Alaska coast. In a triage forced by limited resources, GoAK primarily focusses on plastic debris removal.

Plastic marine debris has several primary sources. Over 50% of the plastic debris by weight on Gulf of Alaska beaches is commercial fishing debris such as lines, nets, packing bands, fish totes, plastic pallets, crates, baskets, pot gear and buoys. Consumer products ranging from tiny plastic cosmetic beads to large appliances vastly outnumber all other plastic debris. Natural disasters such as floods, typhoons and tsunamis inject millions of tons of plastic debris into the Western Pacific, much of which ends up on Alaska's shores. Much of that debris is polystyrene and polyurethane plastic foam that is 30 to 40% of the debris by volume. Much of the foam debris is from structures destroyed by natural disasters, but a sizeable component is from freezer holds of sunken fishing vessels, lost refrigerated shipping containers, cargo spills, aquaculture buoys and deliberate dumping in the waters of developing countries. Shipping-container spills and other shipwrecks add tons more hard-plastic debris. Deliberate dumping is a

significant factor, as is debris flushed into the Pacific when typhoons, floods and other storms occur in countries with poor waste management.

Plastic marine debris pollution is one of the most significant environmental issues of our time. Everywhere scientists search in the marine environment, they find plastic debris, or the chemical components of plastic. Plastic marine debris extends from the floor of the deepest ocean through the water column to the surface. Particles of plastic are imbedded in the ice surrounding the North Pole. Every coastal shoreline has a fringe of plastic debris, from sub-micron particles to giant blocks of polyurethane or styrene foam. Monstrous pools of plastic debris circle in giant mid-ocean gyres, spewing out shore-bound debris when disturbed by storms. Nearly all marine organisms tested by scientists contain plastic particles or carry a biological load of harmful plastic chemicals. From the tiniest plankton to the greatest whales, plastic marine debris is exacting a largely unrecognized but terrible environmental toll. As scientists increasingly link the ingestion of plastic chemicals with harmful health impacts, plastic debris potentially threatens the viability of commercial fisheries. Consumption of plastic-tainted seafood and subsistence resources such as contaminated seabirds and their eggs threatens human health. Alaska's rich fisheries, among the world's most productive, could suffer devastating environmental and economic blows from plastic debris.

The Alaska Pacific tidal shoreline exceeds 30,000 miles. The Gulf of Alaska's intertidal habitat, awash in plastic debris, is a highly productive Class 1 ecosystem that provides spawning grounds and rearing nurseries for rich offshore fisheries. Plastic marine debris is a clear threat to this prolific system.

While the entire marine environment suffers from this man-made catastrophe, the Gulf of Alaska's rich coastal ecosystem has been hurt much more than most. The Ocean Conservancy recently identified China, Thailand, the Philippines, Vietnam, and Indonesia as the five countries responsible for the greatest contribution to the marine-debris problem. Judging by the amount of South Korean plastic debris on Alaskan beaches, South Korea also belongs in this group. All these countries fringe the South China Sea or abut the Western Pacific. Due to an unfortunate confluence of currents, storms and geography, the Gulf of Alaska's expansive coast receives a massive amount of the discarded plastic debris from these countries. However, while these countries and natural disasters are responsible for approximately 90% of the consumer plastic debris by volume on Alaska's beaches, remember that commercial fishing is responsible for at least 50% of the weight of plastic marine debris on our coast. We are all to blame for the marine debris problem.

There are no rational options other than to confront the marine debris problem. This desecration of the oceans must stop. How? This is an international issue and in the case of Alaska is a problem that originates in foreign countries or from offshore fisheries largely controlled by foreign or Lower 48 fishing companies. Clearly, MARPOL Annex V, the international treaty that bans plastic dumping in the ocean, must be strengthened and enforcement of its prohibition strongly supported. There is virtually no enforcement now. The preventable sources of marine debris such as poor onshore waste management, intentional dumping, harmful commercial fishing practices, and reckless commercial cargo-shipping industry practices can be addressed through education and the imposition of taxes to internalize the

cost of cleaning up derelict fishing gear or lost shipping-container cargo. Public education can help reduce the use of plastics and promote appropriate disposal and recycling options.

However, even with perfect education and compliance, marine debris will always be a problem because of natural disasters, container spills and shipwrecks. Support for aggressive industrial-scale initial debris removal is critically important on an ongoing basis. All federal and state land-management agencies with coastal habitat must be required to include funding for maintenance cleanups in their annual budgets. They must not have the discretion to ignore this issue. Plastic debris cannot continue to pile upon critical intertidal habitat. It is not inert. It will pollute and harm sensitive habitat and wildlife for generations.

Because of the international component of the marine-debris problem, particularly in Alaska, the Federal government must take the lead on this issue by facilitating an international response and providing significant funding to remove the debris that has already landed on our shores. Conservatively, it will take at least \$100,000,000 to clean the most heavily impacted Alaskan shorelines. While GoAK strongly supports NOAA's Marine Debris Program, we recommend that additional Federal money for marine-debris removal be provided in block grants directly to state agencies such as Alaska's Department of Environmental Conservation.

Adapted from Proofs for publication in Archives of Environmental Contamination and Toxicology (in press 2016):

**TISSUE PHTHALATE LEVELS CORRELATE WITH CHANGES IN IMMUNE GENE EXPRESSION IN A POPULATION OF JUVENILE WILD SALMON**

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**ABSTRACT**

Phthalates have detrimental effects on health and have been shown to dysregulate the immune system of mammals, birds, and fish. We recently reported that di(2-ethylhexyl) phthalate exposure reduces the abundance and inhibits the proliferation of rainbow trout (*Oncorhynchus mykiss*) IgM<sup>+</sup> B lymphocytes and expression of secreted immunoglobulin heavy-chain mu transcripts in an *in vitro* culture system. We proposed that phthalates act as immunomodulators by modifying the normal B cell-activation pathways by accelerating B cell differentiation while suppressing plasmablast expansion, thus resulting in fewer IgM-secreting plasma cells. This hypothesis was tested here in an *in vivo* field study of juvenile Dolly Varden (*Salvelinus malma*) from a plastic-polluted lake in the Gulf of Alaska. Fish tissues were analyzed for both phthalate levels using liquid chromatography-coupled tandem mass spectrometry and for changes in immune gene expression using reverse transcriptase-real time polymerase chain reaction. Results showed that fish with higher tissue levels of di(2-ethylhexyl) phthalate, di(*n*-butyl) phthalate, and/or dimethyl phthalate expressed significantly fewer secreted and membrane-bound immunoglobulin heavy-chain mu and Blimp1 transcripts in their hematopoietic tissue. This suggests that *in vivo* uptake of phthalates in fish changes the expression of B cell-specific genes. **Chronic exposure to phthalates likely dysregulates normal B-lymphoid development and antibody responses in salmonids and may increase susceptibility to infection. Given the conserved nature of B-lineage cells in vertebrate animals, other marine species may be similarly affected by chronic phthalate exposure.**

Phthalate levels in fish tissues (in ppb):

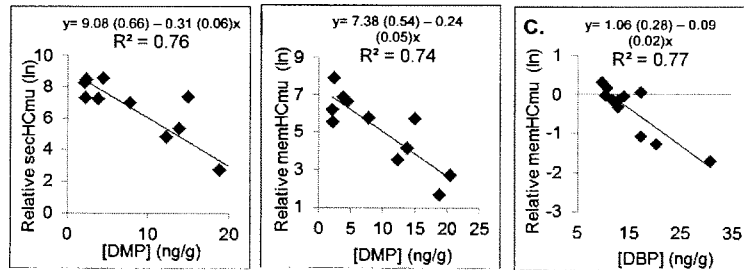
JUVENILES						
	GI		LIVER		MUSCLE	
	Dolly V EI 2013	LOD	Dolly V EI 2014	LOD	Dolly V EI 2014	LOD
DEHP	91.5 +/- 37.0	6.8	97.0 +/- 32.0	1.36	122.3 +/- 24.2	9.8
DMP	9.0 +/- 1.8	6.3	ND	ND	11.1 +/- 0.58	4.1
DBP	87.7 +/- 21.6	2.1	ND	ND	5.6 +/- 1.3	3.9
BBP	18.7 +/- 8.2	4.3	15.1 +/- 5.0	0.96	1.2 +/- 0.28	0.84
DEP	7.8 +/- 4.0	5.6	50.4 +/- 16.7	1.39	<LOD	1.3
DNoP	24.2 +/- 7.5	3.6	<LOD	1.8	ND	
<b>Total:</b>	<b>238.9</b>		<b>162.5</b>		<b>140.2</b>	

ADULTS								
	LIVER Coho		LIVER Halibut		MUSCLE Coho		MUSCLE Halibut	
	PWS 2010	LOD	CI 2010	LOD	PWS 2010	LOD	CI 2010	LOD
DEHP	<LOD	2.4	<LOD	2.4	3.0 +/- 0.92	2.4	4.9 +/- 1.4	2.4
DMP	2.5 +/- 0.8	1.5	<LOD	1.5	<LOD	1.5	<LOD	1.5
DBP	32.6 +/- 29.1	0.13	51.8 +/- 25.2	0.13	8.7 +/- 5.1	0.13	35.8 +/- 25.8	0.13
BBP	<LOD	2	<LOD	2	<LOD	2	<LOD	2
DEP	<LOD	0.67	<LOD	0.67	<LOD	0.67	<LOD	0.67
DNoP	<LOD	1.6	<LOD	1.6	<LOD	1.6	<LOD	1.6
<b>Total:</b>	<b>35.1</b>		<b>51.8</b>		<b>12.0</b>		<b>41.2</b>	

TABLE 1. Phthalate levels in fish tissues. Values are in ng/g tissue and are averages +/- SE. Gastrointestinal: GI. Dolly Varden, DV. EI, Elizabeth Island. CI, Cook Inlet, PWS, Prince William Sound. ND, not done. LOD: Limit of Detection.

Figure 3. Expression of antibody-producing genes in hematopoietic tissues of salmon is reduced in the presence of phthalates (Martins et al, 2016, in press):



Senator SULLIVAN. Thank you, Mr. Pallister.  
Dr. Jambeck, you are next.

**STATEMENT OF JENNA JAMBECK, ASSOCIATE PROFESSOR OF  
ENVIRONMENTAL ENGINEERING, UNIVERSITY OF GEORGIA**

Ms. JAMBECK. Thank you, Chairman Sullivan, Ranking Member Whitehouse. It is truly my honor to be here and my privilege.

What has become evident as I have conducted my research, sailed across the ocean sampling plastic, and visited beaches where plastic is washing up onshore with every wave is that our plastic trash is everywhere. We have heard already you find it in the deep sea and the floating polar ice, from the open ocean gyres to our favorite beaches.

So why do we care about plastic in the ocean? Well, as we have heard already, a lot of implications for wildlife. It entangles whales and seals, it fills the stomachs of our turtles and our albatrosses, and infects even the tiniest animals in our food web.

Plastics also do not biodegrade, so we have heard they fragment. This is what you find on the beach, and it starts to degrade into smaller and smaller particles. This is what washes up on the shore on the beaches and some of the microplastic, and then this is what we pull out of the open ocean. It is about the size of a tip of a pen.

So in order to respond to the scale of this problem we need to understand how much is going into the ocean and our aquatic systems each year. One source from the land is mismanaged waste, and that is made up of litter and inadequately managed waste. A portion of this plastic waste is then blown or washed into our waterways.

So once plastic enters our ocean, it is not visible; it is 70 percent of our planet so in some cases we don't see it; it looks pristine, even. But to understand the potential risk to our oceans we need to understand exposure and impact. Our research informed the exposure side of this equation, so how much plastic is entering the ocean every year. But it also made us ask where is all the plastic going.

So in our last year publication in Science we estimated that 8 million metric tons of plastic entered the oceans in 2010. This is equal to a volume of five grocery size bags filled with plastic for every foot of coastline in the world. So if we see business as usual, so in a projection scenario where we see increasing plastic consumption and population growth, we see this doubling by 2025, to 17 million metric tons and a cumulative input of 155 million metric tons.

So getting the plastic out of the ocean once it is there has a lot of logistical and economic challenges, so knowing the quantities we are dealing with from waste and keeping it out in the first place is important. If you start to fill your bathtub, and you get distracted, and all of a sudden you run back into the bathroom and you see your tub overflowing onto the floor, what are you going to do? In some cases you might pick up something really quick if it is going to get wet, but in most cases you are going to turn off that faucet as soon as possible, and then you are going to address the clean up.



So there are roles for everyone to play in this and finding the most appropriate ways to tackle this problem. So when we see—we talked about this already, looked across our data—we saw a lot of middle income countries with really rapidly developing economies that haven't been able to build their waste management infrastructure because of the waste per person waste generation that happens with economic growth. So that is lagging behind.

But also in high income countries where we have robust waste management practices we still see inputs because of high coastal populations and large per person waste generation rates.

So we know the solutions; we have talked about some. We must cut back on plastic waste generation and increase the amount we capture and manage properly. This sounds simple. We do know how to design and manage waste systems, but waste management is more than just a design challenge, and this is something I talk about. It also has social and cultural dimensions.

So we need global participation from various stakeholders. I think there has been a lot of global diverse interest. Our discussion here today is very important and our work beyond into the future. I am optimistic that we can make headway on this problem.

So increasing reuse and recycling rates of plastic is really important. This can grow with the right economic structure in place to motivate the collection of plastic waste and the reprocessing of it. Yesterday I attended the U.S. Chamber of Commerce Sustainability Forum, and there is a lot of discussion on the concepts of circular economy and a lot of innovative things coming out of that meeting.

I think we can also consider green engineering principles and how we use plastic and what we use it for. We might redesign some products; we might substitute some materials. I think technology is another potential help similar to the marine tracker mobile app that we developed at the University of Georgia with the NOAA marine debris program. And I think there are a lot of other innovations happening in this space.

So one last thing I want you to remember today is that people are behind many of the numbers I gave you. There are people around the world picking up trash off the ground to get enough money to eat for that night. There are people around the world just learning about this issue for the first time. So I think helping every nation develop waste management infrastructure to address the issue is critical. It keeps plastic out of our oceans and also has large economic and public health benefits.

So we hold the key to the solutions to this in the palm of our hands. By changing the way we think about waste, designing products for circular materials management, we can open up new jobs and opportunities for economic innovation. I think in addition we can improve the livelihoods of millions of people all around the world while protecting our waterways, our wildlife, and our ecosystems.

Thank you, Chairman.

[The prepared statement of Ms. Jambeck follows:]

**WRITTEN TESTIMONY OF:**

**Jenna R. Jambeck, Ph.D.**  
**Associate Professor of Environmental Engineering**  
**College of Engineering**  
**University of Georgia**  
**Athens, Georgia**

**BEFORE THE U.S. SENATE COMMITTEE ON ENVIRONMENT AND  
PUBLIC WORKS**

**HEARING: “Marine Debris and Wildlife: Impacts, Sources and Solutions”**

**May 17, 2016**

**Key Points:**

- With few exceptions, global plastic production has increased annually for 65 years and is anticipated to continue this rapid growth. 311 million metric tons of plastic were produced globally in 2014 and an estimated 8 million metric tons enter the ocean every year.
- Plastic waste continues to be an important environmental contamination issue, with implications for freshwater and soils as well as oceans and wildlife. Individual animals ingest and become entangled in plastic, and microplastic is ubiquitous and persistent in the environment. Economic impacts in contaminated areas are evident.
- Interventions and mitigation strategies can occur along the plastic value chain. They must be informed by science and be culturally appropriate. Investment in science and innovation may also spur economic growth in new industries.

**Introduction**

I would like to thank Chairman Sullivan, Ranking Member Whitehouse and the rest of the Fisheries, Water and Wildlife Subcommittee for the opportunity to testify at this hearing to examine marine debris and wildlife, focusing on impacts, sources, and solutions. It is an honor and privilege to be with you today. My name is Jenna Jambeck and I am an Associate Professor of Environmental Engineering at the University of Georgia. I have been conducting research on solid waste issues for 20 years with related projects on marine debris since 2001, especially projects regarding location and spatial analysis of debris, debris quantification and characterization, global plastic waste mismanagement and technology/mobile device usage (mapping, etc.). I have also sampled open ocean plastic sailing across the Atlantic and co-developed the mobile app, Marine Debris Tracker, funded by the NOAA Marine Debris Program. I have presented at three Capitol Hill staffer briefings, a Global Ocean Commission meeting, the 2015 Our Ocean Conference, a 2015 G7 workshop, and at the White House Office of Science Technology and Policy (OSTP). I also serve as the U.S. representative on an Advisory Panel for the United Nations Environment Program Global Partnership on Marine Litter. My testimony today is my opinion, based upon my background and experience in studying marine debris.

### Context

I grew up in the 1970s outside a small town (fewer than 3,000 people) in Minnesota. Like many people at the time, we managed our trash by taking it to the landfill and putting it in ourselves. I always found it fascinating to see what people throw away – and I have seen bowling balls to bologna in landfills. In graduate school, my fascination turned into a passion for studying solid waste management as an environmental engineer. Environmental engineers can also design urban drinking water and wastewater facilities, but to me, solid waste management felt like it most closely involved people. Unlike the small effort required to turn off a faucet or flush a toilet (even a sensor can do this with no human effort), we all have to decide daily what to consume, what materials to use, what *is* and *is not* “solid waste” in our own home, and then whether to give away, discard, compost or recycle unwanted materials. The human component of solid waste management, and the direct interaction with people, is an aspect of my work that continues to be important to me.

In 1976 Congress passed the Resource Conservation and Recovery Act (RCRA) that required the U.S. EPA (typically through the states) to regulate solid and hazardous waste. <sup>1</sup> “Open dumping” was prohibited and replaced by engineered and regulated landfills, composting and recovery systems.<sup>2</sup> RCRA also specifically called for research to inform solutions, including demonstrations and special studies on measures to reduce the generation of waste, waste collection practices, and economic incentives to promote recycling and waste reduction (among other things).<sup>3</sup> Because of RCRA, we had outstanding progress in solid waste management, just in my lifetime. When I heard about our trash ending up in the ocean in 2001, I knew we must be contributing to it from the land, and started down the path of my current research. In this testimony, I am going to illustrate the direct connection between the solid waste (trash) we produce on land and the plastic found in our ocean, recalling that the human component goes hand in hand with local, state, regional, national and international initiatives to address this problem.

### Plastic Marine Debris Introduction

Marine debris has been recognized as a contamination issue for more than 50 years.<sup>4</sup> Recent focus on the issue of trash in our marine environment is now almost exclusively on plastic – why? Plastic is a very useful material and global annual plastic production has increased from 1.7 million metric tons/yr (1950) to 311 million metric tons/yr (2014).<sup>5</sup> Along with a steep increase in production, we have seen a resulting increase in plastic in the waste stream from 0.4% in 1960 to 12.7% in 2012 (by mass) in the U.S.

<sup>1</sup> Resource Conservation and Recovery Act (RCRA) - Public Law 94-580, October 21, 1976, (42 U.S.C. 6901-6992; 90 Stat. 2795), as amended by P.L. 95-609 (92 Stat. 3081), P.L. 96-463 (94 Stat. 2055), P.L. 96-482 (94 Stat. 2334), P.L. 98-616 (98 Stat. 3224), P.L. 99-339 (100 Stat. 654), P.L. 99-499 (100 Stat. 1696), P.L. 100-556 (102 Stat. 2779)

<sup>2</sup> Code of Federal Regulations (CFR) Title 40, Parts 239 – 282

<sup>3</sup> <https://www.epa.gov/aboutepa/new-law-control-hazardous-wastes-end-open-dumping-promote-conservation-resources>

<sup>4</sup> Ryan, P. (2015). A Brief History of Marine Litter Research, in *Marine Anthropogenic Litter*, Bergmann et al. (eds.), Springer, New York, NY.

<sup>5</sup> Plastics Europe, <http://www.plasticseurope.org/Document/plastics---the-facts-2015.aspx>

Most plastics do not biodegrade, but only fragment into smaller, ultimately microscopic, pieces. Polymers that make up the plastics that we commonly encounter are listed in Table 1.

Table 1. Common Polymers, Uses and Density related to Seawater

Polymer	Recycling Number	Sink or Float in Seawater	Common Use(s)
Polyethylene Terephthalate (PET)	1	Sink	Individual beverage bottles, textiles
High Density Polyethylene (HDPE)	2	Float	Gallon jugs, some personal care product and detergent bottles
Polyvinyl Chloride (PVC)	3	Sink	Piping, siding (construction)
Low Density Polyethylene	4	Float	Retail bags, thin film plastic
Polypropylene	5	Float	Bottle caps, yogurt containers, toys
Polystyrene	6	Sink (expanded floats)	Foamed/expanded PS in packaging
Others	7	Nylon sinks	Fishing nets (nylon)

Plastics also contain additives to alter color, texture, shape, form, antimicrobial surfaces, make it flame retardant, and for other properties.<sup>6</sup> The wide variety of available additives results in thousands of different plastic material compounds for particular purposes, creating a diverse array of plastic materials that end up in our trash, which can make recovery and recycling challenging.

Since plastic “degrades” through fragmentation, the result is microplastic (smaller than 5 mm in size) in the environment. Secondary microplastics are formed by the fragmentation of larger items. Primary microplastics are manufactured in these small sizes. Some sources of primary microplastic are resin pellets and microbeads. Resin pellet loss has been addressed by the industry through their Operation CleanSweep program,<sup>7</sup> and recent federal legislation requires a phase out of microbeads in personal care products by 2018.<sup>8</sup> Secondary microplastic is found on our coastlines, in our sediments, and floating in the ocean aggregating in the five oceanic gyres. Using the largest available ocean microplastics dataset, a recent study estimated that 15 to 51 trillion particles, with a mass of 93 to 236 thousand metric tons, are floating on the sea surface globally; this is equivalent to only about 1% of the estimated input of plastic waste to the ocean from land in a single year.<sup>9</sup> Where the remaining plastic debris is in the ocean remains a major unanswered question. The majority of field sampling to date captures only particles larger than approximately one-third of a millimeter in size, but increasing numbers of reports of synthetic fibers (from clothing and woven ropes, for example) in freshwater and marine environments, and even in air, make microfibers an emerging concern.<sup>10</sup> And, while many people think

<sup>6</sup> Additives have been mixed into plastic compounds since they have been in the consumer market: Deanin, R.D. (1975). Additives in plastics, *Environmental Health Perspectives*, 11: 35-39.

<sup>7</sup> <https://opcleansweep.org/>

<sup>8</sup> <https://www.congress.gov/114/plaws/publ114/PLAW-114publ114.pdf>

<sup>9</sup> van Sebille E, Wilcox C, Lebreton L, Maximenko N, Hardesty B D, van Franeker J A, Eriksen M, Siegel D, Galgani F and Law K L 2015 A global inventory of small floating plastic debris, *Environmental Research Letters*, 10 124006

<sup>10</sup> Woodall, L. C., Gwinnett, C., Packer, M., Thompson, R.C., Robinson, L.F., Paterson, G.L. (2015). Using a forensic science approach to minimize environmental contamination and to identify microfibres in marine sediments. *Marine Pollution Bulletin*, 95(1), 40-46; Watts, A.J.R., Urbina, M.A., Corr, S., Lewis, C., Galloway, T.S. (2015). Ingestion of Plastic Microfibers by the Crab *Carcinus maenas* and Its Effect on Food Consumption and Energy Balance, *Environmental Science & Technology*, 49 (24), 14597-14604.

of marine debris as being only in the ocean environment, the Great Lakes are also considered to be contaminated with plastic marine debris and not to be overlooked are inland riverine inputs.<sup>11</sup>

In the last decade, scientific research into marine debris, and especially plastic, has increased.<sup>12</sup> In 2011, a scientific working group was convened at the National Center for Ecological Analysis and Synthesis (NCEAS) led by Dr. Kara Lavender Law (Sea Education Association) and Dr. Steven Gaines (Bren School, UC-Santa Barbara). I was honored to be a part of this working group that spent three and a half years synthesizing data to describe the scale and impact of trash in ocean ecosystems. Nine scientific articles have been produced from this group describing information to date,<sup>13</sup> and advancing the science. The NCEAS work, along with other recent scientific work, has brought attention to the issue of plastic in the oceans further validating action at the global scale by the Global Ocean Commission, U.S. Department of State, G7, Prince of Wales Sustainability Unit and the United Nations.

Similar to RCRA in the 1970's, sound science should be used when determining solutions. Today, we have sufficient evidence to guide action to reduce inputs of plastic into the ocean. In parallel, new scientific information should be created to help us better understand the sources, sinks and impacts of plastic in our oceans.

#### Impacts from Plastic Marine Debris

In 1966, two U.S. Fish and Wildlife Service employees, Karl W. Kenyon and Eugene Kridler, were among the first scientists to document plastic and wildlife interactions when they discovered plastic was consumed by seabird (Albatross) chicks that had died in the Hawaiian Islands National Wildlife Refuge.<sup>14</sup> Since that time, many individuals of a multitude of different species of wildlife have been found to be impacted by marine debris, and especially plastic. Like in the Albatross chicks in 1966, ingestion of and entanglement of debris are the most commonly reported interactions. According to a recent summery paper, the number of marine species with reports of fatal entanglement and ingestion increased from 260 to nearly 700 in fewer than 15 years.<sup>15</sup> A comprehensive critical review of the literature on marine debris impacts was led by Dr. Chelsea Rochman in the NCEAS group. Of the 296 perceived threats of debris to wildlife that were tested, 83% were demonstrated (proven), and 82% of those were from

<sup>11</sup> McCormick, A., Hoellein, T.J., Mason, S.A., Schlupe, J., Kelly, J.J. (2014). Microplastic is an Abundant and Distinct Microbial Habitat in an Urban River, *Environmental Science & Technology*, 48 (20), 11863-11871; Lechner, A., Keckeis, H., Lumesberger-Loisl, F., Zens, B., Krusch, R., Tritthart, M., Glas, M., Schludermann, E. (2014). The Danube so colourful: A potpourri of plastic litter outnumbers fish larvae in Europe's second largest river, *Environmental Pollution*, 188, 177-181,

<sup>12</sup> Ryan, P. (2015). A Brief History of Marine Litter Research, in *Marine Anthropogenic Litter*, Bergmann et al. (eds.), Springer, New York, NY.

<sup>13</sup> I reference some of them in this document, but the full list is available online here: <https://www.nceas.ucsb.edu/projects/12645#>

<sup>14</sup> Kenyon, K. W., & Kridler, E. (1969). Laysan Albatrosses swallow indigestible matter. *Auk*, 86, 339-343, also referenced in Ryan, P. (2015). A Brief History of Marine Litter Research, in *Marine Anthropogenic Litter*, Bergmann et al. (eds.), Springer, New York, NY.

<sup>15</sup> Hardesty, B.D., Good, T.P., Wilcox, C. (2015). Novel methods, new results and science-based solutions to tackle marine debris impacts on wildlife, *Ocean and Coastal Management*, 115: 4-9.

plastic. There is evidence of impacts to individual animals and to assemblages of organisms suggesting decision-makers should take action in order to avoid risk of “irreversible harm.”<sup>16</sup>

Lost fishing equipment (e.g., nets and traps) can “ghost fish,” or drift while continuing to catch fish and kill wildlife. This can have an impact on the fishing and shellfish industry. One study in Puget Sound alone analyzed 870 recovered “lost” gillnets and found 31,278 invertebrates (76 species), 1036 fishes (22 species), 514 birds (16 species), and 23 mammals (4 species); 56% of invertebrates, 93% of fish, and 100% of birds and mammals were dead when recovered.<sup>17</sup> When experts were asked which marine debris item poses the greatest risk to marine life, fishing-related gear ranked first, followed by balloons and plastic bags.<sup>18</sup>

Marine debris can present physical hazards to shipping, boating, fishing and industrial systems by blocking navigation, fouling boat propellers, clogging water intakes or blocking pumping systems. Coastal tourism is also affected by marine debris and other litter. In the 1980s, when medical waste was found on some beaches, communities lost millions of dollars from a decline in tourism and increased costs for beach cleanup maintenance.<sup>19</sup> A 2014 study by the NOAA Marine Debris Program in Orange County, CA found that 1) residents are concerned about marine debris, and it significantly influences their decisions to go to the beach, 2) No marine debris on the beach and good water quality are the two most important beach characteristics to them, and 3) Avoiding littered beaches costs Orange County residents millions of dollars each year. If the debris were reduced by just 25%, it would save residents roughly \$32 million dollars in reduced travel to other beaches.<sup>20</sup> UNEP estimates the financial damage of plastics to marine ecosystems globally is \$13 billion each year.<sup>21</sup>

Plastic also hosts an entire microbial community termed the “plastisphere.”<sup>22</sup> Plastic can transport non-native species and provide habitat for microbes that might not otherwise thrive, but we don’t yet know the full extent of this microbiome on ocean microbiology or the broader ocean ecosystem. Plastics in the ocean are associated with chemicals. This includes organic compounds like flame retardants, pesticides, and polychlorinated biphenyls (PCBs) that accumulate on the plastic from surrounding water. It also

<sup>16</sup> Rochman, C.M., Browne, M.A., Underwood, A.J., van Franeker, J.A., Thompson, R.C., Amaral-Zettler, L.A. (2016). *Ecology*, 97(2), 302-312.

<sup>17</sup> Good, T.P., June, J.A., Etnier, M.A., Broadhurst, G., (2010). Derelict fishing nets in Puget Sound and the Northwest Straits: Patterns and threats to marine fauna, *Marine Pollution Bulletin*, 60(1), 39-50.

<sup>18</sup> Wilcox, C., Mallos, N., Leonard, G.H., Rodriguez, A., Hardesty, B.D. (2016). Using expert elicitation to estimate the impacts of plastic pollution on marine wildlife, *Marine Policy*, 65 (2016), 107-114.

<sup>19</sup> NRC (National Research Council) Committee on Shipborne Wastes, Clean Ships, Clean Ports, Clean Oceans, National Academy Press, Washington D.C., 1995.

<sup>20</sup> Chris Leggett, Nora Scherer, Mark Curry and Ryan Bailey, Assessing the Economic Benefits of Reductions in Marine Debris: A Pilot Study of Beach Recreation in Orange County, California, Industrial Economics, Inc., for the NOAA Marine Debris Program, 2014.

<sup>21</sup> Raynaud, J. (2014). Valuing Plastic: The Business Case for Measuring, Managing and Disclosing Plastic Use in the Consumer Goods Industry, UNEP, Plastic Disclosure Project, Trucost.

<sup>22</sup> A recent summary article that references multiple scientific references on this: Samoray, C. (2016). Ocean’s plastics offer a floating fortress to a mess of microbes, *Science News Magazine*, February 9, 2016; Zettler, E.R., Mincer, T.J., Amaral-Zettler, L.A., (2013). Life in the “Plastisphere”: Microbial Communities on Plastic Marine Debris, *Environmental Science & Technology*, 47 (13), 7137-7146.

includes the additive ingredients of the plastic that can leach into the surrounding environment. Thus, plastic can transport these compounds around the world and be another potential source of contaminants to wildlife.<sup>23</sup> Some of the additives to plastic have come under question for toxicity<sup>24</sup>, but we don't yet know the full impact they have on aquatic systems.<sup>25</sup> Still, there has been evidence of the transfer of chemicals from plastic to fish in the lab, causing liver toxicity and impacting functions of the endocrine system and to other organisms in the field.<sup>26</sup> Plastic particles and fibers have also been found in the stomachs of fish, and in shellfish sold for human consumption.<sup>27</sup>

#### **Input into the Ocean from Mismanaged Plastic Waste**

In the NCEAS group, as we started compiling information about sources and inputs of plastic into the ocean, we quickly concluded that mismanaged solid waste (trash) made up a large portion of the input. Other inputs include, but are not limited to, commercial fishing gear, shipping, recreational boating and fishing, and catastrophic events. Our first objective was to quantify mismanaged waste from land. To make the estimate of plastics entering the ocean from waste management, we developed a comprehensive framework (Figure 1).

Our methods for this estimate were to look at per person waste generation rates in 2010 from 192 countries with a coastline in the world. Because people's activities nearest the coast are responsible for most of the plastic going into the water, we limited our analysis to a 50km strip of the coastline. From there, we looked at what percent of that waste is plastic, and what percentage of that is mismanaged waste (which means litter or when waste is not captured and dumped on the land). From there we had three scenarios of input into the ocean: low, mid and high.

The results were that in 2010, we estimate that 275 million metric tons (MMT) of plastic waste was generated in 192 countries. Of that, 99.5 MMT of this waste was generated within 50km of the coastline, and 31.9 MMT was mismanaged. We then estimated that between 4.8 and 12.7 MMT (a mid-

<sup>23</sup> Same as note 6. Plus, a good overview is Rochman, C. (2015). The Complex Mixture, Fate, and Toxicity of Chemicals Associated with Plastic Debris in the Marine Environment, in *Marine Anthropogenic Litter*, Bergmann et al. (eds.), Springer, New York, NY.

<sup>24</sup> For example, antimicrobial – Yueh, M. and Tukey, R.H. (2016). Triclosan: A Widespread Environmental Toxicant with Many Biological Effects, *Annual Review of Pharmacology and Toxicology*, 56: 251-272; flame retardants – Agency for Toxic Substances and Disease Registry, Toxic Substances Portal - Public Health Statement for Polybrominated Diphenyl Ethers (PBDEs), September 2004 (accessed May 11, 2016) <http://www.atsdr.cdc.gov/phs/phs.asp?id=899&tid=94>

<sup>25</sup> Teuten, E. L., Saquing, J. M., Knappe, D. R. U., Barlaz, M. A., Jonsson, S., Björn, A., ... Takada, H.. (2009). Transport and Release of Chemicals from Plastics to the Environment and to Wildlife. *Philosophical Transactions: Biological Sciences*, 364(1526), 2027–2045.

<sup>26</sup> Rochman, C.M., Hoh, E., Kurobe, T., The, S.J., (2013). Ingested plastic transfers hazardous chemicals to fish and induces hepatic stress, *Scientific Reports* 3, No. 3263; Rochman, C.M., Kurobe, T., Flores, I., The, S.J., (2014). *Science of the Total Environment*, Vol. 493, 656-661; Jang, M., Shim, W.J., Han, G.M., Rani, M., Song, Y.K., and Hong, S. H. Styrofoam Debris as a Source of Hazardous Additives for Marine Organisms, *Environmental Science & Technology*, Article ASAP, DOI: 10.1021/acs.est.5b05485

<sup>27</sup> Rochman CM, Tahir A, Williams SL, et al. Anthropogenic debris in seafood: Plastic debris and fibers from textiles in fish and bivalves sold for human consumption. *Scientific Reports*. 2015;5:14340.

scenario of 8 MMT) reached the oceans<sup>28</sup> (Figure 1). This annual input of plastic is equal to 5 grocery-size bags filled with plastic going into the ocean along every foot of coastline in the world. When we look at what drives the amount of plastic that goes into the ocean in this model, the biggest factor is the population density in the coastlines – the number of people generating plastic waste within 50 kilometers of the sea. Next, how much of what all those people throw away is mismanaged and accidentally ends up in the ocean?

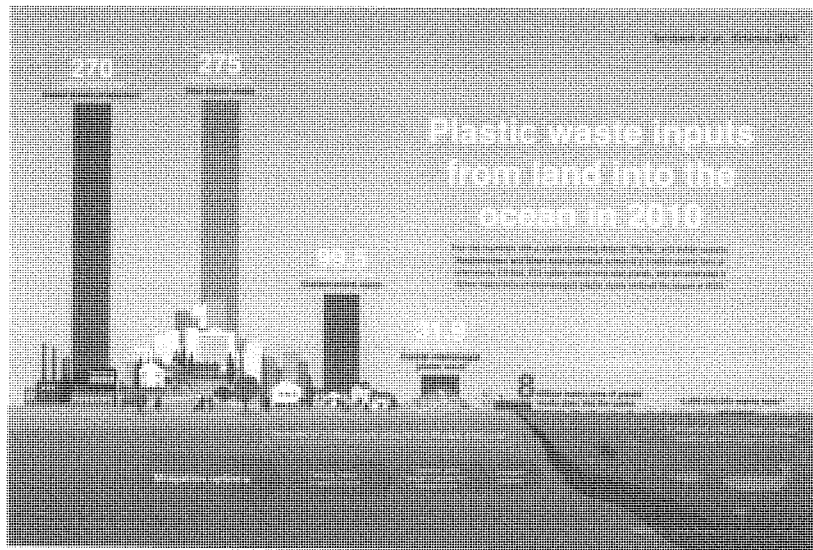


Figure 1. Plastic Waste Inputs from Land into the Ocean in 2010

What countries you will find near the top of the list are mostly middle income countries with rapidly growing economies that have not yet been able to develop waste management systems to handle the increase in waste generation that comes along with economic growth. The U.S. is one high income country on the list, and while our waste management systems are well-designed and very effective, and the only mismanaged waste is from litter, we have a large coastal population and a large waste generation rate. If we look to the future, and assume a business as usual projection with growing populations, increasing plastic consumption and increased waste generation, but no increase in capture of waste, by 2025, the 8 million metric tons doubles – with a cumulative input by 2025 of 155 million metric tons.

<sup>28</sup> Jambeck, J.R., Andrady, A., Geyer, R., Narayan, R., Perryman, M., Siegler, T., Wilcox, C., Lavender Law, K., (2015). Plastic waste inputs from land into the ocean, *Science*, 347, p. 768-771.



As a parent, I have often filled the bathtub for my kids. Imagine doing this and getting distracted, then returning just as the tub begins overflowing. What do you do first? More than likely you would *not* start mopping and cleaning up the floor – you would turn off the faucet to stop the flow, and then address the clean-up. However, if you saw a precious item on the floor with water running towards it, you might quickly grab that item. Thus it is with plastic in the ocean. Our primary goal is to stop the flow, but there are also problematic items to also be removed now (e.g., derelict fishing gear and accumulation zones like in Alaska and Hawaii).

Once plastic is in our oceans, it becomes a global issue and poses great logistical and economic challenges to get it out. In addition, the plastic is not always visible (although we find it everywhere we look, we have only quantified a fraction in our ocean compared with what is going in), so understanding potential risk to our ecosystems requires two things: 1) understanding the impact and 2) understanding the exposure. Our recent estimate of plastic entering the oceans informs the second part – exposure, just how much plastic is going into the ocean? But it also makes us ask – where is all the plastic going? While we know action will help “turn off the faucet” of plastic input (see potential interventions, below), there are still gaps in the sources, distribution, fate and impacts of plastics in the ocean that need more research if we want to continue to move forward in addressing this issue based upon science.<sup>29</sup>

#### Interventions and Mitigation Strategies

To be effective at mitigation, we need effective communication and collaboration -- from the production of plastic, through its end of life. Imagine the flow chart below as a pipe. Right now plastic is flowing down this pipe to the ocean (which is like a black hole at this point). But we can look at the point just before it enters the ocean as our last chance. What is the concentration of plastic that we want to see there? Where limits have been set (Trash Total Maximum Daily Loads (TMDLs), for example) this is zero. Now that we have a goal, the rest of the intervention strategies can happen anywhere along that pipeline (value chain), opening up opportunities for creativity and innovation (with appropriate resources).

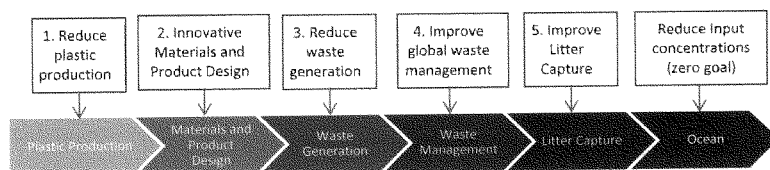


Figure 2. Intervention and Mitigation Strategies along some Points in the Plastic Value Chain

I'll now discuss some potential intervention points identified in Figure 2 in a bit more detail.

<sup>29</sup> A good recent review of why it is important to move forward with science –based solutions is provided in Rochman, C. (2016). Strategies for reducing ocean plastic debris should be diverse and guided by science, *Environmental Research Letters*, 11 014006.

### 1. Reducing plastic production

Plastic production is one of the “book ends” of the plastic value chain. Other than a few of the past 65 years, global plastic production has increased annually, and is anticipated to continue to do so into the near future. Although it comes from fossil fuels for the most part, and is produced from monomers that come from the processing of oil and natural gas, these monomers (e.g., ethylene and propylene) are used to make many different compounds, not just polymers. As long as other common chemicals are made, it is likely that polymers will continue to be made as well. And, as economies around the world continue to develop, packaged goods become more prevalent. Unless the industry changes its own course, this stage is mostly influenced if levers in other stages are pushed (e.g., demand is decreased for other reasons along the value chain).

### 2. Innovative Materials and Product Design

New materials development and product design take time to advance, so these activities need to be happening now – and they are, but even more time and resource investment is needed. Overall, I think Green Engineering principles,<sup>30</sup> if followed during material development and product design, would help to avoid many of the externalities of plastic that we are dealing with currently. In addition, circular economy concepts, emerging all over the world now, will be important to also apply to plastic materials. Both of these guiding principles promote “bio-benign” materials – non-toxic materials, ultimately with the capability of biodegrading *and* being recycled. Materials and products made with more homogenous compounds would make recycling more efficient and effective. Materials and products can be designed to retain their value, for collection, recovery and recycling. Several of these concepts are outlined in Ellen MacArthur Foundation’s report on the “The New Plastic Economy: Rethinking the future of plastics,” which focuses specifically on packaging.<sup>31</sup> The University of Georgia is combining environmental engineering and polymer chemistry in a New Materials Institute with centers on biodegradable polymers and circular materials management to develop and test materials with the intention of reducing the flow of plastic into the ocean. Capitol Hill has seen innovation in the Think Beyond Plastic Innovation Showcase on Capitol Hill (2015).<sup>32</sup> And as a corporate example, Lego, a company who has used the same plastic material (ABS) since its Lego bricks were created in 1932, announced a 1 billion DKK investment to establish a Sustainable Materials Center to find a replacement for ABS for their Lego bricks by 2030.<sup>33</sup>

### 3. Reduce Waste Generation

In places like the U.S., where we already have relatively high per person waste generation rates, we can examine methods of waste reduction. For example, some of us have the luxury of being able to make

<sup>30</sup> <http://www.acs.org/content/acs/en/greenchemistry/what-is-green-chemistry/principles/12-principles-of-green-engineering.html>

<sup>31</sup> <https://www.ellenmacarthurfoundation.org/publications/the-new-plastics-economy-rethinking-the-future-of-plastics>

<sup>32</sup> <http://www.thinkbeyondplastic.com/#lcapitol-hill-event/civj>

<sup>33</sup> <http://www.lego.com/en-us/aboutus/news-room/2015/june/sustainable-materials-centre>

choices about single use items we use daily. The majority of us have access to clean drinking water infrastructure so we can use a reusable water bottle, reusable coffee mug, bring a reusable bag to the grocery store, and say “no” to straws (or get reusable ones). These seem like small and mundane things, but what our research on plastic input showed is that since population density is such a big driver of these inputs, just one small choice, taken collectively, can make a big difference. There is a bit of a “chicken and egg” scenario here though, consumers can make choices, but they also need availability and access to those choices. For example, it might be hard to not buy bottled water if you don’t have access to a drinking fountain or water filling station. But this is also where policies regarding specific items of concern can provide motivation. Waste reduction can also occur from participation in new collaborative and sharing economies. These new paradigms are emerging and technology and social media are helping to move them forward. People are choosing to own less and “share” more. It started with car and bike shares, but has expanded to tools, and even clothing. As people become more aware of the issue of plastic in our environment, they are demanding companies reduce waste themselves, and help provide the right choices and infrastructure for people to reduce their own waste generation.

#### **4. Improve Waste Management Globally**

Improving waste management globally could go a long way to keeping a large mass of plastic out of the ocean (realizing mass is not the only meaningful metric for plastic – volume, count, shape, or impact to wildlife are other metrics). For example, in our *Science* paper the top 20 countries’ mismanaged plastic waste encompassed 83% of the total input in 2010. But with a combined strategy, in which total waste management is achieved in the 10 top-ranked countries and plastic waste generation is capped, a 77% reduction could be realized by 2025. That sounds simple. We know how to design waste management systems, but in light of the context I gave at the beginning, waste management is much more than just a design challenge, it also has social and cultural dimensions. So we need to work together at a combination of local and global initiatives, and we need global participation from various stakeholders along the entire value chain of plastic. Per person waste generation is coupled with economic development and, in many cases, the waste stream has fairly quickly changed characteristics to include more plastic. There are still many people in both the U.S. and globally that are unaware of the consequences of plastic in our aquatic environment.

Globally, innovation and creativity is needed in this space and people are heeding the call. Large, global NGOs are partnering with local groups in areas of concern to try to implement culturally appropriate mitigation strategies. Infrastructure is being integrated into existing informal waste management sectors in the hopes of continuing and improving people’s livelihoods. U.S.-based groups can help in efforts for this global problem by connecting with groups who are trying to address these issues in their own countries, and there is a lot of work to be done. Some concepts that can be drivers in this area: zero waste (reduce disposal or destruction of waste to as close to zero as possible) and product stewardship (waste management responsibility is shared or is the entire responsibility of product manufacturers). Plastic reuse and recycling can grow if the right economic structure is in place to motivate the collection of plastic waste and its reprocessing. Many local groups in global communities need some added support to elevate and expand what they are already doing to bring it to scale.

### 5. Litter Capture

Litter capture and collection is the last point to keep materials from entering the ocean. It is reserved for mostly the litter that occurs from inadvertent littering, lack of awareness and behavior issues. After outreach and education to prevent litter in the first place, there are street sweeping, municipal litter clean-up programs and stormwater catchment systems, all which will only be conducted in their respective jurisdictions. An innovative example of a final catchment device is the Baltimore Water Wheel.<sup>34</sup> Operated off of mechanical and solar energy in Baltimore Harbor, “Mr. Trash Wheel” has booms that skim the surface of the harbor and direct the floating trash to the conveyer system that removes it from the water and places it into a dumpster to be managed properly.

Non-governmental organization and volunteer cleanups to remove litter have been occurring for years. These events certainly help to keep litter from entering the ocean, and they are also a source of data. The Ocean Conservancy’s International Coastal Cleanup is now in its 30<sup>th</sup> year and it not only helped to remove 96,000 tons of debris from beaches, but it has spread awareness and education as well. In 2011, my colleague Dr. Kyle Johnsen and I co-developed a mobile app called Marine Debris Tracker at the University of Georgia funded by the NOAA Marine Debris Program. The Marine Debris Tracker mobile app and citizen science program allow for the collection of global standardized data at a scale, speed, and efficiency that wasn’t previously possible<sup>35</sup> It also spreads awareness and education about this issue wherever it is used. Individuals all over the world have helped to clean-up over 910,000 items creating 97,500 data entry points – by simply hitting a few buttons on their mobile phone to tell us what they found. User metrics provide a ranking and our largest group user is the Georgia Sea Turtle Center protecting and caring for Sea Turtles on Jekyll Island, GA and our largest individual user is in Omaha, NE (not far from the Missouri River) where he has collected over 82,000 pieces of litter alone, over the past 4.5 years. We, along with our app users, have fostered an online community through social networks – everyone is supportive of each other’s efforts and individuals know that they are a part of a large global effort. There is now enough (opportunistic) data in the database to start to examine characteristics and trends based upon the spatial and temporal data provided by our extremely dedicated users.

#### The U.S. can be a Global Leader in Addressing this Issue

Once plastic enters the ocean, it quickly becomes a global problem. The United Nations Environment Program has been addressing this issue through the Global Partnership for Marine Litter, with resolutions anticipated out of a meeting later this month. But the U.S. should be a leader in addressing this global issue, and it has in some ways. The U.S. Department of State has worked on this issue through the G7 and Our Oceans conference. The NOAA Marine Debris Program started in 2006 with the Marine Debris Reduction Act (reauthorized in 2012) and is one of the few agencies to provide grant assistance to community groups and research. The U.S. EPA has a Trash Free Waters Program that has expanded recently in bringing in partners and pilot sites around the U.S. NOAA and the U.S. EPA (chair and vice chair, respectively) lead the Interagency Marine Debris Coordinating Committee (IMDCC), a

<sup>34</sup> <http://baltimorewaterfront.com/healthy-harbor/water-wheel/>

<sup>35</sup> Jambeck, J.R., Johnsen, K. (2015). Marine Debris Tracker: Citizen-based Litter and Marine Debris Data Collection and Mapping, *Computing in Science and Engineering*, 17(4), 20-26; <http://www.marinedebris.engr.uga.edu/>

multi-agency body responsible for streamlining the federal government's efforts to address marine debris. Representatives meet to coordinate a comprehensive program of marine debris activities and make recommendations for research priorities, monitoring techniques, educational programs, and regulatory action. The IMDCC participants are the U.S. Army Corps of Engineers, U.S. Navy, U.S. Coast Guard, U.S. Fish and Wildlife Service, Bureau of Safety and Environmental Enforcement, Department of Justice, Environmental and Natural Resources Division, Department of State, Office of Marine Conservation, and the Marine Mammal Commission. Another group that has worked on U.S.-based marine debris issues is the National Fish and Wildlife Foundation. While U.S. scientists, universities, and research groups are at the forefront of the science of marine debris, there have only been a few research grants funded through the National Science Foundation and NOAA. Even while a multitude of domestic agencies and research groups have been working on this issue, resources are limited for addressing this issue and meeting our goals in being global leaders. Multi-agency cooperative programs could further advance the science of marine debris while also providing future economic benefits through startup companies and whole new industries.

#### **Summary**

Some key points are:

- With few exceptions, global plastic production has increased annually for 65 years and is anticipated to continue this rapid growth. 311 million metric tons of plastic were produced globally in 2014 and an estimated 8 million metric tons enter the ocean every year.
- Plastic waste continues to be an important environmental contamination issue, with implications for freshwater and soils as well as oceans and wildlife. Individual animals ingest and become entangled in plastic, and microplastic is ubiquitous and persistent in the environment. Economic impacts in contaminated areas are evident.
- Interventions and mitigation strategies can occur along the plastic value chain. They must be informed by science and be culturally appropriate. Investment in science and innovation may also spur economic growth in new industries.

As environmental engineers, we manage all solid waste that comes our way. But by connecting our activities on land with what ends up in our oceans, and through that awareness, realizing that we should be thinking about end-of-life in materials development and product design stages, we can shift the paradigm of "waste" to materials management. Also, the worldwide interest on this topic has put the spotlight on global solid waste management infrastructure needs, and so we need to collectively come up with creative, socially and culturally-appropriate mitigation strategies. Helping every nation develop waste management infrastructure to address this issue is critical. It not only keeps plastic out of the oceans, but also has large economic and public health benefits.

We hold the key to this problem in the palm of our hands. By changing the way we think about waste, designing products for their end-of-life management, valuing secondary materials, collecting, capturing and containing our waste, we can open up new jobs and opportunities for economic innovation, and in addition, improve the living conditions and health for millions of people around the world while protecting our oceans.

**WRITTEN TESTIMONY OF:**

**Jenna R. Jambeck, Ph.D.**  
**Associate Professor of Environmental Engineering**  
**College of Engineering**  
**University of Georgia**  
**Athens, Georgia**

**BEFORE THE U.S. SENATE COMMITTEE ON ENVIRONMENT AND  
PUBLIC WORKS**

**HEARING: "Marine Debris and Wildlife: Impacts, Sources and Solutions"**

**May 17, 2016**

**Questions answered by request (letter dated June 10, 2016)**

**Question from Senator Whitehouse:**

Please share your top five recommendations for how Congress can best support research, cleanup, or prevention efforts to combat marine debris.

**Thank you for the opportunity to further provide information for the record. In my opinion, Congress can best support research, cleanup, or prevention efforts to combat marine debris by:**

1. Research has been challenging in this topic-area, since it is so interdisciplinary, it has not fit into one research category. There has been very little funding from traditional research agencies, like the National Science Foundation (NSF) (five or fewer grants funded that I am aware of). Funding has primarily come from the NOAA Marine Debris Program, which is still a very small program. While the Interagency Marine Debris Coordinating Committee (IMDCC) provides communication between the participating agencies, there are no resources to coordinate research projects to answer science questions that can influence policy. Therefore, funding the current agencies and initiatives, as well as new research through other agencies would provide science to mitigate this issue through the entire value chain of plastic (e.g., fate and transport of plastic in the environment, new materials and product design), which can provide economic innovation and growth, and also inform policy.
2. As was discussed at the hearing, derelict fishing gear is one of the most critical types of debris to clean up. Supporting the development of a program (through an agency) for fisherman to drop off gear that is broken or that they find could help this program (providing collection and disposal in areas where DFG has an impact). NOAA Marine Debris Program "Fishing for Energy" or similar could continue and/or expand.
3. To support prevention domestically, Congress could support legislation to reduce waste generation to reduce leakage of especially plastic packaging (and those items found in typical beach cleanups), as well as, for example, product stewardship initiatives to increase the collection and value of waste.
4. To support prevention internationally, we can look into import and export of products and waste to evaluate if there are 1) ways our exported waste is impacting other countries and 2)

ways our trade-agreements can influence other countries improvement of environmental standards, including solid waste management.

5. Show support for global initiatives to assist with the improvement of waste management infrastructure development around the world (e.g., with world development banks, NGOs and industry), along with technology and knowledge transfer to other countries on solid waste management through, for example, the U.S. State Department and participation in the United Nations Environment Program Global Partnership on Marine Litter.

Senator SULLIVAN. Thank you, Dr. Jambeck.  
Mr. Mallos.

**STATEMENT OF NICHOLAS MALLOS, DIRECTOR, TRASH FREE SEAS PROGRAM, OCEAN CONSERVANCY**

Mr. MALLOS. Good morning, Mr. Chairman and members of the Committee. My name is Nick Mallos, and I serve as the Director of Ocean Conservancy's Trash Free Seas program. I am honored to be here to speak to the Subcommittee about the growing problem of marine debris, and today I hope to convey, first, the magnitude of the problem, the need for more research, and the need for systemic solutions.

Plastic debris exists in every region of the ocean. More than 8 million metric tons of plastic now enter our ocean every year. And if current trends continue the ocean could contain as much as 1 ton of plastic for every 3 tons of fin fish by 2025.

As a marine biologist I have been fortunate to see firsthand the harm caused by plastic debris. Plastic has impacted more than 690 species of marine wildlife worldwide. For example, plastic bags block or rupture the stomachs of sea turtles like the Kemp's ridley in the Gulf of Mexico.

Plastics in the digestive systems of the Pacific oysters of the Northwest reduce reproductive ability by nearly 50 percent. And albatross chicks on Midway Atoll starve or choke on plastic bottle caps like the very ones you see here from Midway that their parents feed them after foraging from thousands of square miles of Pacific Ocean surface waters.

For more than 30 years Ocean Conservancy has been at the forefront of the marine debris dialogue, working to tackle it from every angle. Beginning on the South Padre Island, Texas, beach in 1986, our International Coastal Cleanup has mobilized people all across America and more than 150 countries around the world around a single focus: keep trash off of our beaches, out of our waterways and the ocean.

Since the Cleanup's inception, more than 225 million items of trash, weighing more than 110,000 tons, have been removed from our beaches and waterways. Working with these volunteers we have been able to construct the Ocean Trash Index, and item-by-item, location-by-location data base highlighting the most persistent forms of marine debris. It is the largest data base of its kind.

Consistently, plastic items are the most common debris found, making up 84 percent of all debris items collected during the clean up. Plastics also pose the greatest threat to our ocean and our people. However, clean ups alone are not enough. We also need to stop trash from getting to the beach in the first place.

Given that in 2011 Ocean Conservancy founded the Trash Free Seas Alliance with partners like Dow, Procter & Gamble, and the World Wildlife Fund to unite thought leaders from industry, conservation, and academia to create pragmatic real world solutions to the issue of plastic debris. The Alliance is focused on a significant role that a lack of waste management in developing economies plays in plastic waste leaking into the ocean. Our 2015 report, *Stemming the Tide*, found that active efforts to improve waste



management in just five southeast economies could reduce the amount of plastic entering our ocean globally by nearly 50 percent.

Stemming the Tide also stresses that efforts to minimize the amount of waste we are generating in the first place must begin now to fully address the threat of plastic debris. To its credit Congress has long recognized this threat to our oceans by creating the Marine Debris Program at NOAA, funding clean activities all around the United States, and recently passing legislation banning plastic microbeads.

But I am here to tell you more action is needed to build better data driven policy solutions to stop plastic from entering the ocean in the first place. This need is well articulated in a letter to the Trash Free Seas Alliance from leading marine scientists around the world. A copy of that letter is included in my written statement for reference.

Put simply scientists and policymakers need to know more about where plastic debris originates, where it goes once in the ocean, what happens to it when it is there, and what impact it is having on the ecosystem. Better understanding in these four key areas will help us refine and design the most effective solutions. For this purpose we encourage Congress to fund more research.

However, we already know enough to act now. We need to work globally to support programs that improve waste management and that minimize the amount of waste being generated to keep all types of marine debris from entering the environment in the first place.

Finally I would like to share with the Subcommittee these letters from more than 10,000 concerned citizens throughout the country in support of immediate action to address the growing threat of marine debris to ocean health. I respectfully request they be included in the hearing record.

Senator SULLIVAN. Without objection.

Mr. MALLOS. Again, I would like to thank the Committee for inviting me to testify on this important issue, and I look forward to answering any questions you may have. Thank you.

[The prepared statement of Mr. Mallos and the referenced information follow:]



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**Written Testimony of Nicholas J. Mallos, Director, Trash Free Seas<sup>®</sup>,  
Ocean Conservancy**

**Before**

**The United States Senate Environment and Public Works Committee  
Subcommittee on Fisheries, Water and Wildlife of the Environment  
and Public Works**

**Hearing on**

**Marine Debris and Wildlife: Impacts, Sources and Solutions**

**May 17, 2016**

Good morning. Thank you for inviting me to speak with you about the preponderance of plastics that are gathering in our seas and on our coastlines, affecting fisheries, marine mammals and potentially human health. My name is Nicholas Mallos, and I am director of Ocean Conservancy's Trash Free Seas® program. Ocean Conservancy works across sectors, bringing businesses, conservationists and governments together to address systemic challenges and find lasting solutions. In all we do, we work with a range of partners to find scalable, implementable solutions that make a difference for the ocean and the communities that depend upon it. Ocean Conservancy is supported by a diverse funding base that currently includes individual donors, public and private foundations, corporations and U.S. government support.

Plastic debris exists in every region of the ocean from consumer products floating in the ocean's five major gyres to fibers buried in deep sea sediments and from microplastics embedded in Arctic sea ice to a wide diversity of plastics found on beaches worldwide. Today, I intend to convey the need for a new, interdisciplinary research agenda to better explain the scale and scope of the impact of plastics on marine ecosystems so that better-informed policies can confront these risks. Advancing this science requires a funding commitment from decision-makers who recognize that controlling plastic inputs to ocean ecosystems is a necessary condition for the ocean to provide the services upon which we depend.

More than 13 million short tons (12 million metric tons) of plastics now enter the ocean every year, and without intervention, the ocean could contain as much as 1 ton of plastics for every 3 tons of finfish by 2025. When plastics enter the ocean, they do not decompose. They become brittle and break down by mechanical means, fragmenting into smaller and smaller pieces over time, persisting even at the microscopic level. The resulting microplastics (generally less than 5 millimeters in size, roughly the width of a pencil) are more likely to be ingested by small ocean animals and filter feeders, like oysters and scallops, which purify up to 50 gallons (189 liters) of water per day per animal.

#### **IMPACTS ON OCEAN WILDLIFE AND THE ECONOMY**

Plastic debris of all sizes impacts many elements of marine life. More than 690 species of marine wildlife have been documented to be impacted by plastic debris, from the smallest zooplankton to the largest marine mammals. Sea turtles are particularly at risk since they often mistake plastic bags and other forms of plastics as food. A 2015 study published in *Global Change Biology* calculated that more than half the world's sea turtles have ingested plastics. This research followed on the heels of a separate study that estimated nearly all of the world's seabirds would be contaminated by plastics by 2050 without prompt intervention. Sea turtles along the east coast of the United States are among those at greatest risk, especially the olive ridley species. This species of turtle has a broad diet and tends to selectively ingest plastics that look like sea jellies and other floating animals. The researchers also determined that as little as 0.5 grams of ingested plastics, a mass equal to ¼ teaspoon of sugar, can kill a juvenile turtle. Contamination rates for sea turtles have increased over time with 52 percent of the world's remaining sea turtles presently having plastics in their digestive systems. For seabirds, 62 percent presently have plastics in their digestive systems.

As a marine biologist, I have witnessed firsthand the contamination and damage posed by plastic debris far too many times. In 2010, I completed an assessment of plastics' impacts on marine wildlife inhabiting Midway Atoll in the Northwestern Hawaiian Islands. Part of the Papahānaumokuākea Marine National Monument, Midway Atoll is one of the most remote islands in the world, situated nearly 2,100 miles from the closest population center in Honolulu. Despite its isolation, each year nearly 5 short tons (4.5 metric tons) of plastic debris is brought onto Midway solely from the stomachs of adult albatross. Mothers and

fathers forage at sea for weeks in search of fish eggs, squid and other prey in hopes of nourishing their newly hatched chicks that wait anxiously hundreds or even thousands of miles away. However, all too often they return to Midway with a bounty of plastic debris. Unlike their parents, albatross chicks do not possess the ability to regurgitate; thus, once consumed, plastics are often fatal to chicks through a variety of mechanisms including starvation, stomach rupture or asphyxiation.

By analyzing the stomach contents of one of the many thousand deceased albatross chicks, I further deconstructed the plastic-albatross relationship. The stomach contents of this one albatross included nine plastic bottle caps, two strands of dental floss, one five-inch orange fishing float, 103 miscellaneous plastic pieces, six pumice stones and 60 squid beaks—the latter two items being the only naturally occurring components of an albatross diet. The total mass of the bird's synthetic stomach contents was roughly 100 grams—about the same mass as a quarter-pound hamburger.

When broken down into micro-particles (less than 5 millimeters) plastics can become doubly dangerous in the marine environment. The chemical compounds added to plastics during production can leach into surrounding environments, and the harmful substances already present in the water can attach to plastic surfaces. While perhaps counterintuitive, as plastic debris fragments into smaller pieces, the total surface area of plastic debris concentrates background levels of chemical contaminants in seawater up to a million-fold. These contaminants include coolant fluids such as polychlorinated biphenyl (PCB), insecticides such as dichlorodiphenyltrichloroethane (DDT) and flame retardants, among others. Studies have shown the most common chemical contaminants impact animal health and human health. Once ingested, they accumulate up the food chain, ultimately collecting in the seafood that humans eat, thus making marine debris a potential human health issue.

Globally, roughly half of the world's human population relies on seafood for 20 percent of the animal protein in their daily diets. Plastic debris is not a "coastal issue," but a global issue as seafood is shipped and consumed all over the world. And with as many as 51 trillion pieces of microplastics estimated to be circulating in the ocean globally, risk of fishes and shellfish ingesting plastics is high. In 2015, Dr. Chelsea Rochman assessed the presence of plastic debris in the global seafood supply. Samples were taken from markets in Makassar, Indonesia, and from Half Moon Bay, California. In Indonesia, debris was found in 28 percent of individual fish and in 55 percent of all species. Similarly, in California, debris was found in 25 percent of individual fish and in 67 percent of all species. Plastic debris was also found in 33 percent of individual shellfish sampled. A 2016 study published in the *Proceedings of the National Academy of Sciences* revealed that ingested plastics so adversely affected the Pacific oyster's digestive systems that their ability to reproduce was reduced by almost 50 percent.

Plastic debris also poses a threat to the U.S. economy through its negative impacts to the domestic and international fishing industries and the global seafood trade that relies upon them. The Brookings Institution valued the economic contributions of the U.S. fishing industry at \$90 billion annually and supporting 1.5 million jobs. Globally, the cost of plastic debris in the ocean is conservatively estimated at \$13 billion per year, according to the United Nations Environment Programme (UNEP), and this includes the impact to the fishing industry. The environmental and economic harms of plastic debris have been well known to Ocean Conservancy since its beginning.

**INTERNATIONAL COASTAL CLEANUP® AND SCIENCE**

For more than 30 years, Ocean Conservancy has been at the forefront of the marine debris problem, tackling it at every point in the pollution vector. Beginning on the beach of South Padre Island, Texas, in 1986, Ocean Conservancy's International Coastal Cleanup® (Cleanup) is an unparalleled effort that mobilizes people in all 50 states, the District of Columbia and U.S. territories, and more than 150 countries around the world toward a single purpose: Keep trash off of the beach and out of waterways and the ocean. Beginning with 2,800 participants in 1986, nearly 800,000 volunteers now turn out annually to do their part to collect marine debris data and ensure trash never has a chance to enter the ocean and threaten marine wildlife, like the Kemp's ridley sea turtle which relies on the Gulf of Mexico waters along South Padre Island as vital habitat.

Since the Cleanup's inception, more than 11.5 million volunteers have recorded and removed greater than 225 million individual items of trash weighing in excess of 110,000 short tons (100,000 metric tons). The data are compiled by Ocean Conservancy and aggregated to create the Ocean Trash Index, an item-by-item, location-by-location database of the most persistent forms of trash littering our beaches and ocean. The Ocean Trash Index is the largest such database of its kind. Yet, this database offers only a glimpse into the problem. Globally, the magnitude of debris far exceeds what is documented during the Cleanup because much of the world's coastline remains undocumented.

Over the decades of collecting information, items made of plastic have always been at the top of the list. Plastics make up roughly 84 percent of all items collected during the Cleanup. Every year, the 10 most common items found are predominantly the plastic items we use in our everyday lives to eat, drink and recreate. Plastic bags, beverage bottles, bottle caps and lids and an array of other single-use, disposable plastic products are found in greater abundance than other items. This sheer volume of plastic debris is almost incomprehensible, and there is considerable economic cost passed on to state and local governments to remove marine debris from their riverbanks and coasts. However, the greater damage is ecological.

Scientific literature is replete with anecdotal information of marine wildlife impacted by marine debris items. However, derelict fishing gear, including nets, fishing line, traps and buoys, were found to pose the greatest overall threat across all types of marine wildlife, largely through entanglement, in a 2016 study published in *Marine Policy*. Given that fishing gear is purposefully designed to catch animals, this result is not surprising, but it does suggest that focused attention is needed to reduce the threat of derelict fishing gear on marine species. Among the other items examined in the study, plastic bags emerged as the next most impactful item for marine wildlife. Non-plastic debris items are found only at the bottom of this list. The results of this work suggest a comprehensive approach to plastic debris is needed, given that a whole host of plastic products endanger marine life.

While data supporting the conclusion that negative impacts of plastic debris on both ocean and wildlife health is increasing steadily, little data has existed until recently on how much material is entering the ocean and from where it is coming. Up to 80 percent of marine debris is thought to come from land-based sources, and rivers are a primary vector by which material moves from land to the sea. A major new analysis published in the journal *Science* in February 2015 quantified—for the first time—the global scale of the problem and identified the scope of what must be done to stem the tide. As part of a scientific working group at the National Center for Ecological Analysis and Synthesis (NCEAS) at the University of California, Santa Barbara, Dr. Jenna Jambeck and colleagues showed that more than 13 million short tons (12 million metric tons) of plastic debris enter the ocean each year. This is three orders of magnitude

greater than what can be found floating in the ocean gyres, and it is equivalent in mass to the yearly, global tuna harvest.

#### **COLLABORATION ON GLOBAL SOLUTIONS**

Plastic debris is a global phenomenon. No country or region can claim to be untouched by the issue; all 192 countries with coastal access contribute to the problem, but research now exists that suggests a significant proportion of this plastic debris enters the ocean from a relatively concentrated geography. The majority of it comes from rapidly developing economies where there is a mismatch between the amount of plastics being used and the capacity of the in-country waste management system to handle this influx of waste. Currently, more than half of global plastic debris originates from five countries in Southeast Asia: China, Indonesia, the Philippines, Vietnam and Sri Lanka. This is not deliberate, but rather an unintended consequence of rapid development that will soon surface in other countries in Asia and Africa. However, there is only one global ocean; and, thus, large plastic debris inputs from Southeast Asia travel via Pacific surface currents and ultimately threaten wildlife and commerce in the U.S. Exclusive Economic Zone.

In 2013, I traced 75 percent of debris sampled on remote Alaskan coasts (Gore Point, Hallo Bay, and Kodiak Island) to Asia by identifying the country/language associated with the brands of the debris, underscoring the interconnectedness of the Pacific. Thus, while the largest sources of plastic debris may be “out of sight” across the Pacific, these inputs ultimately threaten the robust fisheries and marine wildlife that depend on the Gulf of Alaska, Bristol Bay and the Bering Sea. Consequently, stopping plastic debris from entering the ocean from rapidly developing economies must be a major component of marine debris solutions for the United States.

At its core, however, plastic debris is not an ocean problem; it is a people problem. And because people are at the center, this means we can solve it if we have the vision and the courage to confront the problem head-on. Everyone has a role to play: individuals, scientists, governments and businesses. Ocean Conservancy founded the Trash Free Seas Alliance® (Alliance) in 2011 to unite thought leaders from industry, conservation and academia to create pragmatic, real-world solutions focused on the measurable reduction of plastic debris. Building upon the growing body of science on plastic debris, Ocean Conservancy and its Alliance partners conducted rigorous, in-country analyses in key plastic debris geographies focusing on the scale and realities of waste management needs, specifically targeting the factors that lead to plastic debris leakage into the ocean. Ocean Conservancy’s 2015 report, *Stemming the Tide*, identified plastic debris leakage points where, if active efforts were initiated now, we could reduce plastic debris entering the ocean by 45 percent globally by 2025. *Stemming the Tide* stresses that efforts to mitigate, manage and minimize plastic debris must begin now and be implemented simultaneously to effectively eliminate threats to marine wildlife and commercially valuable species.

The plastic debris challenge facing our marine environments is immense, but solutions built on the actions of individuals, businesses and elected officials are at hand. More robust science is a critical foundation upon which to build data-driven policy solutions to stop plastics from entering the marine environment—a goal for which we all must strive. Solutions will be most effective, however, when based on a regionally specific understanding of the sources, distribution, fates and impacts of plastics in the ocean. Leading scientists around the world stand ready to confront this challenge, but additional financial resources are vitally needed to fund robust science to quantify the risk of plastic debris to ocean health and human well-

being. Doing so is critical if policymakers are to ensure the ocean continues to provide the goods and services upon which citizens depend.

#### **THE PATHWAY FORWARD**

As outlined in detail in an open letter dated February 2, 2016, from 14 leading marine scientists to the Trash Free Seas Alliance®, scientists and policymakers urgently need more information in four broad priority areas: the sources, distribution, fates and impacts of plastics in the ocean. The current state of knowledge provides a high level understanding about the quantities and impacts of plastics entering the ocean; what is needed is an even more refined understanding. In particular, determining the consequences of microplastics in wild and farmed fish and shellfish for human consumption is imperative to ensure healthy and sustainable fisheries in the United States for future generations.

We thank the Congress for passing the Marine Debris Research, Prevention and Reduction Act of 2006 which authorized the creation of the Marine Debris Program (MDP) within the National Oceanic and Atmospheric Administration (NOAA). The NOAA MDP has been instrumental in informing and catalyzing marine debris research and solutions in the United States and abroad. Current funding level for the NOAA MDP, however, is not adequate to meet these new research needs. We respectfully request the Congress to consider increasing funding to support research in this important area. This investment will enable NOAA to advance independent research into the four priority areas identified by the marine debris science community.

I thank the Senate Committee on Environment and Public Works for inviting me to provide testimony about marine debris today. Ocean Conservancy stands ready to continue its work protecting the health of American consumers, supporting the fishing industry, cleaning up our riverbanks and coastlines, and serving as a leader in the international arena to solve the issue of accumulating plastic debris in our oceans.

APPENDIX A

February 2, 2016

Dear Members of the Trash Free Seas Alliance:

As members of the scientific community with expertise on plastic debris in the ocean, we thank you for your ongoing leadership to address this growing pollution problem. We are pleased that you recognize that rigorous science must be the foundation upon which effective interventions are based. We greatly appreciate the Alliance's efforts to raise awareness about the need for more independent science and the financial resources to do so.

As you well know, the amount of mismanaged plastic waste entering the ocean continues to grow, having already caused substantial economic and environmental damage. This issue gained global notoriety among industry and policymakers in February 2015 when *Science* published a groundbreaking study that quantified both the mass and distribution of land-based inputs of plastic waste into the global ocean.

Marine litter is now viewed by the G7 leadership as one of the primary threats<sup>1</sup> to healthy and sustainable oceans. There is growing interest from local officials, national decision-makers and international leaders to devise and implement effective public and private sector policies to address the impacts of ocean plastic pollution. These solutions will be most effective when based on an accurate understanding of the sources, distribution, fates and impacts of plastics in the ocean. As independent scientists, we stand ready to meet this challenge, but additional financial resources are vitally needed to fund robust science to quantify the risk of plastic debris to ocean health and human well-being. Doing so is critical if policymakers are to ensure the ocean continues to provide the goods and services upon which we depend.

Fundamental knowledge gaps exist in four areas: the sources, distribution, fates and impacts of plastics in the ocean. A refined understanding in all four categories is critical to developing effective policies to reduce inputs and prevent impacts of plastics on ocean health.

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<sup>1</sup> Independent science has shown that plastic debris is distributed throughout the world's oceans, from the ocean surface to the deep sea, from the equator to the sea ice in the Arctic, and from the high tide mark to the farthest reaches of the open ocean. As many as 51 trillion pieces of microplastic now circulate in the oceans globally. Plastic debris is found inside a wide variety of marine wildlife, from small invertebrates to large whales, including many species of fish and seafood that humans consume. At last count, 690 different species have encountered plastic debris with primary risks including entanglement, ingestion and chemical contamination. Derelict fishing gear, plastic bags, disposable cutlery and balloons are thought to pose the greatest threat to seabirds, sea turtles and marine mammals. An estimated 8 million metric tons of plastic waste flows into the ocean yearly from the land. While all countries with coastal access contribute, nearly 60% of the total originates from just 5 rapidly developing nations in Asia. Plastics in the ocean are primarily the result of limited and ineffective waste management infrastructure (including insufficient financing) in those countries where plastics consumption is outpacing the ability of local communities to handle the waste. Biodegradable and oxo-degradable plastics are not a solution to plastics in the ocean, as their widespread adoption could make the problem even worse by accelerating the process of microplastics formation.



We recommend new resources be focused on the following key areas:

*Sources:*

- Undertake fine-scale, quantitative assessments of the terrestrial and maritime sources of plastic waste to the ocean, and the fluxes of different plastic materials between marine reservoirs.
- Develop a better understanding of the mechanisms by which materials escape waste management and how they move to the ocean, including the role of rivers and watersheds as conduits from land to the sea.

*Distribution:*

- Develop robust and efficient technologies to detect and quantify plastic debris globally on coastlines, at the sea surface and on the seafloor. This will require determining the size-frequency distribution of plastic debris from nanoparticles to large debris such as derelict fishing gear and debris from natural disasters.
- Identify "hot spots" of plastics accumulation that could have negative impacts on marine life or the ocean ecosystem, or that might be target areas for clean-up activities.
- Resolve the apparent disparity between the large yearly input of plastics to the ocean and the relatively small amount that can be accounted for at the ocean surface.

*Fates:*

- Perform quantitative assessments of the fates of plastics in the ocean from sources to sinks, with a focus on transformations within and pathways between coastal regions, the deep sea and the marine biota.
- Develop a mechanistic understanding of the means by which large plastic items degrade into microplastics, including the relative importance of physical and biological processes and the time scales of breakdown.

*Impacts:*

- Apply a risk assessment framework (integrating both exposure and impact) to quantify the risk of plastics to marine wildlife and human health, now and in the future.
- Measure the exposure of farmed and wild seafood species to plastics in the marine environment.
- Quantify the body burden, individual fitness and population consequences of toxicants in marine wildlife from the ingestion of plastics versus other routes of exposure.

Thank you again for your leadership in confronting the impact of plastic pollution in the world's oceans. As scientists, we remain dedicated to advancing the knowledge needed to solve this environmental problem.

Sincerely,

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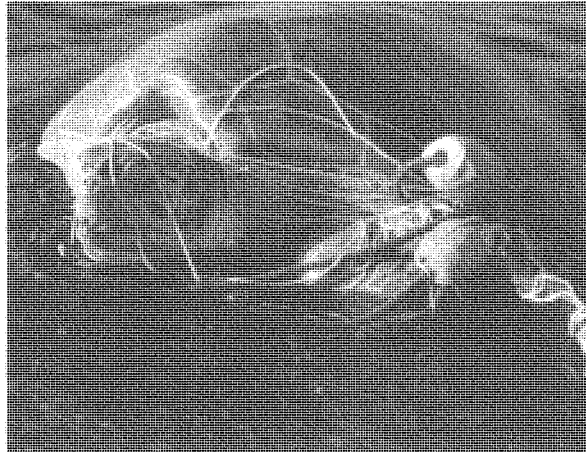
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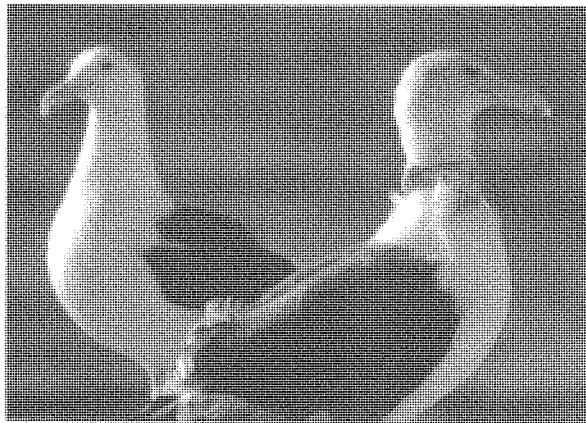
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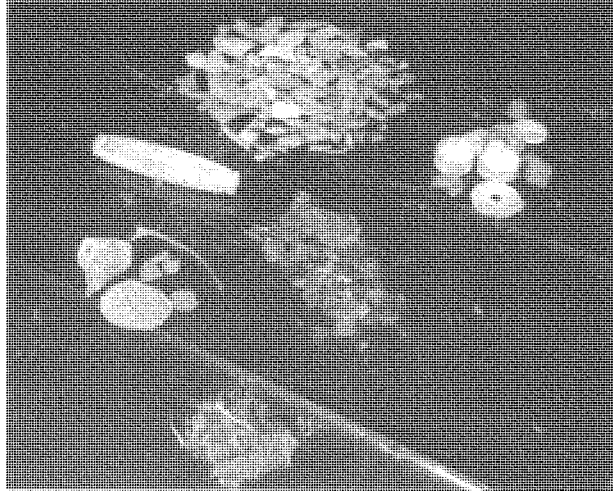
APPENDIX B



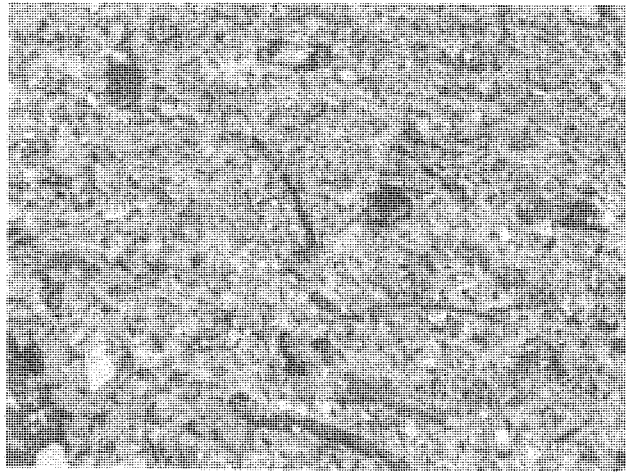
*Sea turtle caught in derelict fishing net.*  
Photo © NOAA.



*Gull with can stuck around neck in San Francisco.*  
Photo taken by Nina Kristin Nilsen/Marine Photobank.



*Stomach contents of deceased and examined albatross on Midway Island.  
Photo taken by Nicholas Mallos.*



*More than 84,000 pieces of plastic sampled from a 1 square meter quadrat of Kamilo Beach, Hawaii.  
Photo taken by Nicholas Mallos.*



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May 17, 2017

*Stand with Scientists to Help Sea Life*

Dear U.S. Senators,

Ocean plastics are a problem that affects us all. From our fisheries to our beaches to our protected environments; ocean plastics are a cause of concern for all Americans.

As ocean advocates, we'd like to thank the Senate for passing the U.S. Marine Debris Research, Prevention and Reduction Act of 2000, which authorized the creation of the Marine Debris Program (MDP) within the National Oceanic and Atmospheric Administration (NOAA). The NOAA MDP has been instrumental in informing and catalyzing marine debris research and solutions in the United States and abroad.

In order to stem the tide of ocean plastics, however, more action is required by Congress. We believe that Congress should:

- Increase funding for independent research on ocean plastics;
- Encourage the U.S. Department of State in its engagement of international partners to address the global ocean plastics problem; and
- Identify opportunities to partner with industry for sustainable solutions.

We commend the Senate Environment and Public Works Committee for bringing sorely needed attention to this issue. With your leadership, we hope that this hearing will be just the beginning of concerted action against the problem of ocean plastics, and that together we can work toward a future of trash free seas.

Sincerely,

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**Senate Environment and Public Works Committee  
Subcommittee on Fisheries, Water, and Wildlife  
hearing entitled, "Marine Debris and Wildlife: Impacts, Sources, and Solutions."  
May 17, 2016  
Questions for the Record  
Director Nicholas Mallos**

**Senator Whitehouse:**

**Please share your top five recommendations for how Congress can best support research, cleanup, or prevention efforts to combat marine debris.**

1. Increase funding for scientific research on the sources, distribution, fates, and impacts of plastic waste in the ocean.
2. Emphasize the need for more research on the consequence of plastics in fish and shellfish for human consumption.
3. Support international efforts to establish waste management in geographies where plastic waste inputs to the ocean are currently largest.
4. Promote the International Coastal Cleanup to maximize constituent participation and foster increased awareness about the threat of ocean plastic.
5. Encourage public space recycling at all locations where public waste receptacles are deployed.



Senator SULLIVAN. Great. Thank you. That was great testimony. Mr. Stone, you have 5 minutes for your oral testimony.

**STATEMENT OF JONATHAN STONE, EXECUTIVE DIRECTOR,  
SAVE THE BAY**

Mr. STONE. Thank you, Mr. Chairman and Senator Whitehouse and members of the Committee, for the opportunity to be here today on this important topic. I am going to share with you a slightly different perspective on the marine debris problem.

Our organization, Save the Bay, was founded in 1970 and is the largest environmental group in Rhode Island, which, again, we are a small State, so that may not be saying too much. But we are a major force in the environmental community in southern New England. Our mission is to protect and improve Narragansett Bay.

Much like the estuaries up and down the eastern seaboard, Narragansett Bay is one of the largest estuaries in New England and has been designated by the Federal Government as an estuary of national significance. Again, like other estuaries along the East Coast, the Bay is an important recreational and commercial resource for literally millions of people. It is also an important natural resource and habitat for commercial and recreational fisheries, hundreds of species of birds, marine mammals, shellfish, and other marine animals.

Probably most relevant to this conversation more than 2 million people live in the 1,600-square-mile Narragansett Bay watershed. More than 90 percent of Rhode Island's population lives within a 10-minute drive of the coast.

Marine debris is a significant pollution problem in Narragansett Bay and along Rhode Island's south coast, and as Nick spoke of a few minutes ago Save the Bay participates each year in the Ocean Conservancy's International Coastal Cleanup. We organize clean ups led by volunteers across the State in southern New England each and every year.

Last year, on a single weekend, almost 2,200 volunteers collected nearly 10 tons of trash along 65 miles of coastline, and I can tell you that virtually none of that came from the Pacific Ocean. That is a local, local problem. So the point I would like to emphasize for this Committee today is that this is not just an international problem; it is a local problem.

The next chart, the pie chart, highlights the many types of trash and debris we remove each year, everything from derelict fishing gear and tires to tens of thousands of plastic cigarette butts. I remember back in the day cigarette butts weren't plastic; they biodegraded. Now they are plastic; they do not biodegrade. We collect beverage containers, food wrappers, and on and on and on.

Most insidious and disturbing is the rapid accumulation of thousands upon thousands of fragments of plastic waste as it breaks down over time into smaller particles. These are virtually impossible to clean up and accumulate year after year. I have a very short video here to illustrate the point. Hopefully it will play here.

[Video played.]

Mr. STONE. Marine debris is a human health and safety hazard. It also degrades Rhode Island's iconic beaches and coastline, which attract millions of visitors each year and drive economic activity in

our State. It harms animal species that inhabit the Bay. It has been observed, for example, that nesting osprey chicks suffer when they get tangled in fishing line that the osprey parents have used to construct the nest. Small bits of plastic, as you have heard from other panelists today, are ingested by fish and birds, and important coastal habitats are damaged by plastic debris.

Most disturbing of all, marine debris is a chronic problem. It is not a problem without solution. There are solutions. In Rhode Island specifically we know that marine debris is caused by two things—illegal dumping and littering and polluted stormwater runoff. The solution to the stormwater problem is to capture runoff in order to filter and clean it before it reaches the waterways, the Bay and the coast. This requires investments in ongoing maintenance in stormwater infrastructure.

The Federal Government plays an important role through the Department of Transportation the U.S. EPA to encourage States to develop stormwater management programs and to assist States in the design, construction, and maintenance of stormwater infrastructure.

Our experience in Rhode Island is that stormwater improvements have additional benefits that go far beyond marine debris including reducing beach closures due to bacterial contamination, protecting drinking water supplies, reducing localized flooding, making neighborhoods more pleasant and livable.

Thank you very much for your attention to this important topic. I appreciate the opportunity to be here.

[The prepared statement of Mr. Stone follows:]

Save The Bay

May 17, 2016

Senate Environment and Public Works Committee

Jonathan Stone, Executive Director

Testimony on Marine Debris

Thank you, Senator Whitehouse and members of the Committee for the invitation to testify at this important hearing.

My name is Jonathan Stone. I am the Executive Director of Save The Bay, located in Providence, Rhode Island. Save The Bay was founded in 1970 and is the largest environmental group in Rhode Island. Our Mission is to protect and improve Narragansett Bay.

The Bay is the largest estuary in New England and has been designated by the Federal Government as an estuary of national significance. Like most other estuaries along the east coast, Narragansett Bay is an important recreational and commercial resource for millions of people. It is also an important natural resource and habitat for commercial and recreational fisheries, hundreds of species of birds, marine mammals, shellfish, and other marine animals. More than 2 million people live in the 1600 square mile Narragansett Bay watershed. More than 90% of Rhode Island's population lives within 10 miles of the coast.

Marine debris is a significant pollution problem in Narragansett Bay and along Rhode Island's south coast.

In September each year we participate in the Ocean Conservancy's International Coastal Cleanup. Last year on a single weekend, 2199 volunteers collected 19,469 lbs of trash and debris along 65 miles of coastline. Every year, we remove many different types of trash and debris— everything from derelict fishing gear and tires, to tens of thousands of plastic cigarette butts and beverage containers, to food wrappers and packaging. Most insidious and disturbing is the rapid accumulation of thousands upon thousands of fragments of plastic waste as it breaks down over time into smaller and smaller particles.

Marine debris is a human health and safety hazard. It degrades Rhode Island's iconic beaches and coastline, which attract millions of visitors each year and drive economic activity. And, it harms animal species that inhabit the Bay. It has been observed that nesting osprey chicks suffocate when they get tangled in fishing line that the parent osprey used to construct the nest. Small bits of plastic are ingested by fish and birds. And important coastal habitats are damaged by plastic debris.

Most disturbing of all, marine debris is a chronic problem. In Rhode Island, specifically, we know that marine debris is caused by two things: illegal dumping and littering, and polluted stormwater run-off.

The solution to the stormwater problem is to capture run-off in order to filter and clean it before it reaches waterways, the Bay and the coast. This requires investments and ongoing maintenance in stormwater infrastructure. The Federal Government, through the Department of Transportation and the Environmental Protection Agency, plays an important role in encouraging states to development stormwater management programs; and assisting states in the design, construction and maintenance of stormwater infrastructure.

Our experience in RI is that stormwater improvements have additional benefits that go far beyond marine debris, including reducing beach closures due to bacterial contamination; protecting drinking water supplies; reducing localized flooding; and, making neighborhoods more pleasant and livable.

Thank you for your attention to this important topic.



June 22, 2016

Ms. Elizabeth Olsen  
 Senate Committee on Environment and Public Works  
 410 Dirksen Senate Office Building  
 Washington, DC 20510

Dear Ms. Olsen,

Save The Bay appreciates the opportunity to offer suggestions as to how Congress might best support research, clean-up, and prevention efforts to combat marine debris. Our perspective is informed by the pervasive and serious problems along the East Coast and Gulf Coast of 1) trash washed into streams, rivers, bays, and estuaries via stormwater run-off; 2) littering along the shoreline and on the water; 3) illegal dumping of trash; and 4) lost, damaged and/or abandoned commercial and recreational fishing gear. We offer the following suggestions for Congressional consideration:

1. Increase federal dollars for Environmental Protection Agency grant programs that specifically support and incentivize municipal stormwater management programs and green infrastructure investments, and to encourage and leverage new municipal funding streams, such as stormwater enterprise funds, to combat the stormwater problem.
2. Establish tighter guidelines governing the expenditure of federal transportation dollars to ensure adequate investment in stormwater infrastructure and requiring implementation of "green" infrastructure designs unless they are demonstrated to be impractical or cost prohibitive.
3. Review, update, and align federal Department of Transportation design, engineering and construction standards with stormwater management "best practices" as promulgated by the Environmental Protection Agency.

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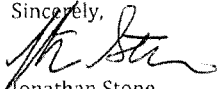
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4. Ensure that a portion of federal gasoline tax dollars returned to states to boating and fishing (boat ramps, public fishing piers, etc.) are eligible to be allocated to a) public education regarding proper disposal of trash and b) beach clean-up and derelict fishing gear recovery efforts.
5. Provide federal Department of Transportation dollars to states for signage and other public education tools to discourage littering and enhance awareness of polluted stormwater impacts on water quality.

Thank you for your consideration of these recommendations.

Sincerely,



Jonathan Stone  
Executive Director

cc: Senator Whitehouse  
Senator Reed  
Representative Langevin  
Representative Cicilline

Senator SULLIVAN. Well, thank you, Mr. Stone.

I want to thank all of you for your outstanding testimony and what you do beyond the testimony here. You are all leading organizations or in research to help address this problem, and very much appreciate that.

I want to ask a few follow up questions.

First, Mr. Pallister, I appreciated your testimony where you said, look, it is a big issue, but sometimes you need to prioritize, and you came down squarely in terms of the prioritization with regard to plastics, is that right?

Mr. PALLISTER. Yes, correct.

Senator SULLIVAN. And let me just ask the other panelists, would all of you agree with Mr. Pallister? If we were going to be really trying to focus on this prioritize our efforts would that be the proper area to focus on? Is everybody in general agreement on that, plastics?

Mr. MALLOS. Yes.

Senator SULLIVAN. I feel like I am in the movie *The Graduate*, right?

Mr. MALLOS. Yes. I would say I completely concur that plastics are the priority focus. But I think when we think about solutions particularly as it pertains to many of the developing economies, as spotlighted by Dr. Jenna Jambeck's and others' work, simply addressing plastics in the waste stream is not a viable option. You actually have to address the entire waste stream to ensure you are mitigating the threat of plastics.

So completely agree plastics is the most concerning part of the marine debris issue but solutions may look at managing the entire waste stream.

Senator SULLIVAN. Look, Mr. Mallos, I thought you made a really good point about when we do clean up we are treating the disease, but we are not really preventing it, and we need to look at how to prevent it. So let me get back to the issue of the international element to this.

Dr. Jambeck, you focused on that, and Mr. Pallister, I think you also talked about 90 percent, which was pretty stunning. Does the majority of this plastics debris from these five countries come from the shore? We have had a treaty, the MARPOL Treaty, which I am sure you are familiar with, but that focus is on dumping from ships. Does this debris that we are talking about, particularly from the five developing countries, come from the shore? And you have touched on it, Dr. Jambeck, you touched on it in your testimony; why is this such a problem?

Ms. JAMBECK. So just going into a little bit more detail of the research, what we did is look at a 50-kilometer buffer in 192 countries around the world. It is the coastline, and population density is a large driver as well as the quantity of waste that each person in that area creates.

Senator SULLIVAN. So it is pollution that is coming from shores, not ships.

Ms. JAMBECK. Correct.

Senator SULLIVAN. And why do you think those five countries? Senator Whitehouse, he emphasized it. What is going on there that is not going on in other countries?

Ms. JAMBECK. So these are middle income countries who have started to have rapidly developing economies, which means that there is a lot of influx of, I would say, consumer goods and a lot of packaging. So as people are able to afford those kinds of goods, unfortunately the waste management infrastructure in those countries to handle the waste is absolutely—science shows that there is a coupling between economic growth and waste generation. So the infrastructure isn't there to handle it.

Also the increase in plastic in the waste stream has happened very quickly. The production of plastic around the world went all the way up to 311 metric tons. So it is also an awareness, and I think someone touched on this. People don't know the implications of plastic in the environment. Things weren't made of plastic before, so they are having to have a mind shift of both infrastructure and then having this new waste stream that they need to address.

Senator SULLIVAN. And in your research have you gone to a number of these countries?

Ms. JAMBECK. I have been to India, which is one that has a pretty extreme case as well.

Senator SULLIVAN. And do you think that most of them would recognize that they have a problem, or would they be kind of like, hey, we don't really have a problem here?

Ms. JAMBECK. No, I think they do know. And there are a lot of grassroots efforts within these countries, and I think working with folks in the countries in a context sensitive design is important when addressing the issue.

Senator SULLIVAN. So we have one international convention, the MARPOL Convention, as I mentioned, that addresses this from ships. Do you think that we need to do something else from an international perspective that addresses this issue, particularly plastics from shore?

Ms. JAMBECK. I think that there is a lot of great discussion happening at the United Nations level. I think the U.S. should be a leader and helping in those discussions. And I know that there is a meeting happening later this month, and I am hopeful that there will be some resolutions.

Senator SULLIVAN. Let me ask one final question.

Mr. Mallos, you talked about the Trash Free Seas Alliance. I think that is a really interesting group that brought together the scientific community, environmentalists, industry. Can you explain a little bit more on what was the origins of that; how it has worked? Because to me the way we need to address this—certainly we need to get our international partners engaged, but all different stakeholders engaged as well, and you seem to have done that already through this Alliance.

Mr. MALLOS. So the Trash Free Seas Alliance was founded in 2011, and it is really built on the existing successful models seen in the sustainable seafood movement, alliances that were out there in the tropic forest alliances and others. The mandate of the Alliance is really to bring together all of the diverse stakeholders that need to be a part of the discussion.

This is a massive problem, and there is no silver bullet. So we are going to need a holistic solution that includes minimizing the amount of waste we are generating, better managing the amount



of waste that is currently in the system, and mitigating the waste that is already out there through clean ups and other mechanisms.

So bringing together the members of industry who are either manufacturing plastics or making goods out of the plastics, bringing together the thought leaders in academia like Dr. Jenna Jambeck and others who are providing us novel, groundbreaking science on this, and then bringing together the NGOs and conservation organizations that are trying to drive forward policy solutions together build and provide us the necessary arsenal of weapons to actually tackle this issue at all angles.

As I noted currently we are providing—working to try and jump start waste management in these developing economies, and I think it is really important to underscore that this is not currently a China problem or a Philippines issue, but this is rather an unintended consequence of rapid development. So thinking about how we work in these countries with the folks on the ground that are already leading this issue and already recognize that waste management is a challenge, coming at it from that angle and bringing together the global resources like the members of the Trash Free Seas Alliance possess is a winning recipe.

Senator SULLIVAN. Great. Thank you.

Senator Whitehouse.

Senator WHITEHOUSE. Thank you very much.

Thank you to a terrific panel.

Let me start with Mr. Pallister. You used a phrase in your testimony, the “chemical signature of plastic components.” Could you elaborate on that phrase?

Mr. PALLISTER. Yes. It has always been my fear that the chemicals in plastic are much more dangerous than the physical things they cause, like ingestion, entanglement and everything. It reminds me of Rachel Carson’s *Silent Spring* and all the chemicals were killing the birds in mass quantities compared to them getting killed by power lines and things like that.

But now scientists are looking and they are finding chemicals from plastic, all inherent chemicals, the metabolites that break down from the chemicals, in all kinds of marine organisms. I think Dr. Jambeck would attest to that, too. And a lot of those chemicals are very, very toxic; they have very significant impacts on human health, and one of the primary researchers on a paper that was just published on thiolate is in the room here and she would know more about this than I, if you want to talk to her later.

Senator WHITEHOUSE. So you start with a piece of plastic that is floating in the ocean; it degrades and degrades into tiny little bits. Ultimately, those tiny little bits get taken up by some tiny little creature, and in that creature it can deteriorate further or be absorbed in a way that lets the chemicals loose from the plastic, and at that point, as creatures feed on it, it begins to bioaccumulate up the food chain, is that right?

Mr. PALLISTER. That is exactly right. And the chemicals like phthalates that are put in the plastic to make it softer aren’t very strongly bonded to the plastic, and they leech out very easily.

Senator WHITEHOUSE. So this could come home to roost in Alaskan salmon or other fish?

Mr. PALLISTER. Oh, absolutely. The one slide we had there, the researchers are finding phthalates in practically every marine organism they look at up there, and nobody is really putting a lot of time and money into that, and to me I think it is a tremendous threat not just environmentally but also to human health and the commercial health of our fisheries up there. It would be just devastating if the loads of phthalates get so high that we can't eat the fish.

Senator WHITEHOUSE. Dr. Jambeck, the plastics that you have studied, how long do the various major types of plastic last? What is their curve as they biodegrade?

Ms. JAMBECK. So they fragment over time, and we don't really know.

Senator WHITEHOUSE. How much time? Are we talking centuries?

Ms. JAMBECK. You know what? We were in our scientific working group starting to address sort of the mechanisms and the speed of fragmentation, and we are not there yet; we don't really know. We know that it goes in, like I said, like this, and then on the beach it is washing up here. But it is a very long period of time, we suspect, but at the same time we already are seeing these fragments and a lot of this plastic has gone in in the last 50 years. So we really need to know more about that, and we really need to do more research.

Senator WHITEHOUSE. Mr. Mallos, what do you think about the notion of biodegradable plastics? Is that just a way of accelerating this bad process, or is there some better way to deal with that issue?

Mr. MALLOS. So biodegradable plastics are designed to break down biologically in very specific industrial settings. Standards exist that test and guarantee that those plastics will in fact perform that way when applied with X temperature. The challenge is those conditions exist very few places in the natural environment.

And particularly when we look at the ocean environment, which has cooler temperatures, wind and radiation, UV radiation, et cetera, we know that biodegradable plastics perform just like traditional plastics, fragment at a rapid rate. So certainly there is need for more research to look at material and product innovation and design, but at the moment biodegradable plastics are not a solution to the ocean plastic problem.

Senator WHITEHOUSE. And Mr. Stone, in terms of the array of stuff that Save the Bay sees coming ashore in Rhode Island, which in our case has probably not been coming from those Pacific countries, it would have to travel a very long way to get there; a lot of it appears to be packaging. Are there efforts that can be undertaken or should be undertaken to brand some form of ocean safe packaging, so that a consumer can have a sense that this product will in fact biodegrade in a proper way and try to move the consumer toward seeking a better product in the same way that people go out of their way to buy dolphin safe tuna if they are given the choice?

Mr. STONE. It is a good question. I think the rule of prevention is the path that probably is going to give you the most effective method of reducing pollution at the source. So I think what you

have raised gets to this biodegradable question about how can packaging companies innovate in ways that produce materials that do degrade and are more environmentally friendly, and I think to the extent that the products actually perform as promised that is probably a step in the right direction.

But I think there are other things that are as important. Recycling ends up being extremely important, getting people to reuse recycle to prevent these packaging products from entering the environment and to be contained within the normal waste stream is the first step. That way you don't have the products washing into the environment off the streets and off the urban landscape. And in the Far East the runoff issue is the primary source. It is mostly this heavily developed landscape that is sort of where these plastic products come from when they end up in the sea.

Senator WHITEHOUSE. My time is up, but I really want to thank Chairman Sullivan for hosting this. I think this has been a very productive, well attended, and bipartisan hearing. I think that the witnesses have been terrific.

I would like to make it a matter of public record that Dr. Kurth is still here. He stayed to listen to the witness testimony. I don't know that I have ever actually seen that before. Usually, Administration witnesses scoot for the door the instant that they can. So I think it is significant that he stayed to listen through all of this, and I appreciate him doing that. And I hope that being called out that way is not inappropriate, but I was impressed.

My final comment will be that I, in my opening remarks, mentioned the Trans-Pacific Trade partnership. For those of us who are very skeptical about the extent to which it bakes in false advantages for products that are made in those countries, the false advantage of not having an effective water management system in your country so that you dump millions of tons of plastic into the world's oceans, and that makes your products cheaper compared to a competing American product that not only has to support its own cost, but the infrastructure cost of a working waste management system, is exactly the kind of advantage that, first of all, makes me nuts about that agreement.

But it gives us a real, I think, opportunity to focus on that is no fair basis on which to make a trade distinction. The more we can drive these countries to clean up their act, I think, as Dr. Jambeck said, you surge up into a level of economic development where you are starting to use plastic for the first time, and it becomes ubiquitous, but you have a concomitant responsibility to bring your waste management infrastructure up to snuff as well. And if we are not going to urge them to do that through our trade policies, then shame on us.

But again, Chairman Sullivan, thank you for letting me go over here a minute, and thank you for this hearing.

Senator SULLIVAN. No problem, Senator Whitehouse. Matter of fact, as Chairman of this Committee, I am going to take the prerogative to ask just a few more follow up questions, and if you have any more, feel free to ask.

I just want to, first, thank the Committee again. This has been a really good panel.

Mr. Pallister, given that you have traveled quite a distance here, from Alaska, to come testify, I wanted to ask another question to you, a little more Alaska specific. Can you describe some of the challenges on the clean up of marine debris that we face in parts of the country, Alaska, but there are other parts that have very, very remote areas, very remote areas of our coastlines?

Mr. PALLISTER. It is extremely difficult in Alaska because we have virtually no shoreline that has vehicle access to it, so you get there by boat or you get there by air, and right now we are working on Montague Island, which is a notoriously horribly polluted area. We have 10 people out there working. We have to move them with helicopters. So you can imagine the cost. And this is a shoreline where 30 tons of plastic debris per mile exists. It is extremely rugged; the weather is horrible.

Senator SULLIVAN. Did I hear that right? Say that again.

Mr. PALLISTER. Thirty tons of plastic debris per mile. Montague has 74 miles of shoreline just like that, and we have been working on it for three summers now, and we have only cleaned 9 miles of it, and it is costing a tremendous amount of money. And we are a nonprofit. We are not in it for the money; it is by the seat of our pants. It is a dangerous place to work, it is incredibly challenging, and there are thousands of miles like that along Alaska coasts, and it is extremely rich.

But I wanted to go to back to the Trans-Pacific Trade Treaty you are working on now. There is an opportunity here because shipping is protected under an international treaty, but here is an opportunity. There are a lot of shipping companies that lose containers, and nobody ever goes after them for the damage they cause on-shore.

In 2012, January 2012, the China Ocean Shipping Company's big transport ship, the Yokohama, lost 29 containers in the northern Gulf of Alaska. The debris from those containers has now spread over thousands of miles of shoreline. So this is kind of official notice to the Federal Government now, you have a statute of limitations of 2 years for the landowners, which would be the Forest Service and the Fish and Wildlife Service and the rest of them, to go after the China Ocean Shipping Company for damages to clean all that up. You are talking tens of millions of dollars of potential resource for clean up work.

Also, that big ship, I think it was a ship that went down in the Bermuda Triangle last year and killed a bunch of sailors, but it also lost 200 and some containers. Nobody is talking about getting recovery for the plastics that are going to be coming out of those containers for generations, and it is something that ought to be explored.

Senator SULLIVAN. Thank you.

Mr. Mallos, one other. I am very interested in some of the alliances that you have worked on. In 2011 the global plastics industry led an international effort that resulted in the Global Declaration for Solutions on Marine Litter. Can you talk a little bit about that, what motivated the stakeholders to do that and what has been accomplished since its adoption?

Mr. MALLOS. So the Declaration on Marine Litter was announced at the 5th International Marine Debris Conference in Honolulu,

and I think what the Declaration underscores is the recognition and acknowledgment by the global plastics industry that they have a role and responsibility in crafting solutions. We believe very strongly that the plastics industry and the consumer goods industry have a role to play in not only helping to develop solutions but also looking at ways to finance and provide resources to implement solutions.

That is precisely what we created the Trash Free Seas Alliance platform to do. And it is worth noting several of the signatories to the Declaration are in fact members of the Trash Free Seas Alliance and are quite active in helping us look at how we not only craft solutions but implement them looking at the political boundaries, looking at the management systems currently in place. So there is the recognition by the industry, and there has been active engagement and solutions put forth by them to tackle this problem.

Senator SULLIVAN. Well, listen, I want to thank the panelists again. This is one of these issues, in my view, that not enough Members of Congress, not enough Americans are aware of, and it is certainly something that we should all be concerned about. And I do think that what you have done, and it is a very important service, is not only describe some of the challenges, but put forward ideas for solutions both at the clean up stage but also at the origins of this problem.

So I can tell you Senator Whitehouse and I are already talking about maybe looking at some ideas to address this, so I think you have furthered a bipartisan consensus on the need to take action here. So we will stay tuned. But thanks again for all your hard work. Thanks for your excellent testimony.

I will let Senator Whitehouse close here.

Senator WHITEHOUSE. Just before we sign off, I would like to offer each of these four witnesses the same opportunity offered Dr. Kurth, who is still here, which is to give us a highlight reel of up to, say, five recommendations that you would make to Senator Sullivan and myself by way of things that you think we could do to be helpful, and that will give us a good array of ideas to consider.

I thank all the witnesses. I thank the Chairman.

Senator SULLIVAN. This hearing is adjourned.

[Whereupon, at 11:46 a.m. the Subcommittee was adjourned.]

