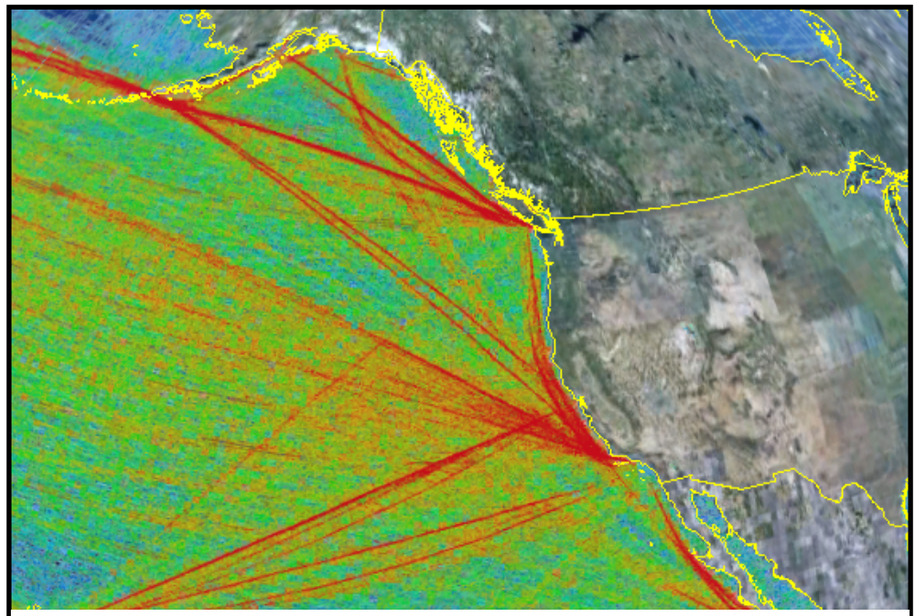
PACIFIC STATES/BRITISH COLUMBIA OIL SPILL TASK FORCE

West Coast Off Shore Vessel Traffic Risk Management Project

10-Year Review

December 2015



Traffic Density Pattern - West Coast North America vessel traffic in 2015 (USCG)

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10-Year Implementation Status Review of the 2002 West Coast Offshore Vessel Traffic

Risk Management Project Recommendations

December 2015

The West Coast Offshore Vessel Traffic Risk Management (WCOVTRM) Project was co- sponsored by the Pacific States/British Columbia Oil Spill Task Force (Task Force) and the US Coast Guard, Pacific Area (PAC). The initial project was launched in 2002, co-chaired California Office of Spill Prevention and Response and the USCG PAC. The goal of the project was to reduce the risk of collisions or drift groundings caused by vessel traffic transiting 3 to 200 nautical miles off the West Coast between Cook Inlet in the north and San Diego in the south. Vessels of concern included tank, cargo/passenger, and fishing vessels of 300 gross tons or larger, as well as tank barges.

From 1999 to 2002, a workgroup was convened representing the oil spill agencies in Alaska, Washington, Oregon, and California, and the Province of British Columbia; the US Coast Guard Districts 17, 13, and 11; the Canadian Coast Guard, Pacific Region; NOAA (both Hazmat and National Marine Sanctuaries); Environment Canada; the US Navy; the Canadian Maritime Forces; the Cook Inlet Regional Citizens' Advisory Council; the BC Chamber of Shipping; the BC Council of Marine Carriers; the Puget Sound Steamship Operators' Association; the Puget Sound Marine Exchange; the Portland Merchants Exchange; the Port of Portland; Save Our Shores; the California Coastal Commission; the Western States Petroleum Association; the Council of American Master Mariners; the American Waterways Operators, Pacific Region; Teekay Shipping (for INTERTANKO); and the Pacific Merchant Shipping Association.

This Workgroup collected and reviewed data on typical coastwise traffic patterns, traffic volume, existing management measures, weather data and ship drift patterns, historic casualty rates by vessel type, the availability of assist vessels, the environmental sensitivity of the coastlines, socio-economic consequences of a spill, and projections of relevant future initiatives. Using the drift and tug availability data, they modeled likely tug response times under both average and severe weather conditions.

Workgroup members addressed four risk factors considered most amenable to change: tug availability, collision hazards, historic casualty rates by vessel type, and distance offshore. They developed a set of draft findings and recommendations that had to be:

- Supported by the data
- Realistic (capable of being implemented)
- Effective
- Economically feasible
- Flexible enough to allow for incorporation of new technology and changes in policy.

The workgroups findings and recommendations were approved in 2002, and can be found in the final WCOVTRM report: West Coast Offshore Vessel Traffic Risk Management Project Final Report.

One of the recommendations made in the 2002 report was to conduct a 5-year review of the status of implementation of the original findings and recommendations. This review was carried out in 2008, and the final report and its recommendations are provided in the following report: Five-Year Implementation Status Review of the West Coast Offshore Vessel Traffic Risk Management Project Recommendations.

One of the recommendations the review committee put forth in the 5-year report was a review (10-year) of the WCOSVTRM's recommendations. Task Force Executive Coordinator Sarah Brace collaborated with Steve Danscuk from USCG PAC and Ted Mar of OSPR on this review. The team obtained status updates on recommendations provided in the 5-year review report.

The following table provides an update on the recommendations found in pages 45-48 in the 5-year implementation status review report. The original target date for each recommendation is provided, along with the status of the recommendations (complete, on-going or in-progress), plus a description of actions taken since 2002. In addition, suggested further actions are provided on those recommendations that are either on-going or in progress.

The workgroup agreed that moving forward, no formal reviews of the WCOSVTRM project are warranted. However, the US Coast Guard PAC and Task Force will provide updates during the Annual Task Force/USCG meetings. Also, the Executive Coordinator will provide updates at Task Force Annual Meetings, Clean Pacific Conferences and other outreach events on significant changes, emerging issues or new policies related to off-shore vessel traffic safety.

2008 Recommendations	Original Target Date	Status in 2015	2015 Update and Comments	Recommended Future Actions
I. RECOMMENDATIONS TO IMPROVE NAVIGATION SAFETY AND AVOID VESSELCASUALTIES				
A. Noting that Harbor Safety Committees provide an effective forum for collaborative maritime safety and security problem- solving, and that their Standards of Care may improve navigation safety at port entrances, the WCOVTRM Workgroup recommends that the Pacific States/British Columbia Oil Spill Task Force (Task Force) member agencies work with the USCG Captains of the Port, maritime industry, and other stakeholders to establish Harbor Safety Committees in any West Coast commercial ports where they do not currently exist.	Ongoing	Complete	There are currently 9 Harbor Safety Committees (HSC) on West Coast. Alaska is interested in developing a HSC for Cook Inlet but as of 1/1/2015, one has not been created. Current HSCs on the West Coast are: **Grays Harbor Safety Committee**: http://www.portofgraysharbor.com/harbor-safety/ **Hawaii Ocean Safety Team** (HOST): http://www.hosthawaii.org **Humboldt Bay Harbor Safety Committee**: http://humboldtharborsafety.org/home/ **Los Angeles/Long Beach Harbor Safety Committee**: http://www.mxsocal.org/HARBOR-SAFETY-AND-SECURITY/HARBOR-SAFETY.aspx **Lower Columbia Region Harbor Safety Committee:** http://www.lcrhsc.org/ **Port Hueneme Harbor Safety Committee**: http://www.portofhueneme.org/safety_and_security/harbor_safety_committee.php **Puget Sound Harbor Safety Committee** with a link to their Harbor Safety Plan: http://www.pshsc.org/ **San Diego Harbor Safety Committee** with a link to their Harbor Safety Plan: http://www.portofsandiego.org/maritime/safety-and-emergencies/1648-san-diego-harbor-safety-committee-get-involved.html **San Francisco Bay Region Harbor Safety Committee**: http://www.sfmx.org/support/hsc/	The HSC's should continue on-going role in providing forum for maritime safety and security in light of changing marine oil and transport trends. No additional actions recommended.
B. In order to ensure that Best Practices for navigation safety	10/2009	On-going	Websites of all 9 Harbor Safety Committees and BMPs are	The Task Force will maintain

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developed by any one Harbor Safety Committee (HSC) are communicated to other West Coast HSCs as models, the WCOVTRM Workgroup recommends that the Task Force serve as a clearinghouse for this information by posting links to West Coast HSC websites/Best Practices on its own website, and work with HSCs to encourage them to consider the benefits of reviewing/adapting existing Standards of Care as appropriate.		(AK in process of adding a HSC)	posted on the Task Force's website. The on-going status of this recommendation focuses on updating and maintaining BMPs and adding information about new HSCs, as appropriate. The Task Force currently co-hosts with OSPR the Annual Harbor Safety Committee Summits, where HSC report out on current and emerging issues and discuss Standards of Care.	and update HSC web page and continue to participate in and support the Annual Harbor Safety Committee Summits.
C. The WCOVTRM Workgroup recommends that, as part of its outreach to Harbor Safety Committees on the West Coast, the Task Force draw their attention to the survey responses compiled in Appendix I of this 5-Year Implementation Review report.	11/2008	Complete	The 5-year review is currently available on the Task Force website. The 10-year review (this report) will be shared with the WCOSVTRM workgroup and Task Force members, and will be posted on the Task Force website.	Updates on on-going recommendations will be provided in the Task Force Annual Report, at the Annual Meeting and through other stakeholder outreach venues, when updates are available.
D. Recognizing the value of AIS carriage for collision avoidance, and noting that the U.S. Coast Guard and Transport Canada continue to refine AIS carriage requirements, the WCOVTRM Workgroup recommends that the USCG and Transport Canada require AIS carriage on all vessels of 65' or longer operating in all navigable waters, independent of VTS systems. The Task Force should communicate this recommendation to the U.S. Coast Guard and Transport Canada.	ASAP 11/2008	Complete	On 30 January 2015, the USCG published a Final Rule in the Federal register (80 FR 5281) which effective 02 March 2015 amends 33 CFR 164.46 and expands Automatic Identification System (AIS) carriage to all U.S. navigable waters for a larger fleet of vessels including: Any commercial self-propelled vessel of 65 feet or more in length – except fishing vessels or those certificated to carry less than 150 passengers for hire; any towing vessels of 27 feet or more in length and more than 600 HP; any passenger vessel certificated to carry more than 150 or more passengers. See following USCG Fact Sheet for a rule change summary: http://www.navcen.uscg.gov/pdf/AIS/AIS_Rule_Fact_Sheet_20150302.pdf The Canadian requirements are not by length of vessel but by tonnage. These were updated 2009. (SEE: http://www.tc.gc.ca/eng/marinesafety/bulletins-2007-09-eng.htm. Subsection 65(3) of the Navigation Safety Regulations:	No further action

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			"Every ship, other than a fishing vessel, of 500 tons or more that is not engaged on an international voyage shall be fitted with an AIS, but if it was constructed before July 1, 2002 it need not be so fitted until July 1, 2008." Subsections 65(1) and 65(2) of the Regulations pertain to ships on international voyages that must already be fitted with an AIS as follows; 1) every ship of 150 tons or more that is carrying more than 12 passengers, and 2) every ship, other than a fishing vessel, of 300 tons or more. The Canadian requirements are not by length of vessel but by tonnage. These were updated 2009. (SEE: http://www.tc.gc.ca/eng/marinesafety/bulletins-2007-09-eng.htm. Subsection 65(3) of the *Navigation Safety Regulations*: "**Every ship, other than a fishing vessel, of 500 tons or more that is not engaged on an international voyage shall be fitted with an AIS**, but if it was constructed before July 1, 2002 it need not be so fitted until **July 1, 2008."** Subsections 65(1) and 65(2) of the Regulations pertain to **ships on international voyages that must already be fitted with an AIS as follows; 1) every ship of 150 tons or more that is carrying more than 12 passengers, and 2) every ship, other than a fishing vessel, of 300 tons or more.**	
E. The WCOVTRM Workgroup recommends that the USCG, Transport Canada, Harbor Safety Committees, and the Task Force member agencies maintain aggressive outreach campaigns to recreational boaters regarding the Rules of the Road (RofR) and the value of voluntary AIS carriage for collision-avoidance.	Ongoing	Complete	See 2014 10-year Update and Comments entry for Item I D. (above). Voluntary AIS carriage on smaller vessels remains an option.	Possible role for POSPET to target recreational boaters on the benefits of AIS and to understand the RofR. This mainly applies to off-shore vessel traffic, but targeted outreach to recreational boaters that travel off-shore would be beneficial.
F. Acknowledging that current legislative and regulatory proposals include provisions for coastwise ballast waterexchange regulations, the WCOVTRM Workgroup nevertheless encourages	Ongoing as needed	Complete	USCG Ballast Water Discharge Standards Final Rule (w corrections) published in March 2012 with implementation date of June 2012.	Continue to monitor availability of alternate treatments

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the Task Force to continue its advocacy for uniform ballast water exchange standards for coastwise transits, and encourages the U.S. Coast Guard to adopt such standards as soon as possible. The WCOVTRM Workgroup also recommends that the USCG should continue to look at alternative methods for treating ballast water when it is unsafe to conduct an open-ocean exchange.			USCG Publishes an updated "Alternate Management Systems" (AMS) Accepted by the U.S. Coast Guard" for Ballast Water Treatment matrix as needed. Latest matrix can be found at http://homeport.uscg.mil/ under the Missions > Environmental > Ballast Water Management Program tabs.	technology for treating ballast water.
G. The WCOVTRM Workgroup recommends that West Coast Harbor Safety Committees consider the potential navigation safety impacts and unintended adverse consequences of propulsion losses associated with fuel switching recommendations developed to meet air quality standards.	As needed	Complete	California EPA - Air Resources Board (http://www.arb.ca.gov/ports/marinevess/ogv.htm.) U.S. EPA - Ocean Vessels and Large Ships (http://www.epa.gov/otaq/oceanvessels.htm) Can poll Sectors for number of propulsion loss cases.	Track other state loss of prolusion failure incidents; assess if the states are conducting propulsion analysis.
H. The WCOVTRM Workgroup recommends that the USCG complete the CAIP exams on all TAPS tankers, and consider continuing the program for the double-hull TAPS tankers. If this program is not continued, the WCOVTRM Workgroup recommends that all TAPS operators utilize Critical Area Assessment programs provided by their Classification Societies.	As needed	Complete	CG does not anticipate any CAIP program changes at this time. (Status Quo)	No further action recommended.
I. The WCOVTRM Workgroup recommends that the States, the Province of British Columbia, and both the U.S. and Canadian Coast Guard continue to promote fishing vessel safety through regulations, voluntary standards, and aggressive education programs.	Ongoing	Ongoing	USCG Authorization Act of 2010 established new requirements for Commercial Fishing Vessels (CFV) including mandatory exams for vessels operating outside boundary line (3nm) Implementation and new inspection/exam requirements (ASC) for older CFV that can not meet class requirements New date for compliance (based on CG Auth Act of 2012) is 15OCT15. (See Marine Safety Information Bulletin 18-14 dated 01DEC14: On July 1st 2007 *Canada Shipping Act, 2001* came into force and various levels of basic safety training and their applications are now specified in the MPR, section 205. Any person assigned a function on a vessel shall receive the on-board familiarization and safety training set out in TP 4957 - Marine Emergency Duties Training Courses, before starting to fulfill any duty on the vessel. In addition, every member of the complement, who is required to be	Examinations pending. Continue to monitor.

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			on board in order for the vessel to meet the safe manning requirements, shall have appropriate MED training with respect to basic safety. http://www.uscg.mil/msib/docs/018_14_12-1-2014.pdf) In 2007 recommendations and updates were provided via Ship Safety Bulletin No.: 11/2007 (SEE: http://www.tc.gc.ca/eng/marinesafety/bulletins-2007-11-eng.htm	
II. RECOMMENDATIONS REGARDING RESCUE TUG AVAILABILITY				
A. The WCOVTRM Workgroup recommends that the Task Force formally support the expedited promulgation of USCG salvage and firefighting regulations. The Workgroup further recommends that the U.S. Coast Guard coordinate with Transport Canada to harmonize these regulations, and that the Oil Spill Task Force advocate for adoption of similar salvage/firefighting regulations by Transport Canada.	11/2008 ASAP	Complete	USCG Salvage and Marine Firefighting Final Regulations were issued on December 2008 (33 CFR 155 Subpart 1).	No further action recommended
B. The WCOVTRM Workgroup recommends that the U.S. Coast Guard/American Waterways Operators (AWO) Regional Quality Steering Committee (on which the Task Force is represented) update the West Coast tug inventory (Appendix H of the 2002 WCOVTRM Report), including data needed to determine tug suitability for offshore vessel rescues in worst-case weather conditions. Such an update should include provisions for ongoing maintenance to keep the inventory current.	1/2010	Incomplete	Can be done – need to define criteria for what constitutes a rescue tug. Can be accomplished through consolidating information from a variety of sources.	Recommendation: HSC or AWO take this on
C. The WCOVTRM Workgroup recommends that the Washington Department of Ecology and the USCG District 13 collaborate to develop data fields to quantify metrics on rescue tug deployment, including but not limited to: actual propulsion condition of the disabled vessel; time to potential grounding; time/distance of next best tug; and actual action of the Response Tug (passed wire, escort, stand by). Once developed, these data fields should be provided as a model for other West Coast jurisdictions.	8/2008	Completed	The Washington Department of Ecology created an Emergency Response Towing Vessel (ERTV) page on their website which posts all Neah Bay ERTV incidents. This site contains a GIS map with incident location data and a narrative descriptions of each incident. http://www.ecy.wa.gov/programs/spills/response_tug/tugresponsemainpage.htm	No further action recommended

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D. The WCOVTRM Workgroup finds that AIS coupled with satellite-based ID system, such as the Marine Information Services of North America (MISNA)'s ASVTS system, provides comprehensive offshore vessel tracking coverage, which some tug and barge operators are already using to track their fleets. Information contained in AIS signals can include important data (towing/not, cargo, laden/not, etc.). The WCOVTRM Workgroup recommends that more work be done to fully leverage this technology with useful data embeddedin the transmission. The WCOVTRM Workgroup further recommends that the Task Force member agencies work with their local USCG Districts to facilitate usage of the MISNA system as appropriate to augment existing vessel and tug tracking systems for the purpose of emergency tug deployment.	As soon as possible and ongoing thereafter	Complete	Long Range Identification and Tracking (LRIT) overview can be found here: http://www.navcen.uscg.gov/?pageName=lritMain	Monitor the status of nation-wide implementation of AIS systems.
III. RECOMMENDATIONS REGARDING TRACKING COMPLIANCE WITH RECOMMENDED VESSEL TRAFFIC DISTANCES				
A. The USCG continues to build out and enhance its nationwide AIS receiving and tracking capabilities, and is actively working with the International Maritime Organization (IMO) to develop and implement a Long Range Identification and Tracking (LRIT) system (see Federal Register - 72 FR 56600 dated 03 October 2007 for a Notice of Proposed Rulemaking for domestic LRIT implementation). The WCOVTRM Workgroup recommends that, until the USCG's AIS and LRIT systems are fully developed, and as needed to fill any information gaps in the current system, the USCG Pacific Area should utilize the most appropriate systems available to periodically check vessel compliance with the Workgroup's 2002 Distance Offshore Recommendations.	ASAP	Ongoing	Subject to results of meeting with MIFCPAC USCG Maritime Intelligence Fusion Center Pacific (MIFC PAC) will conduct an analysis of 2014 west coast transit data to assess recommended offshore distance voluntary compliance. Anticipate analysis post completion of this report/matrix. To be reported out at future CG/OSTF meeting. LRIT has been implemented. See following link for additional background information: http://www.navcen.uscg.gov/?pageName=lritMain	Report out at future Task Force/USCG meetings
B. The WCOVTRM Workgroup further recommends that MISNA develop its data reporting capabilities in order to provide data every six months regarding compliance with the offshore distances by vessel size and cargo type, according to the 2002 recommendations (tank vessels carrying persistent product and non-tank vessels 300 GT or larger).	12/2009		No update on this recommendation	
C. The WCOVTRM Workgroup further requests that Transport Canada add language to the Sailing Directions for Western Canada as soon as possible in order to implement the 2002	ASAP	Complete	Transport Canada did not implement the recommendations because TC does not have jurisdiction over the content of the maps.	No further action recommended

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Recommendations regarding voluntary distances offshore.				
IV. RECOMMENDATIONS REGARDING DATA IMPROVEMENTS				
A. The WCOVTRM Workgroup recommends that the Task Force track work done by Washington State and USCG District 13 to harmonize state and USCG oil spill data collection and entry protocols, and consider it a model for all Task Force states, if appropriate. The WCOVTRM Workgroup further recommends use of the Task Force Data Dictionary by U.S. and Canadian federal agencies, as well as coordinated investigator training.	Ongoing	Complete	The Task Force Data Dictionary, created in 2002 and recently revised in 2014 has been updated to reflect jurisdiction's revised data needs and parameters (bitumen, oil sands products, etc.). Data Dictionary can be found on the Task Force website, along with annual reports of oil spill data from AK, CA, HI, OR and WA. http://oilspilltaskforce.org/wp-content/uploads/2013/08/Data-Dictionary-Revised-2014_FINAL.pdf	Update Task Force Data Dictionary periodically, as new products and parameters emerge.
B. The WCOVTRM Workgroup recommends continuous improvements in the causal information provided in both the Task Force regional oil spill database and the USCG and Canadian oil spill and vessel casualty databases.	Ongoing	In progress	CG is in the process of developing/beta-testing MISLE system updates (MISLE 5.0) which will affect Operational Reporting and Data Reliability issues. (Rollout date of MISLE 5.0 TBD)	Track implementation of MISLE 5.0 and report at future Task Force/USCG meetings
C. The WCOVTRM Workgroup recommends that both U.S. and Canadian federal agencies and the Task Force member agencies continue to pursue incident tracking systems, and tap into the Puget Sound Vessel Traffic Risk Assessment data (Cherry Point study).	Ongoing, and upon completion of Cherry Point study.	Complete	The Gateway Risk Assessment Study was completed in 2014: http://www.ecy.wa.gov/geographic/gatewaypacific/vtras.html The North Puget Sound Vessel Traffic Risk Assessment Study that was completed in 2014 (http://www.psp.wa.gov/VTRA.php).	No further action recommended
D. The Washington State members of the WCOVTRM Workgroup should track the current study by the Washington Oil Spill Advisory Council of past vessel casualties in Washington waters as a possible model for retroactive analysis.	Upon completion of the study	Incomplete	The Oil Spill Advisory Council is no longer in place.	Closed until further notice
E. The WCOVTRM Workgroup recommends that the Task Force request causal data from the U.S. and Canadian Transportation Safety Boards for all vessel incidents on the West Coast from 1997 through 2007.	1/2009	Complete	Data not available.	No further action recommended
F. In coordination with recommendation I-D above (that the Task Force advise the USCG to require AIS carriage on all vessels 65' or longer operating in all navigable waters, independent of VTS	1/2009	Complete	Update with latest ANOAD status Revised Advanced Notice of Arrival/Departure requirements were issued in Federal register of 30JAN15 (80 FR 5281).	Updates

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systems), the WCOVTRM Workgroup also recommends that the Task Force advise the USCG to require Advance Notice of Arrival information which includes Last Port of Call and Next Port of Call information. The WCOVTRM Workgroup notes that this improved information on coastwise transits which can be derived from such LPOC/NPOC information would be useful for proposed maritime traffic air-quality impact studies.			The USCG is expanding the applicability of notices of arrival (NOA). The Final Rule amends the applicability of notice of arrival requirements to include additional vessels, sets forth a mandatory method for electronic submissions of NOAs, and modifies related reporting content, timeframes, and procedures. See following link for additional ANOAD requirements: http://www.nvmc.uscg.gov/NVMC/(S(kehfeis5udhlvrn53crjp5oq))/default.aspx	
V. RECOMMENDATIONS REGARDING FURTHER IMPLEMENTATION REVIEWS				
A. The Task Force Executive Coordinator shall report on the implementation status of these 2008 Recommendations at each Annual Meeting of the Task Force.	Annually	Ongoing	The Task Force Executive Coordinator and Task Force members will report out on on-going or pending recommendations, as information or updates become available. Executive Coordinator will provide an overview of the 10-year review of WCOSVTRM recommendations at the 2016 Clean Pacific Conference.	Updates to stakeholders via website updates and presentations, as needed.
B. The WCOVTRM Workgroup should conduct a full Five-Year Implementation Review regarding the status of both the 2002 and 2007 Recommendations.	2013	Complete	The Task Force and WCOSVTRM Workgroup conducted a review of the 2008 5-year recommendations. This document contains the results of the review. The workgroup recommends no further reviews of the original WCOSVTRM study or 2008 5-year review recommendations.	No further action recommended