

Vessel Transits Through Olympic Coast National Marine Sanctuary and Area to Be Avoided (ATBA) - 2018 Estimated Compliance

Introduction

Designated in 1994, Olympic Coast National Marine Sanctuary (OCNMS or sanctuary) is a place of regional, national, and global significance. The sanctuary, which is connected to both the Big Eddy Ecosystem and the California Current Large Marine Ecosystem, is the site of one of North America's most productive marine regions and spectacular, undeveloped shorelines. Potential release of oil or other hazardous material from a major marine accident is regarded as the most serious threat to resources within and qualities of the sanctuary. Prevention of spills is therefore one of OCNMS's highest priorities. As a steward of these vitally important natural resources, OCNMS will continue to collaborate with other governments, agencies, and user groups to reduce the potential for oil spills and improve contingency planning for spill response. OCNMS's major oil spill prevention initiative is an International Maritime Organization (IMO) designated Area to be Avoided (ATBA). This report is the sanctuary's annual reporting of estimated ATBA compliance rates. Data from Automatic Identification System (AIS) transceivers is collected, vessel details are added, and compliance to the ATBA is evaluated.

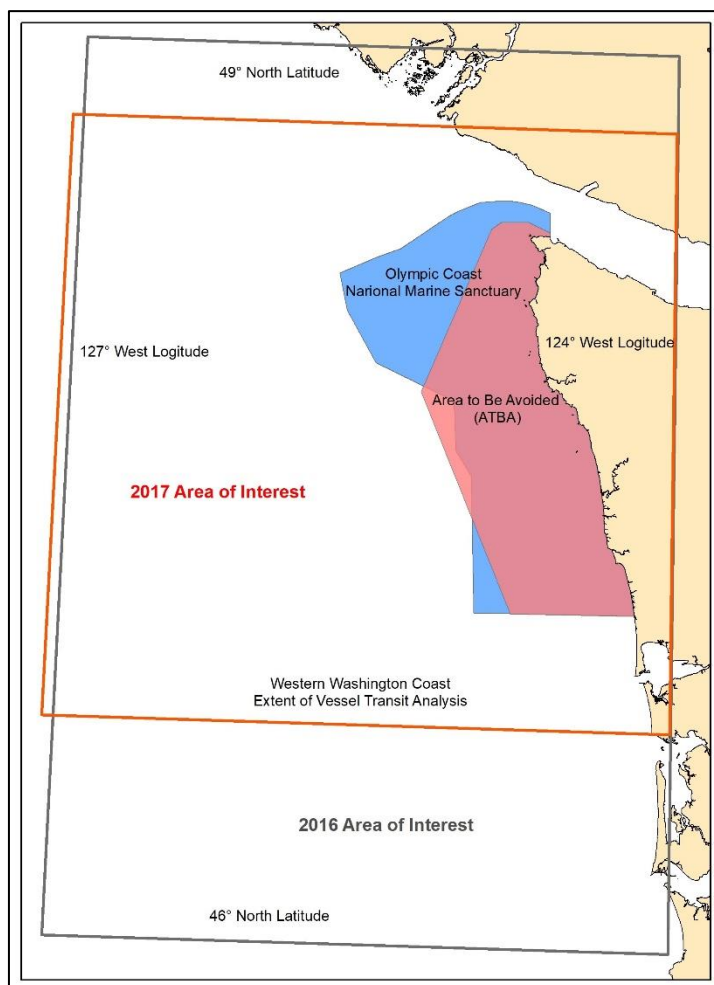


Figure 1: Vessel Transit Analysis Area.

Our evaluation of the 2018 vessel transits off the Washington coast shows compliance rates slightly lower than in 2017 (95.9% in 2017 and 95.0% in 2018). While lower in 2018, estimated compliance of the ATBA continues to reflect a high degree of cooperation by the maritime industry. This drop in compliance is discussed in the Data Analysis section.

Background

During the sanctuary designation process, NOAA worked with the U.S. delegation to the IMO to designate an Area to be Avoided (ATBA) off the coast of Washington to reduce the risk of marine casualties including oil spills, and the resulting environmental damage to Olympic Coast National Marine Sanctuary. For more information on the ATBA see the attached informational [flyer](#) (Figure 3 and Figure 4). This flyer is used in outreach efforts to the marine industry, and is also included in the U.S. Coast Guard Sector Puget Sound Vessel Traffic Service's (VTS) User's Manual. In addition, ATBA boundaries and provisions are included in official navigational products, such as nautical charts and Coast Pilot 7.

ATBA Provisions

All ships and barges that carry oil or hazardous materials as cargo, and all ships 400 gross tons and above, solely in transit, are advised to transit outside of this ATBA. OCNMS, in cooperation with the U.S. and Canadian coast guards, monitors vessel compliance under this voluntary program. While the ATBA does not apply to government vessels, the sanctuary, in partnership with the U.S. and Canadian coast guards, seeks to ensure that government vessels comply when in transit. This includes NOAA, U.S. and Canadian Coast Guard vessels, and the U.S. Navy.

It is important to understand the implications of the ATBA provision “solely in transit.” The ATBA was not intended to preclude lawful operations of vessels within the ATBA. Examples include fishing, search and rescue, and research vessels that may conduct operations off Washington’s outer coast. When these vessels are moving through the area enroute to working grounds beyond the ATBA, or solely in transit, we request their compliance with the ATBA.

While we recognize that there are vessels over 400 gross tons that are legitimately conducting operations in the ATBA, we do not attempt to adjust the estimated compliance numbers to account for this. For that reason some vessel types, such as fishing and research vessels, will likely show an artificially lower compliance rate because all their occurrences in the ATBA are counted as non-compliance. The reason for this approach is the difficulty of determining the nature of some transits. In some cases, it is fairly obvious from the nature of the track line that a research or fishing vessel is conducting operations, in other cases it is not as obvious. Due to this difficulty and in order to be consistent from one year to the next, OCNMS does not make adjustments to the compliance estimates for individual vessel transits based on perceived operations.

ATBA Compliance Reporting

From 2004 through 2011, Ecology published estimated ATBA compliance rates as part of their annual VEAT publication. VEAT is offered by Ecology in response to public requests for information about commercial vessel traffic in Washington waters. There is considerable overlap between the VEAT report and OCNMS’s vessel monitoring efforts and the reason why the two reports were for a time coordinated. When OCNMS made significant changes to their monitoring methods, additional documentation was needed. This led to the need, starting in 2012, for an independent OCNMS report. Both the VEAT (2004-2011) and OCNMS (2012-2018) reports can be downloaded at <http://olympiccoast.noaa.gov/protect/incidentresponse/vesseltraffic.html>. VEAT reports following 2011 can be downloaded at Ecology’s publication page, <https://fortress.wa.gov/ecy/publications/>.

Discussion of Data

In 2017, in response to a loss of OCNMS technical capacity and the need to make our vessel traffic monitoring more sustainable, a number of changes were instituted. These three changes were: the source of Automatic Identification System (AIS) data, the source of third party vessel attributes, and the area analyzed. The first two changes were made to become more consistent with the NOAA Fisheries Office of Protected Resources (OPR), which has well-established AIS processing techniques currently in use for a variety of conservation applications involving vessel traffic. By collaborating with OPR, OCNMS is able to maintain vessel monitoring at a reduced staffing level. The 2018 data was processed in the same manner as 2017, allowing comparison between the two years. There is additional detail on our new methodology and data sources in the 2017 report.

The AIS system is primarily a collision avoidance system and does not have all the information needed for monitoring vessel traffic and estimating ATBA compliance in the sanctuary, e.g., descriptive vessel

types and gross tonnage. This information is obtained from the IHS Maritime World Register of Ships (IHS). Relevant IHS vessel attributes are joined to the AIS transit data using the vessel's Maritime Mobile Service Identity (MMSI) number as a common key. The 320 different possible vessel types found in the IHS dataset were aggregated into vessel type classes consistent with previous vessel type descriptions. To simplify analysis and visual display of data, similar vessel types are grouped into one of six more general vessel classes (see Vessel Classes column in Table 1).

For the analysis of AIS data between 2012 and 2016, we reviewed transits from 46° to 49° North Latitude and from 124° to 127° West Longitude. This 29,099 square mile area covered the entire outer coast of Washington state (see Figure 1) and was selected to support the marine spatial planning efforts of the state of Washington, see <http://www.msp.wa.gov/>. Starting in 2017, a smaller 19,692 square mile area was selected. The new area is from approximately 46°45' N to 48°45' N and maintains the same east and west boundaries (see Figure 1). This change reduces the number of vessels that needed to be researched.

Table 1: Changes to Vessel Types from 2011-2017

2011 Vessel Types	2012-2013 Vessel Types	2014-2018 ¹ Vessel Types	Vessel Classes
Bulk Carrier	Bulk Carrier	Bulk Carrier	CARGO
Ore-Bulk-Oil Vessel (OBO)	Bulk Carrier	Bulk Carrier	CARGO
Cable Layer	Cable Layer	Cable Layer	MISC
General Cargo Ship	Cargo Ship	Cargo Ship	CARGO
Heavy Load Carrier	Cargo Ship	Cargo Ship	CARGO
Non-oil Tanker	Chemical Carrier	Chemical Carrier	CARGO
Chemical Tanker	Chemical Carrier	Chemical Carrier	TANKER
Container Ship	Container Ship	Container Ship	CARGO
	Dredger	Dredger	MISC
	Drill Ship	Drill Ship	MISC
Fishing Vessel	Fishing Vessel	Fishing Vessel	FISHING
(LPG) and (LNG) Carrier ²	Liquefied Gas Carrier	Liquefied Gas Carrier	TANKER
Oil Tanker	Oil Tanker	Oil Tanker	TANKER
Cruise Ship	Passenger Ship	Passenger Ship	PASSENGER
	Pollution Control	Pollution Control	MISC
	Private Vessel	Private Vessel	MISC
	Public Vessels ³	Public Vessels	MISC
Refrigerated Ship	Refrigerated Cargo	Refrigerated Cargo	CARGO
	Research Ship	Research Ship	MISC
Roll-on Roll-off Vessel (RoRo)	RoRo Cargo Ship	RoRo Cargo Ship	CARGO
	Supply Ship	Supply Ship	MISC
Tug ⁴	Tug	Tug	TUG
Articulated Tank Barge (ATB)	Tug	Articulated Tug Barge ⁵	TUG
Tugs with Chemical Barge	Tug	Tug	TUG
Tugs with Oil Barge	Tug	Tug	TUG
Vehicle Carrier	Vehicle Carrier	Vehicle Carrier	CARGO

¹ Due to changes in data sources and methods, some vessels had their type changed in 2017. Care should be taken in comparing results from 2017-2018 and later years to data from the 2014-2016 period.

² Liquefied Petroleum Gas (LPG) and Liquefied Natural Gas (LNG) are types of Liquefied Gas Carriers.

³ The ATBA does not apply to public vessels and they are not included in the estimated compliance table. OCNMS collects this information and it may be used for different types of analysis.

⁴ Only tugs that were transiting with cargoes of petroleum or hazardous materials were tracked prior to 2012.

⁵ From 2012-2013, Articulated Tug Barge (ATB) vessels were included in the vessel type Tug; starting in 2014, ATB vessels were broken out into their own category.

By processing of AIS data, adding unique transit codes, adding third party vessel attributes, and analyzing transits by area (e.g., OCNMS and ATBA), we determine estimated compliance to the OCNMS ATBA. This estimated compliance is broken out by vessel type in Table 2. The overall estimated compliance for the OCNMS ATBA in 2018 is 95.0%. These results are further discussed in the following section.

Table 2: Estimated ATBA Compliance Rates for 2018 (vessels > 400 GT)

Vessel Type	Area of Interest ⁶	Transits passing through the Sanctuary ⁷	Transits passing through the ATBA within the Sanctuary ⁸	Estimated ATBA Compliance Rate ⁹
	1	2	3	4
Articulated Tug Barge	233	175	9	94.9%
Bulk Carrier	3619	1810	25	98.6%
Cable Layer	6	4	0	100.0%
Cargo Ship	454	257	5	98.1%
Chemical Carrier	671	482	4	99.2%
Container Ship	2084	1113	8	99.3%
Dredger	24	1	0	100.0%
Fishing Vessel	632	279	120	57.0%
Liquefied Gas Carrier	49	21	0	100.0%
Oil Tanker	464	304	3	99.0%
Passenger Ship	446	152	1	99.3%
Pollution Control	6	2	0	100.0%
Private Vessel	44	33	12	63.6%
Refrigerated Cargo	22	11	0	100.0%
Research Ship	66	41	17	58.5%
RoRo Cargo Ship	195	96	0	100.0%
Supply Ship	12	8	4	50.0%
Tug	1181	311	63	79.7%
Vehicle Carriers	736	509	10	98.0%
TOTAL	10944	5609	281	95.0%

⁶ The vessel transits in Column 1 are from S-AIS data and include commercial vessels greater than 400 gross tons. This is a smaller geographic area than was reported 2012 - 2016.

⁷ Column 2 includes a subset of the S-AIS vessel transits through the sanctuary.

⁸ Column 3 includes a subset of the sanctuary vessel transits that had at least one AIS record within the ATBA. These are vessels potentially not complying with the provisions of the ATBA.

⁹ Column 4 shows the percentage of vessels transiting through the sanctuary that stayed out of the ATBA. {Column 4 = 1 - (Column3/Column2)}. This is used as an estimate of compliance with ATBA provisions.

Data Analysis

Because of changes in methodology in 2017, several additional steps were taken to evaluate the 2017 findings. As the 2018 data methodology is the same as 2017, our analysis has been simplified in this year's report. We have decided to maintain our analysis by gross tonnage categories, which we started in 2017. This way of looking at compliance allows comparisons from before and after the 2017 changes.

A critical factor in estimating OCNMS ATBA compliance is the vessel's gross tonnage. Gross tonnage is not one of the vessel attributes that is included in the AIS data stream, and it must be added in post processing. Gross tonnage, a more objective vessel characteristic than vessel type, should be less sensitive to changes in vessel data source. Because both the 2016 and 2017 data included gross tonnage, we had an alternative means to compare the years. This was an important quality assurance measure in last year's report. Table 3 – 2016 and Table 4 – 2017 showed good agreement in both numbers and estimated compliance rates. We reviewed our 2018 data using the same format, see Table 5.

Table 3: 2016 estimated compliance, by gross tonnage.

Gross Tonnage	Transits passing through the Sanctuary	Transits passing through the ATBA within the Sanctuary	Estimated ATBA Compliance Rate
400 to 9,999 GT	819	94	88.5%
10,000 to 19,999 GT	411	7	98.3%
20,000 to 29,999 GT	1071	15	98.6%
30,000 GT or greater	3525	40	98.9%
TOTAL	5826	156	97.3%

Table 4: 2017 estimated compliance, by gross tonnage.

Gross Tonnage	Transits passing through the Sanctuary	Transits passing through the ATBA within the Sanctuary	Estimated ATBA Compliance Rate
400-9,999 GT	999	184	81.6%
10,000-19,999 GT	358	6	98.3%
20,000-29,999 GT	1077	11	99.0%
30,000 GT and Greater	3513	41	98.8%
TOTAL	5947	242	95.9%

Table 5: 2018 estimated compliance, by gross tonnage.

Gross Tonnage	Transits passing through the Sanctuary	Transits passing through the ATBA within the Sanctuary	Estimated ATBA Compliance Rate
400-9,999 GT	837	216	74.2%
10,000-19,999 GT	256	7	97.3%
20,000-29,999 GT	963	13	98.7%
30,000 GT and Greater	3399	35	99.0%
TOTAL	5455	271	95.0%

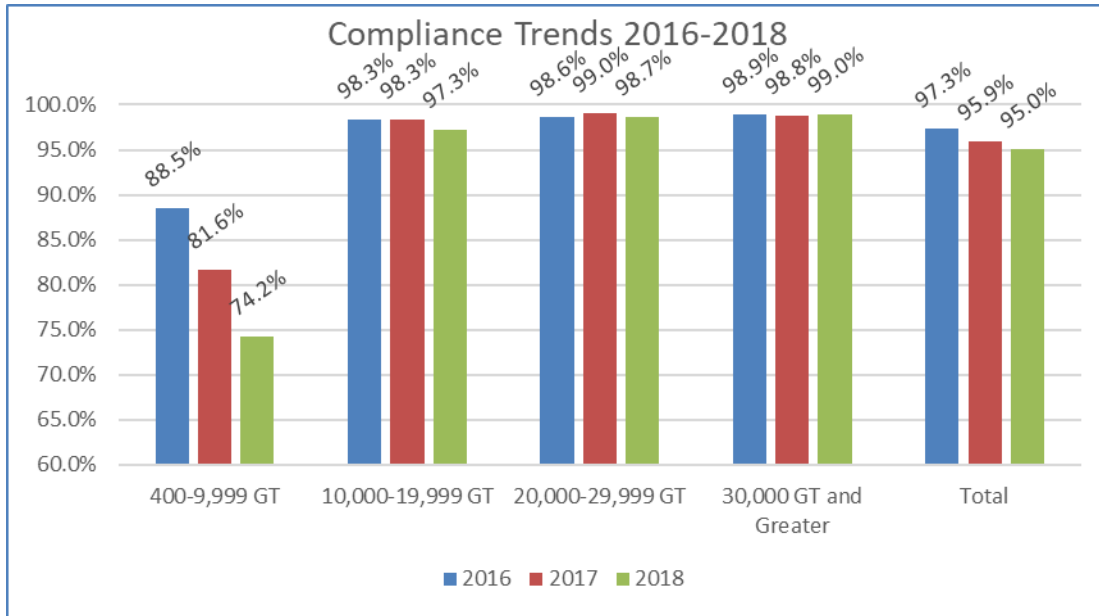
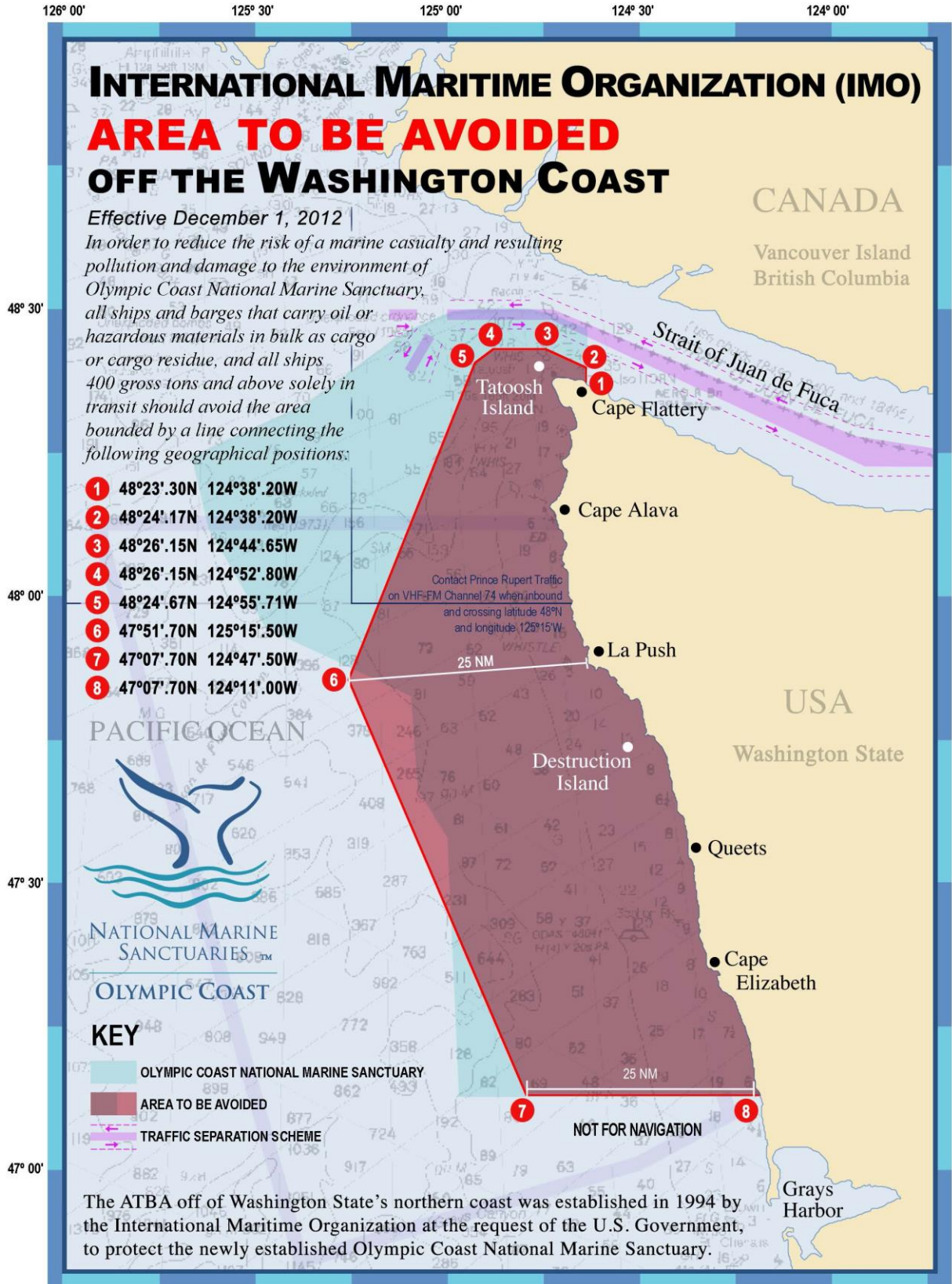


Figure 2: Trends in estimated ATBA Compliance (2016-2018)

Figure 2 shows the data from Tables 3-5, illustrating trends over the last three years. Two categories show drops in compliance, with the smallest category, vessels with gross tonnage from 400-9,999 GT, showing the most dramatic change. The 20,000-29,999 GT and 30,000 GT and greater categories, representing large commercial vessels, showed negligible changes in compliance. The total estimated compliance shows a decrease of approximately 1% a year over the last three years, with the largest changes occurring in smaller vessels.

Summary

While lower in 2018, estimated compliance of the ATBA continues to reflect a high degree of cooperation by the maritime industry. Estimates of compliance rates have been decreasing at a slow rate of approximately 1% a year, from 2016 (97.3%) to 2017 (95.9%) to 2018 (95.0%). In our analysis of the 2017 data we noted that the lower compliance rate could partially be explained by an increase in lawful fishing in 2017, this may also be true for 2018. This decrease in estimated compliance appears to be minor and not a cause for alarm, but something that OCNMS will continue to monitor.



8/26/2015

Figure 3: ATBA Information Flyer – Page 1; shows boundary and explains to which vessels it applies.

Why does the IMO establish ATBAs?

- The IMO establishes ATBAs in defined areas where navigation is very hazardous or where it is important to avoid casualties.

Why is it important for vessels to remain offshore and avoid this area?

- Reduces risk of vessel grounding on shore
- Reduces risk of collision with small vessels traveling close to shore
- Allows more time for assistance to arrive to help a disabled vessel
- Increases protection of coastal resources
- In the event of an oil spill:
 - Allows more time for spill cleanup and containment crews to arrive
 - Decreases the chance of spill impacts on the shoreline
 - Increases spill evaporation and degradation time

How were the boundaries of the ATBA chosen?

- The boundaries were chosen to protect sanctuary resources most at risk from vessel casualties.
- The boundaries are compatible with the Traffic Separation Scheme

How was the vessel applicability chosen for the ATBA?

- Vessels greater than 400 gross tons were selected because of the substantial amount of bunker fuel that they carry and the risk that a spill would pose to sanctuary resources
- Vessels that carry oil or hazardous materials in bulk as cargo or cargo residue were selected due to the risk that a spill would pose to sanctuary resources
- The ATBA applies to vessels solely in transit and does not apply to vessels engaged in activities otherwise allowed in the sanctuary, such as fishing and research. The ATBA also does not apply to government vessels, although they are encouraged to avoid the area when solely in transit.

Natural characteristics of Olympic Coast National Marine Sanctuary:



- 128 species of seabirds within the sanctuary
- 29 species of whales, dolphins, and other marine mammals reside or visit the area
- Washington State's only sea otter population
- Many species of fish and shellfish harvested for commercial, subsistence or recreational purposes
- Over 300 species of resident intertidal invertebrates, aquatic plants, and fish
- Diverse habitat types supporting complex food chains, including kelp communities, rocky intertidal zones, sand beaches, and offshore rocks
- Within the usual and accustomed fishing grounds of the Hoh, Makah, Quileute tribes and the Quinault Indian Nation
- Adjacent to Olympic National Park, Washington Islands National Wildlife Refuges, and Washington State Seashore Conservation Area

FOR MORE VESSEL TRAFFIC INFORMATION:

U.S.C.G. Sector Puget Sound, Waterways Management Division
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<http://www.uscg.mil/d13/cvts/>

FOR MORE SANCTUARY INFORMATION OR COPIES OF THIS PUBLICATION:

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Figure 4: ATBA Information Flyer – Page 2; provides rationale for ATBA and information on OCNMS.