



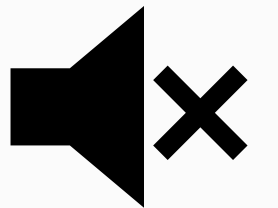
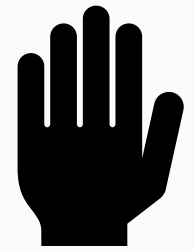
# Tug Escort Rulemaking Tribal Government Workshop 11 February 2025





# Zoom Reminders, Meeting Logistics

- Please use the raise hand function.
- Please use the comment function.
- Please mute while not speaking.
- Transcript of the meeting to support note-taking only.
- Please don't interrupt others. We want to hear from everyone today.
- Closed captions are available.



# Meeting Objectives

- ✓ Gain a clear understanding of the EIS and preliminary cost-benefit analysis and least-burdensome alternatives analysis findings to inform decision-making
- ✓ Review rule components needed to draft WAC
  - Functional and operational requirements
  - Geographic escort area
  - Mitigation measures
- ✓ Review potential rule proposals to be recommended by the Oil Transportation Safety Committee and voted on by the Board of Pilotage Commissioners



# Introductions and Overview



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# Rulemaking Overview (ESHB 1578)

**Vessel Types:** The BPC, in consultation with Ecology, must adopt tug escorts rules for the following vessels:

- Oil tankers, 5,000 – 40,000 DWT
- ATBs, and towed barges greater than 5,000 DWT designed to transport oil in bulk internal to the hull

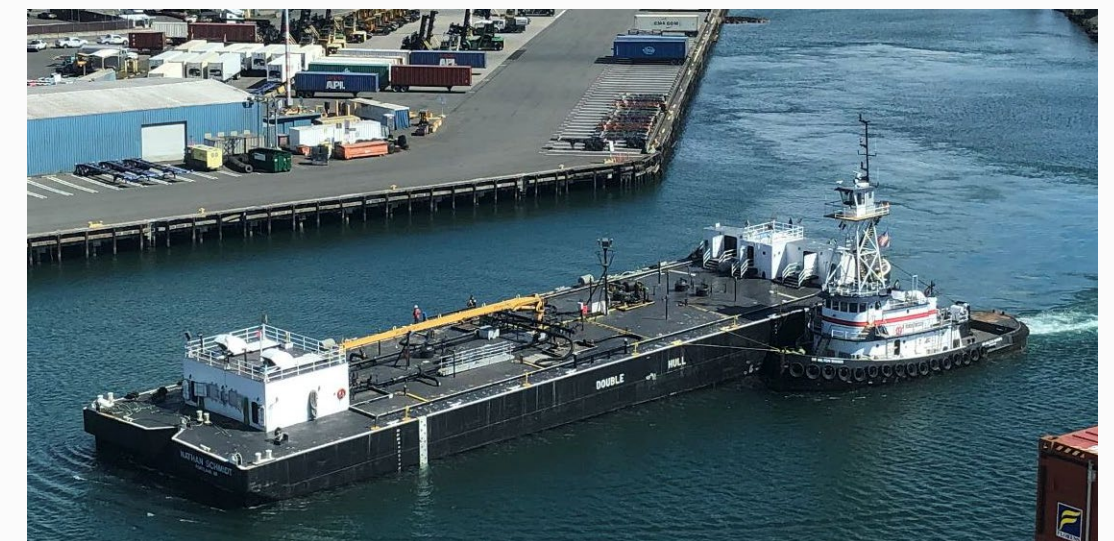


© Frans Eykel  
MarineTraffic.com

*Tanker*



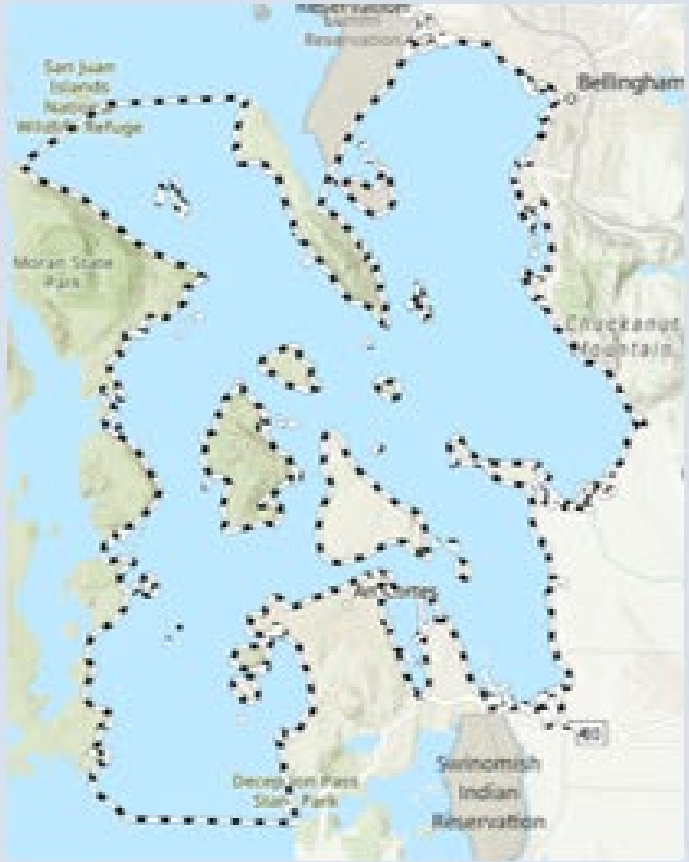



*ATB*



*Tank Barge*



# BPC vote: Alternatives under consideration

	Alt. A: No Action	Alt. B: Addition of FOR Only	Alt. C: Expansion	Alt. D: Removal
Geography	<p>No change from 2020</p> 	<p>No change from 2020</p> 	<p>Keep 2020 + expand to <u>SoG/SoG S.</u></p> 	<p>Remove <u>reqs.</u> w/in 2020 boundary</p> 
Functional and Operational Requirements (FOR)?	<p>No change from 2020.</p>	<p>ADD pre-escort conference, minimum horsepower, propulsion specifications</p>	<p>ADD pre-escort conference, minimum horsepower, propulsion specifications</p>	<p>No requirements for target vessels</p>

# BPC Vote: Elements of the environment

Element	Include in EIS
*Air Quality and GHG Emissions	Yes
Water Quality	Yes
*Plants and Animals (incl. SRKW, marine mammals)	Yes
Energy and Natural Resources	Yes
*Environmental Health: Releases (oil spills)	Yes
*Environmental Health: Noise (incl. underwater noise, ambient/operational noise)	Yes
Aesthetics, Light, and Glare	Yes
*Tribal Natural and Cultural Resources	Yes
*Transportation: Vessel Traffic	Yes
Recreation	Yes

*Note: BPC support for focus on environmental justice – to be integrated throughout and included as its own chapter*  
 \* = Priority Element as identified by the BPC

# BPC vote: Functional and operational requirements (FORs)

## Functional requirements

Tug escorts must have a minimum of:

- 3,000 horsepower
- Twin-screw propulsion

## Operational requirement

- A pre-escort conference shall be held before commencing an escort.



# Staff



# Presentation

# Environmental Findings (15 min)


















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# Determination of Significance (WAC 197-11-794)

- Reasonable likelihood of more than a moderate adverse impact on environmental quality.
- Involves context and intensity (magnitude and duration of impact).
- Not a formula or quantifiable test.
- May vary with the physical setting.
- The severity of an impact should be weighed along with the likelihood of its occurrence. An impact may be significant if its chance of occurrence is not great, but the resulting environmental impact would be severe if it occurred.




# EIS: Preliminary Significance Determinations



-  Vessel Traffic
-  Underwater Noise
-  Oil Pollution

Element of the Environment	Alternative A (No Action)	Alternative B (Addition of FORs)	Alternative C (Expansion)	Alternative D (Removal)
Vessel Traffic	No	No	No	No
Oil Pollution	No	No	No	Yes 
Tribal Resources	Yes 	Yes 	Yes 	Yes 
Plants and Animals	Yes 	Yes 	Yes 	Yes 
Underwater Noise	Yes 	Yes 	Yes 	No
Air Quality	No	No	No	No
Environmental Justice	Yes	Yes	Yes	Yes



# EIS: Preliminary Significance Determinations Cont'd

-  Vessel Traffic
-  Underwater Noise
-  Oil Pollution

Element of the Environment	Alternative A (No Action)	Alternative B (Addition of FORs)	Alternative C (Expansion)	Alternative D (Removal)
Water Quality	No	No	No	Yes 
Recreation	No	No	No	Yes 
Visual Resources	No	No	No	No
Energy and Natural Resources	No	No	No	No

# Significance Findings

- 1. Tribal Resources (Alternatives A, B, C)**
  1. Environmental Justice
- 2. Underwater Noise (Alternatives A, B, C)**
  1. Plants and Animals
- 3. Oil Pollution (Alternative D)**
  1. Tribal Resources
  2. Plants and Animals
  3. Environmental Justice
  4. Water Quality
  5. Recreation

# Tribal Resources Significance Finding (Alternatives A-C)

- Vessel traffic impacts to Tribal fishing
  - **Relevant Threshold:** Impacts to treaty fishing
- Tribes have stated that current levels of vessel traffic negatively impact treaty fishing.
- Incidents with tugs described specifically to Ecology





*“The designated shipping lanes and anchorages in that same area take up 27% of the same waters of the Salish Sea.”*

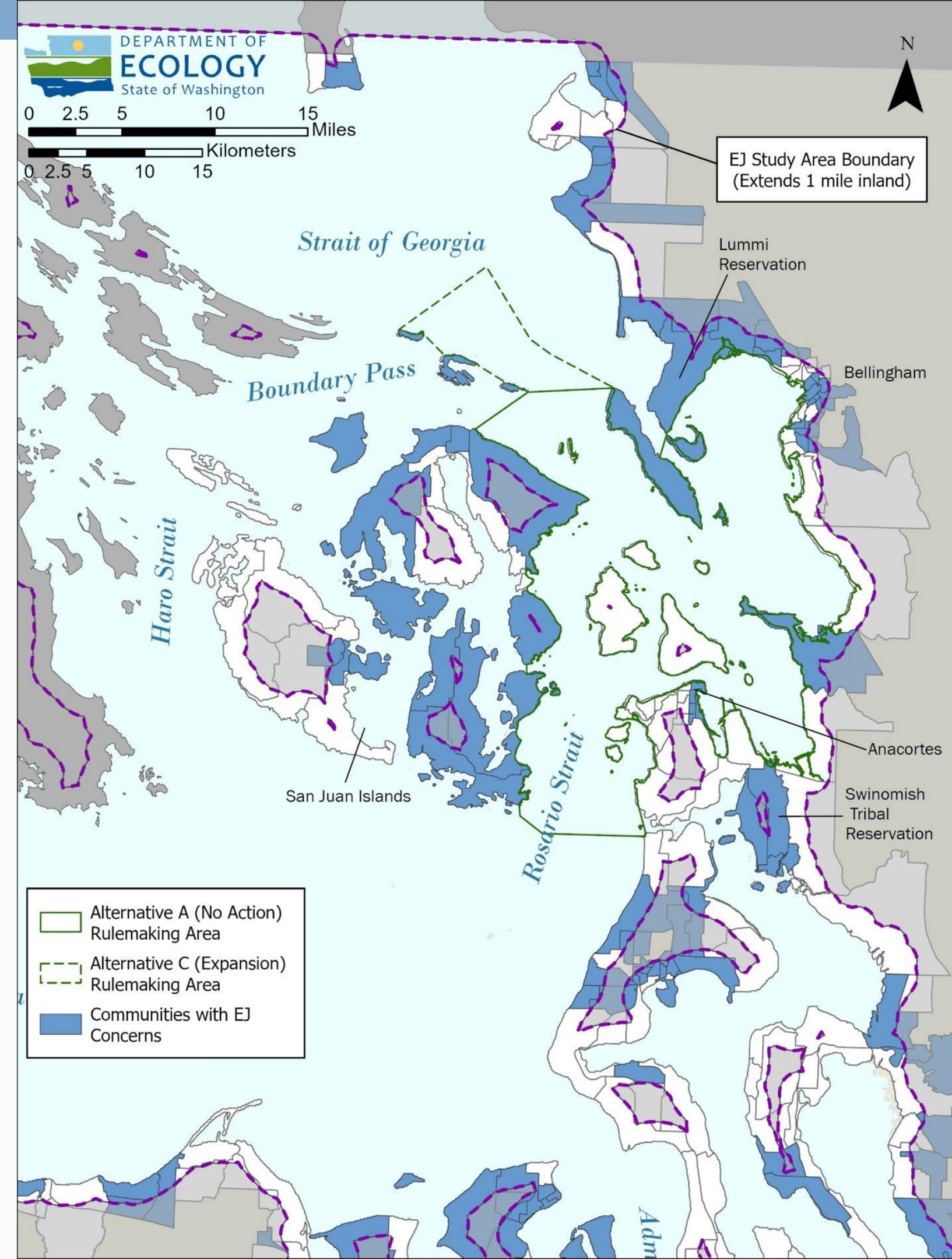
*“The current amount of vessel traffic interferes with Swinomish treaty fishing in important fishing areas.”*

*Loomis, L. (2021). Vessel Traffic Impacts Swinomish Treaty Fishing. Shared with the Puget Sound Harbor Safety Committee.*



# Tribal Resources & Environmental Justice (Alternatives A-C)

- EJ Analysis includes:
  - Populations of color
  - Low-income populations
  - Tribes
- Impacts to Tribes are also EJ impacts



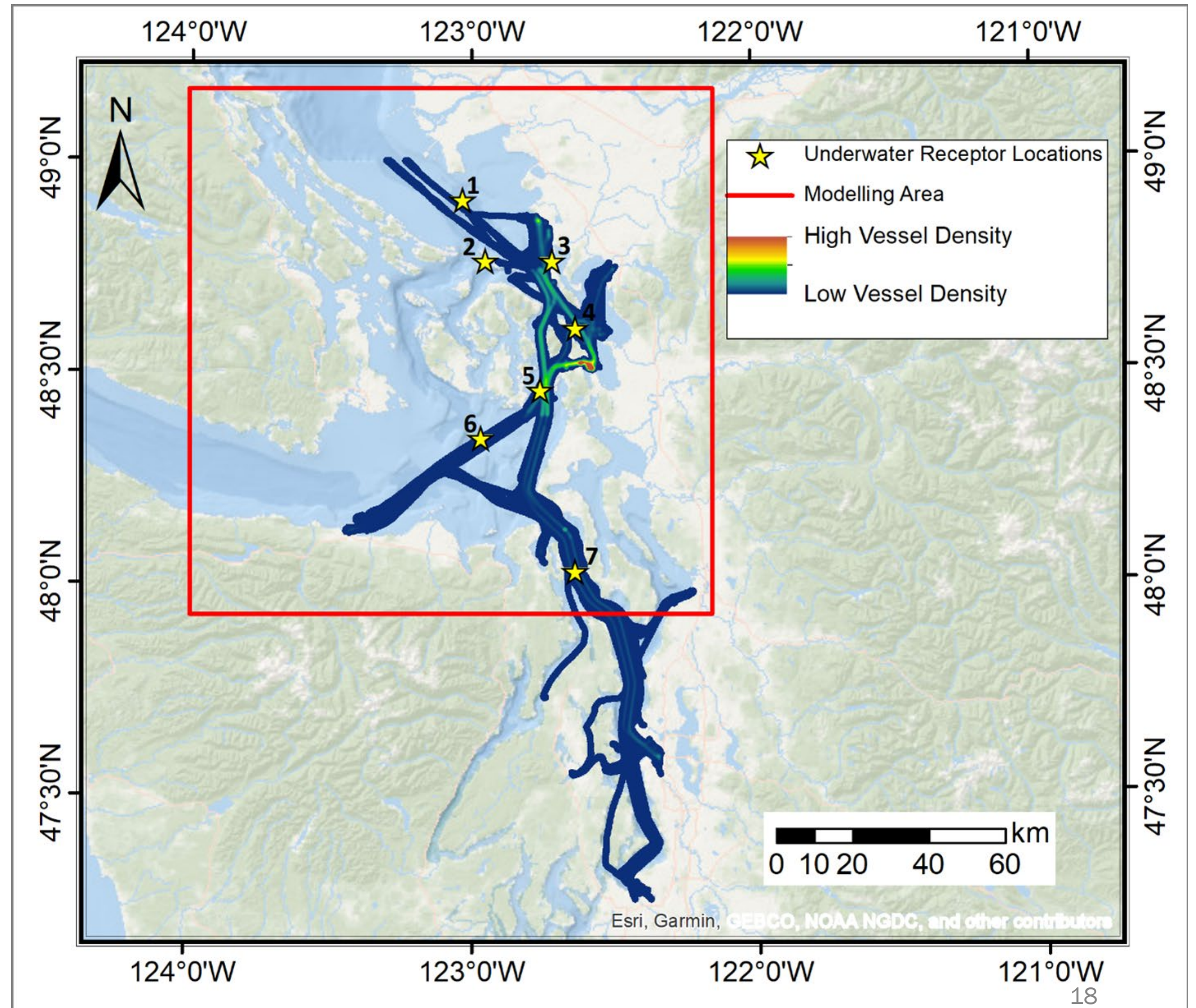
# Underwater Noise Significance Findings (Alternatives A-C)

- **Relevant Threshold:** Increase in exceedance of 120 dB NMFS threshold (10% increase in time or area)
- Alternative A (No Action):
  - Average noise levels at most receiver locations higher than Alt. D
  - All 7 receiver locations reach the 120 dB threshold
  - Increase of > 10% in **time** over 120 dB from Alt. D at: Rosario, Anacortes, and Lummi locations



# Underwater Noise Modeled Receiver Locations

1. Strait of Georgia
2. Boundary
3. Lummi
4. Anacortes
5. Rosario
6. Haro
7. Puget





# Underwater Noise Significance Findings (Alternatives A-C), Cont'd

- Alternative B (Addition of FORs):
  - Same as Alternative A, possible minor increases in noise due to FORs
- Alternative C (Expansion):
  - Time over 120 dB remains the same as Alternative A
  - Minor increase in the area over 120 dB
  - Average noise levels: Minimal increase during winter at Boundary and Lummi locations. Minimal decrease in summer at Lummi and Anacortes locations.
- Alternative D (Removal) Note: Harmful levels of underwater noise still exist for all modeled locations.

# Underwater Noise Finding Affects (Alternative A-C) :

Element of the Environment	Relevant Significance Thresholds
<b>Plants and Animals</b>	More than a moderate increase in adverse impacts to: <ul style="list-style-type: none"><li>• special-status species</li><li>• degradation of sensitive ecological areas</li><li>• Impacts expected to affect the viability of a population or ecosystem</li></ul> Marine mammals: increase of at least 10% in noise levels above the NMFS behavioral disturbance threshold.

# Oil Pollution Significance Finding (Alternative D)

- **Relevant Threshold:** Reasonable likelihood of increase in frequency, severity, and/or extent of spills from target vessels
- Probability of a target vessel drift grounding in the EIS Study Area increases by 11.84% compared to Alternative A.
  - 167-year event (Alt. D) vs. 186-year event (Alt. A)
  - Within the rulemaking area, the increase is 90.5% (0.00042/year in Alternative A vs. 0.00081/year in Alternative D)



# Oil Pollution Affects (Alternative D) :

Element	Relevant Significance Threshold
<b>Tribal Resources</b>	Adverse impacts to <ul style="list-style-type: none"> <li>• Wildlife or habitats of cultural significance</li> <li>• Tribes' water-dependent activities (water quality)</li> <li>• Coastal cultural resources</li> <li>• Treaty fishing (access, operation, quality)</li> </ul>
<b>Environmental Justice</b>	Disproportionate adverse impact to populations of color, low-income populations, and/or Tribes
<b>Plants and Animals</b>	More than a moderate increase in adverse impacts to <ul style="list-style-type: none"> <li>• special-status species</li> <li>• degradation of sensitive ecological areas</li> <li>• Impacts expected to affect the viability of a population or ecosystem</li> </ul>
<b>Water Quality</b>	Meaningful increase in frequency of acute water quality standard exceedances from spills
<b>Recreation</b>	Long-term or permanent changes to recreational access or quality

# EIS: Significance Findings

Alternative	Proposed Significance Findings	
Alternative A (No Action)	<ul style="list-style-type: none"> <li>Underwater Noise</li> </ul>	<ul style="list-style-type: none"> <li>Tribal Resources</li> <li>Plants and Animals</li> <li>Environmental Justice</li> </ul>
Alternative B (Addition of FORs)	<ul style="list-style-type: none"> <li>Underwater Noise</li> </ul>	
Alternative C (Expansion)	<ul style="list-style-type: none"> <li>Underwater Noise</li> </ul>	
Alternative D (Removal)	<ul style="list-style-type: none"> <li>Oil Pollution</li> <li>Water Quality</li> <li>Recreation</li> </ul>	

# Mitigation Measures Included in the EIS

- In Rulemaking Language
- Required by Other Regulations
- Voluntary

# Mitigation Measures Included in the EIS

## In Rulemaking Language

Elements of the Environment	Mitigation Measures
All	<ul style="list-style-type: none"><li>• Selection of geographic alternative</li><li>• Inclusion of FORs</li></ul>
Tribal Resources	<ul style="list-style-type: none"><li>• Operators must consider opportunities to coordinate with interested Tribes to avoid/reduce impacts</li></ul>
Underwater Noise, Plants and Animals	<ul style="list-style-type: none"><li>• Operators must consider opportunities to participate in voluntary noise reduction efforts</li></ul>



# Mitigation Measures Included in the EIS

## Already Required by Other Regulations

Elements of the Environment	Mitigation Measures
All	<ul style="list-style-type: none"><li>• Existing vessel traffic safety requirements</li><li>• Existing oil pollution regulations</li></ul>
Underwater Noise, Plants and Animals	<ul style="list-style-type: none"><li>• Existing federal and state regulations protecting SRKW and other marine mammals (e.g. reducing speed, maintaining distance)</li></ul>
Water Quality	<ul style="list-style-type: none"><li>• Existing water quality and vessel discharge regulations</li></ul>
Tribal Resources	<ul style="list-style-type: none"><li>• Northwest Area Contingency Plan policies and procedures for oil spill response and cultural resource protection.</li></ul>

# Mitigation Measures Included in the EIS

## Voluntary

Elements of the Environment	Mitigation Measures
All	<ul style="list-style-type: none"><li>• Continued participation in PSHSC Standards of Care and industry best practices</li><li>• Extension of applicable PSHSC Standards of Care to 5,000 – 40,000 DWT escorts</li></ul>
Underwater Noise, Plants and Animals	<ul style="list-style-type: none"><li>• Voluntary noise reduction efforts in the EIS Study Area</li><li>• Adoption of Be Whale Wise guidance</li><li>• Transition to quieter, hybrid, and/or electric propulsion when technology and cost make this feasible.</li></ul>
Plants and Animals	<ul style="list-style-type: none"><li>• Voluntary environmental certification programs</li></ul>
Tribal Resources	<ul style="list-style-type: none"><li>• Encourage operators to develop agreements with interested Tribes to improve communication and reduce impacts to treaty fishing.</li><li>• Encourage operators to limit waiting time at rendezvous locations</li></ul>

# Proposed Mitigation Rule Language

Operators must consider:

- 1) Opportunities to coordinate with interested Tribes to avoid or reduce impacts of tugs to treaty fishing and
- 2) Opportunities to participate in voluntary underwater noise reduction measures and best practices where safe and feasible to do so.





# Staff Presentation

## Economic Findings (10 min)



# Administrative Procedures Act

## Chapter 34.05.328 RCW

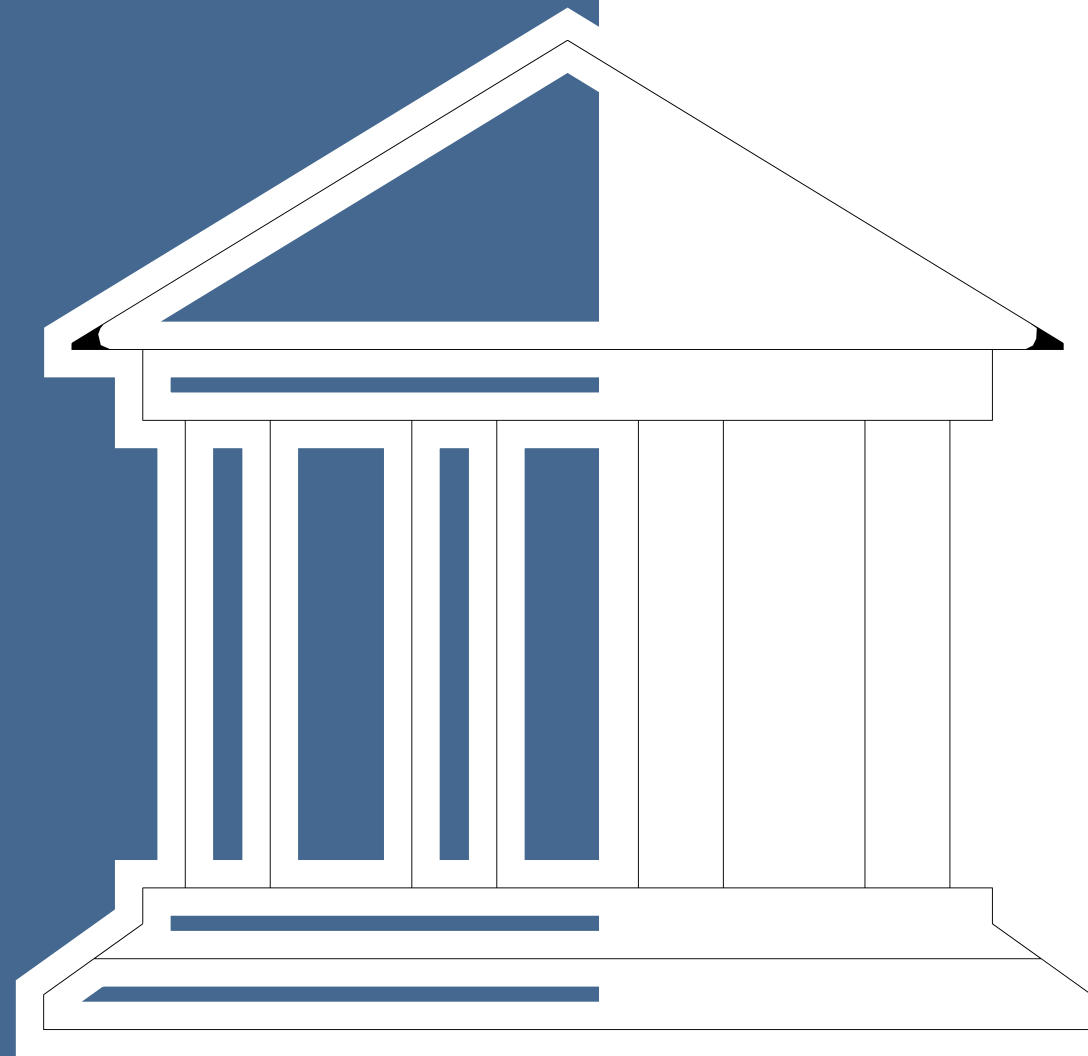
### **1. Cost-Benefit Analysis (CBA)**

- The benefits of the proposed rule must outweigh the costs
- Qualitative and quantitative measures are equally considered

### **2. Least-Burdensome Alternatives Analysis (LBA)**

- The chosen alternative must meet the goals and objectives of the authorizing statute
- Among the options considered, the least burdensome alternative for those that must comply with it must be chosen

# Engrossed Substitute House Bill 1578 (2019)



“...it is the intent of the legislature to enact certain new safety requirements designed to reduce the current, acute risk from existing infrastructure and activities of an oil spill that could eradicate our [Southern Resident Killer] whales, violate the treaty interests and fishing rights of potentially affected federally recognized Indian Tribes, damage commercial fishing prospects, undercut many aspects of the economy that depend on the Salish Sea, and otherwise harm the health and well-being of Washington residents...”



# Framework for Spill Prevention

## Chapter 90.56 RCW

### Oil and Hazardous Substance Spill Prevention and Response

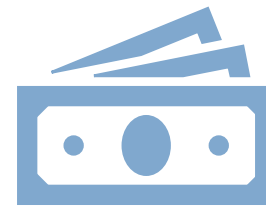
“...the legislature finds that the primary objective of the state is to achieve a zero spills strategy to prevent any oil or hazardous substances from entering waters of the state.”



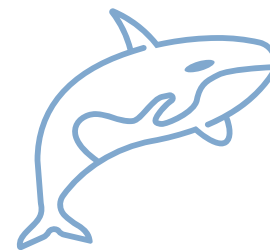
# Quantitative Oil Spill Costs



Clean up costs



Damage Costs



SRKW Premium



# Cleanup Costs

- **Factors influencing cleanup costs:** Oil type, spill location, timing, sensitive areas affected, liability limits, laws, and cleanup strategy.
- **Modern costs:** A 2019 California study estimated cleanup costs in various scenarios. We took from that \$29,539 per barrel (~\$36,403 per barrel in 2024). The authors note this reflects recent higher public expectations for cleanup standards.



# Damage Costs

- **Natural resource and community impact costs:** Lost tourism, fishing revenues (including Tribal), recreation, and commerce.
- **San Juan Islands spill damage estimates:** 2019 Earth Economics study estimated \$84.3M–\$243.2M in damages for a 24,000-barrel heavy fuel oil spill across five impact categories, including property values, tourism, and ecosystem services.
- **Damage costs per barrel:** High-end damage estimate of \$243.2M translates to **\$12,578** per barrel in 2024 dollars.

# Total Costs per Barrel



Cleanup Cost + Damage Cost = Total cost per Barrel



\$36,403 + \$12,578 = \$49,981 (rounded up to **\$50,000**)



A group of Southern Resident Killer Whales is seen swimming in the ocean. The whales are dark with white patches on their chests and bellies. Their dorsal fins are prominent, and they are moving across the water's surface. The background shows a vast expanse of blue water under a clear sky.

**The Southern Resident  
Killer Whales were declared  
endangered nearly 20 years  
ago.**



# SRKW Premium

- Contingent valuation survey in 2010.
- Valuation was for conservation efforts that would in 50 years move the SRKW from “endangered” to “recovered”.
- Households were willing to pay (WTP) roughly \$1,000 over 10 years.
- This survey was mailed 8 years prior to global headlines.
- Adjusting this WTP from 2014 to 2024 dollars and multiplying the value by Washington State’s 3 million households we obtain **\$3.5 billion**.

*Public preferences for endangered species recovery: an examination of geospatial scale and non-market values*

-Kristy Wallmo and Daniel K. Lew (Frontiers in Marine Science, 2015)

# Worst-case\* spill method

- Assumes a drift grounding will occur and that it will result in a worst-case spill (a spill of the entire cargo and fuel of the vessel).
- The largest target vessel has a cargo capacity of 259,000 barrels.
- Possible damage costs to vessels from drift grounding is \$10 million (D)

## Calculation:

$(\$10 \text{ million} + (259,000 \text{ barrels} \times \$50,000/\text{barrel})) + \$3.5 \text{ billion} =$

**\$16.46 billion**

\*Defined in statute, RCW 90.56.010

**Low  
Probability,  
High Impact**

## CBA Methods

- The methods estimate expected **avoided spill costs** by considering the probability of a drift groundings.
- A drift grounding is one specific type of incident escort tugs are well suited to addressing.
- While drift groundings are rare, they have the potential to result in catastrophic consequences.

Alternative	Reoccurrence interval for a drift grounding*	% chance of drift grounding in 20 years
A and B	186 years	10.8% chance over 20 years
C	189 years	10.6% chance over 20 years
D	167 years	12% chance over 20 years

\*Chance of a spill from a grounding estimated at 0.73%

# Method factoring in probability of a drift grounding

- Assumes a drift grounding will result in a worst-case spill.
- The largest target vessel has a cargo capacity of 259,000 barrels.
- Includes the difference in the odds of a drift grounding occurring using the Spill Risk Model (O).
- Possible damage costs to vessels from drift grounding is \$10 million (D.)

## Calculation of expected avoided oil spill cost benefit from Alternative C

$$O \times ((D + (259,000 \times C)) + SRKW) = \text{Benefit}$$

$$(1/186 - 1/189) \times ((\$10 \text{ M} + (259,000 \text{ barrels} \times \$50,000/\text{barrel})) + \$3.5 \text{ billion}) =$$

$$\text{\$1.4 million /yr}$$

- ❖ Factoring in probability of a drift grounding AND probability of a spill from a grounding (0.73%) would result in benefit of **\\$11,101 /yr.**



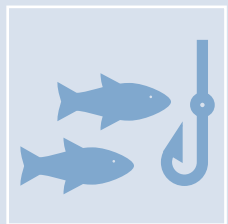
# Some quantitative cost estimates

- **Pre-escort conference:** Total cost per year based on time spent per escort, number of escorts per year, and hourly wage: **\$15,581 /yr**
- **Additional costs of serving expansion area:** Includes extra tug operation time and conference costs. **\$850,000 /yr**
- **Expense of added (since 2020) tug escorts:** Total cost per year based on number of escorts per year and average price of an escort based on sheets from providers operating in the area: **\$20 million /yr**

# Qualitative Oil Spill Costs



**Unquantifiable impacts:** devastating, immeasurable harm to ecosystems, cultural heritage, and community well-being, threatening critical habitats and biodiversity.



**Tribal resources:** Tribal nations would face severe cultural and spiritual losses, disruption of treaty fishing and harvest rights, and exacerbated social and economic inequities due to their place-based rights.



**Widespread community impacts:** Loss of natural and cultural resources would harm livelihoods, mental health, and public health, with long-term consequences for both Tribal and non-Tribal communities.

# CBA Summary

## Alternative B – Addition of FORs

### Benefits

- No quantified change from Alternative A, Drift Grounding is 186-year event.
- FORs are considered to enhance safety and ensure adequate power and maneuverability to prevent drift grounding

### Costs

- Pre-escort conference = \$15,851/yr
- EIS adverse significant impacts:
  - Plants and animals from underwater noise
  - Tribal resources from vessel traffic



# CBA Summary

## Alternative C – Expansion



### Benefits

- DG risk goes from a 186-year event to a 189-year event.
- FORs
- Avoided spill costs up to \$1.4 million/yr IF DG → WCS. Total cost of WCS is \$16.46 B.
- Local geography and ecosystem
- Efficiency and suitability of geographic area

### Costs

- Pre-escort conference + extra operation time = \$850k/yr
- EIS adverse significant impacts:
  - Plants and animals from underwater noise
  - Tribal resources from vessel traffic

Drift grounding (DG)  
Worst-case spill (WCS)

# CBA Summary

## Alternative D – Removal



### Benefits

- Amount saved on tug escorts = \$20 million/yr
- Less vessel traffic
- Reduction in underwater noise
- Reduction in impacts to Tribal resources

### Costs

- DG goes from a 186-year event to a 167-year event. 10.8% to 12% chance of a drift grounding / 20 yrs
- IF drift grounding → WCS \$10.1 million/yr, using WCS cost of \$16.46 billion.
- EIS adverse significant impacts:
  - Increased Oil pollution risk affects:
    - Tribal resources
    - Plants and animals
    - Water quality
    - Recreation

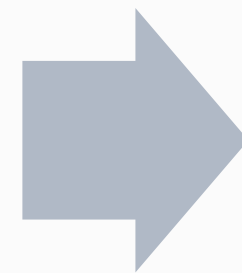
Drift grounding (DG)  
Worst-case spill (WCS)

# Least-Burdensome Alternatives Analysis

The rule requirements must:

1. Achieve the goals and objectives of the authorizing statute;  
**and**
2. Be the least burdensome to those required to comply with them

1. Identify whether it achieves statutory goals and objectives



2. Choose which alternative is the least burdensome



# Goals and Objectives of Chapter 88.16

- Be designed to achieve Best Achievable Protection (BAP), which considers:
  - “(a) The additional protection provided by the measures;
  - (b) The technological achievability of the measures; and
  - (c) The cost of the measures.”
- Reduce spill risk
- Specify functional and operational requirements
- Consider geographic area for tug escort requirements
- Avoid or minimize additional vessel noise
- Reduce Tribal impacts

# LBA Summary

Alternative	Estimated Cost to Comply (per year)	Drift Grounding Risk Over 20 years	Other Statutory Considerations	Does it achieve BAP?
A – No Action	\$20M	186-year event (10.8% chance)	Vessel noise and Tribal impacts	No
B – Addition of FORs	\$20M+ \$15k (FORs)	186-year event (10.8% chance)	Vessel noise and Tribal impacts	TBD
C- Expansion	\$20M+ \$15k+\$850k	189-year event (10.6% chance)	Vessel noise and Tribal impacts	TBD
D - Removal	\$0	167-year event (12% chance)	Significant oil spill risk impact	No



# Discussion and Questions (10 min)



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# Draft Rule Language (30 min)



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State of Washington

# EIS Significance Finding Summary

Alternative	Proposed Significance Findings	
Alternative A (No Action)	<ul style="list-style-type: none"> <li>Underwater Noise</li> </ul>	<ul style="list-style-type: none"> <li>Tribal Resources</li> <li>Plants and Animals</li> </ul>
Alternative B (Addition of FORs)	<ul style="list-style-type: none"> <li>Underwater Noise</li> </ul>	
Alternative C (Expansion)	<ul style="list-style-type: none"> <li>Underwater Noise</li> </ul>	
Alternative D (Removal)	<ul style="list-style-type: none"> <li>Oil Pollution</li> <li>Water Quality</li> <li>Recreation</li> </ul>	

# Cost Benefit Summary

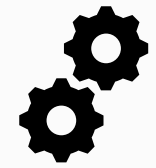
	Cost (qualitative & quantitative)	Benefit (qualitative & quantitative)
<b>B</b>	<ul style="list-style-type: none"> <li>• <b>\$15,851</b> per year (FOR)</li> <li>• Underwater noise, tribal, and plants and animal impact</li> </ul>	<ul style="list-style-type: none"> <li>• FORs ensure escorts communicate and have sufficient maneuverability and power</li> <li>• Drift Grounding is <b>186-year event</b></li> <li>• <b>10.8%</b> chance of a drift grounding /20yrs</li> </ul>
<b>C</b>	<ul style="list-style-type: none"> <li>• <b>\$850,000</b> per year (FOR and expansion)</li> <li>• Underwater noise, tribal, and plants and animal impact</li> </ul>	<ul style="list-style-type: none"> <li>• Save up to <b>\$1.4 M</b> in spill costs per year. Total cost of worst possible spill is <b>\$16.46 B</b> if spill prevented by expanded escorts.</li> <li>• Drift Grounding <b>189-year event</b>. <b>10.6%</b> chance of a drift grounding/ 20yrs</li> <li>• Expansion provides high escort efficiency, refines RCW area based on model and OTSC input.</li> </ul>
<b>D</b>	<ul style="list-style-type: none"> <li>• Up to <b>\$10.1 M</b> in spill costs per year. Total cost of worst possible spill is <b>\$16.46 B</b> if spill occurred due to removal of escorts.</li> <li>• Drift Grounding <b>167-year event</b>. <b>12%</b> chance of a drift grounding / 20 yrs</li> <li>• Oil Pollution, water quality, and recreation impact</li> </ul>	<ul style="list-style-type: none"> <li>• Save <b>\$20 M</b> in escort costs (removal of Alt A escorts)</li> <li>• Reduced noise and vessel traffic.</li> </ul>



# Least Burdensome Alternative Summary

	A	B	C	D
<b>Cost to comply</b>	<ul style="list-style-type: none"> <li>• Status quo costs <b>\$20 million</b></li> <li>• <b>\$0</b> additional costs to comply</li> </ul>	<ul style="list-style-type: none"> <li>• Status quo costs <b>\$20 million</b></li> <li>• <b>\$15,851</b> additional cost per year to comply (FOR)</li> </ul>	<ul style="list-style-type: none"> <li>• Status quo costs <b>\$20 million</b></li> <li>• <b>\$850,000</b> additional cost per year to comply (FOR and expansion)</li> </ul>	<ul style="list-style-type: none"> <li>• <b>\$0</b> to comply</li> </ul>
<b>Goal: Spill risk reduction</b>	<ul style="list-style-type: none"> <li>• Drift Grounding is <b>186-year event</b></li> <li>• <b>10.8%</b> chance of a drift grounding /20yrs</li> </ul>	<ul style="list-style-type: none"> <li>• Drift Grounding is <b>186-year event</b></li> <li>• <b>10.8%</b> chance of a drift grounding /20yrs</li> </ul>	<ul style="list-style-type: none"> <li>• Drift Grounding is <b>189-year event</b></li> <li>• <b>10.6%</b> chance of a drift grounding /20yrs</li> </ul>	<ul style="list-style-type: none"> <li>• No spill reduction achieved, Drift Grounding is <b>167-year event</b></li> <li>• <b>12%</b> chance of a drift grounding /20yrs</li> </ul>
<b>Goal: Consider Tribal Impacts and Noise</b>	<ul style="list-style-type: none"> <li>• Vessel noise, Tribal impacts found significant in the EIS</li> </ul>	<ul style="list-style-type: none"> <li>• Vessel noise, Tribal impacts found significant in the EIS</li> </ul>	<ul style="list-style-type: none"> <li>• Vessel noise, Tribal impacts found significant in the EIS</li> </ul>	<ul style="list-style-type: none"> <li>• Oil spill risk to Tribal Resources found significant in the EIS</li> </ul>
<b>Goal: BAP</b>	<ul style="list-style-type: none"> <li>• No - no FORs</li> </ul>	TBD	TBD	<ul style="list-style-type: none"> <li>• No – no spill reduction achieved</li> </ul>

# Rule components needed to draft WAC text



Functional and operational requirements



Geographic escort area

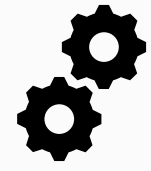


Mitigation measures

# Potential rule language with placeholders for rule components

## WAC 363 – 116 – 600: Tug escort requirements for tank vessels up to 40,000 DWT.

- (1) Escort requirements in WAC 363 – 116 – 600 do not apply to:
  - a) vessels providing bunkering or refueling services, as defined by the Board;
  - b) towed general cargo deck barges; or
  - c) vessels in ballast or unladen, as defined by the Board.
- (2) The following vessel types shall not operate in [geographic area] unless they are under the escort of a tug with [functional requirements]:
  - a) Oil tankers of between five thousand and forty thousand deadweight tons;
  - b) Articulated tug barges that are designed to transport oil in bulk internal to the hull and greater than five thousand deadweight tons; and
  - c) Towed waterborne vessels or barges that are designed to transport oil in bulk internal to the hull and greater than five thousand deadweight tons.
- (3) [Placeholder for additional functional requirements]
- (4) [Placeholder for operational pre-escort requirement]
- (5) [Placeholder for mitigation]



# Functional and Operational Requirement Rationale

Requirement	Rationale
<b>Pre-escort conference</b>	Ensures both vessels have a shared understanding of key elements of the escort operation
<b>Twin-screw propulsion</b>	Provide a higher level of confidence that the escort tug will be able to successfully maneuver to intervene to prevent a drift grounding and subsequent spill.
<b>2,000 horsepower tug for 5,000 – 18,000 DWT vessels</b>	Current industry practice for escorting of vessel less than 18,000, least burdensome alternative for these DWT vessels.
<b>3,000 horsepower tug for 18,000 - 40,000 DWT vessels</b>	Provides a higher level of confidence that the escort tug will have sufficient power to successfully intervene to prevent a drift grounding and subsequent spill.





# Geographic escort area rationale

Area	Rationale
<b>None (Removal)</b>	This was considered to have a baseline to compare other alternatives against with the awareness that it could result in an increase in oil spill risk but could reduce tug escort traffic and related impacts.
<b>Rosario Strait and connected waterways to the east (current escort area)</b>	This is the no action alternative which was required to be considered.
<b>Expansion area</b>	This area is adjacent to the Rosario and waters east escort area. The Ecology model showed this area to have a high escort efficiency, and the OTSC agreed that the characteristics of this zone make it a good candidate for an escort requirement.



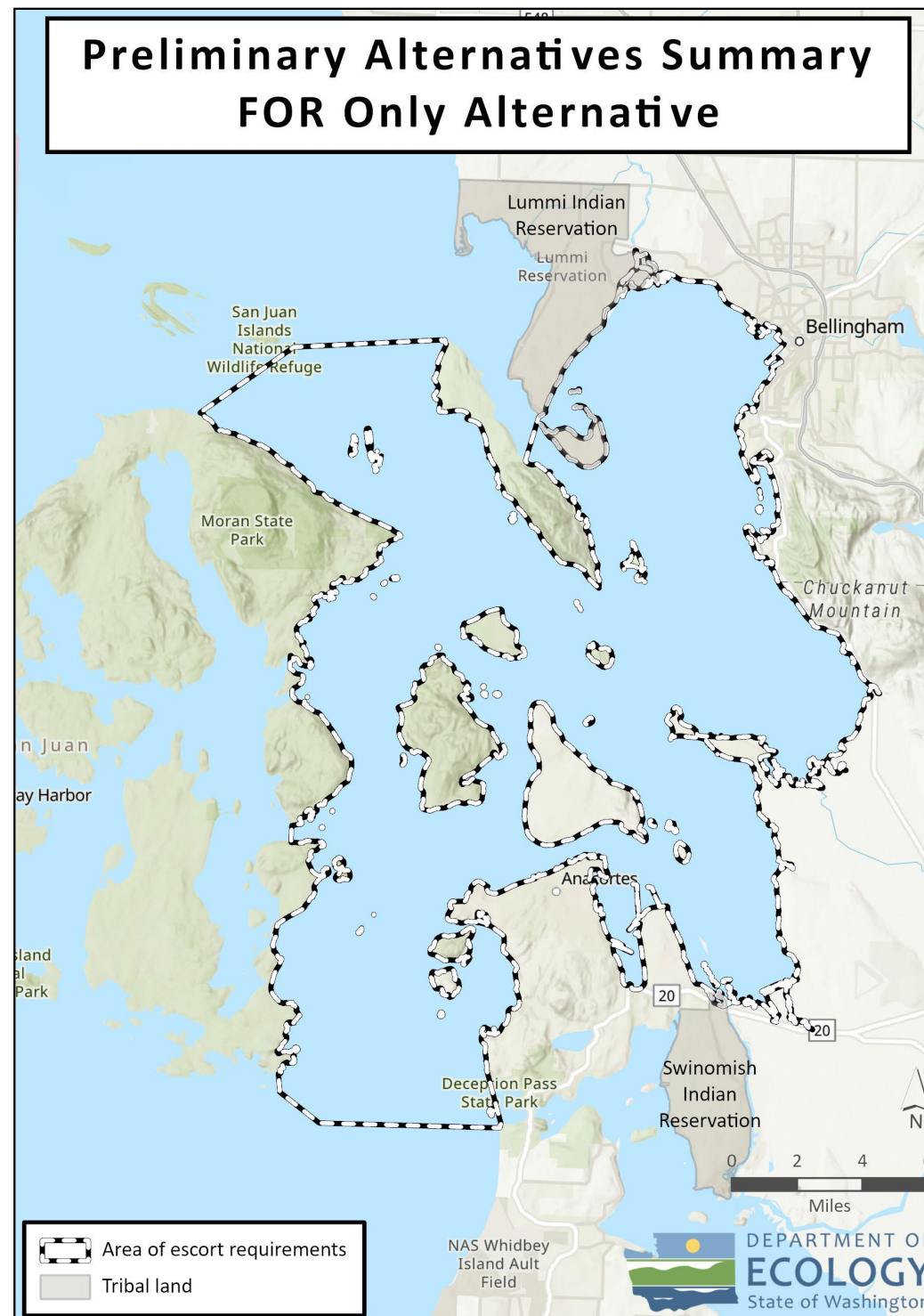
# Proposed Geographic escort area

Rosario Strait and connected waterways to the east

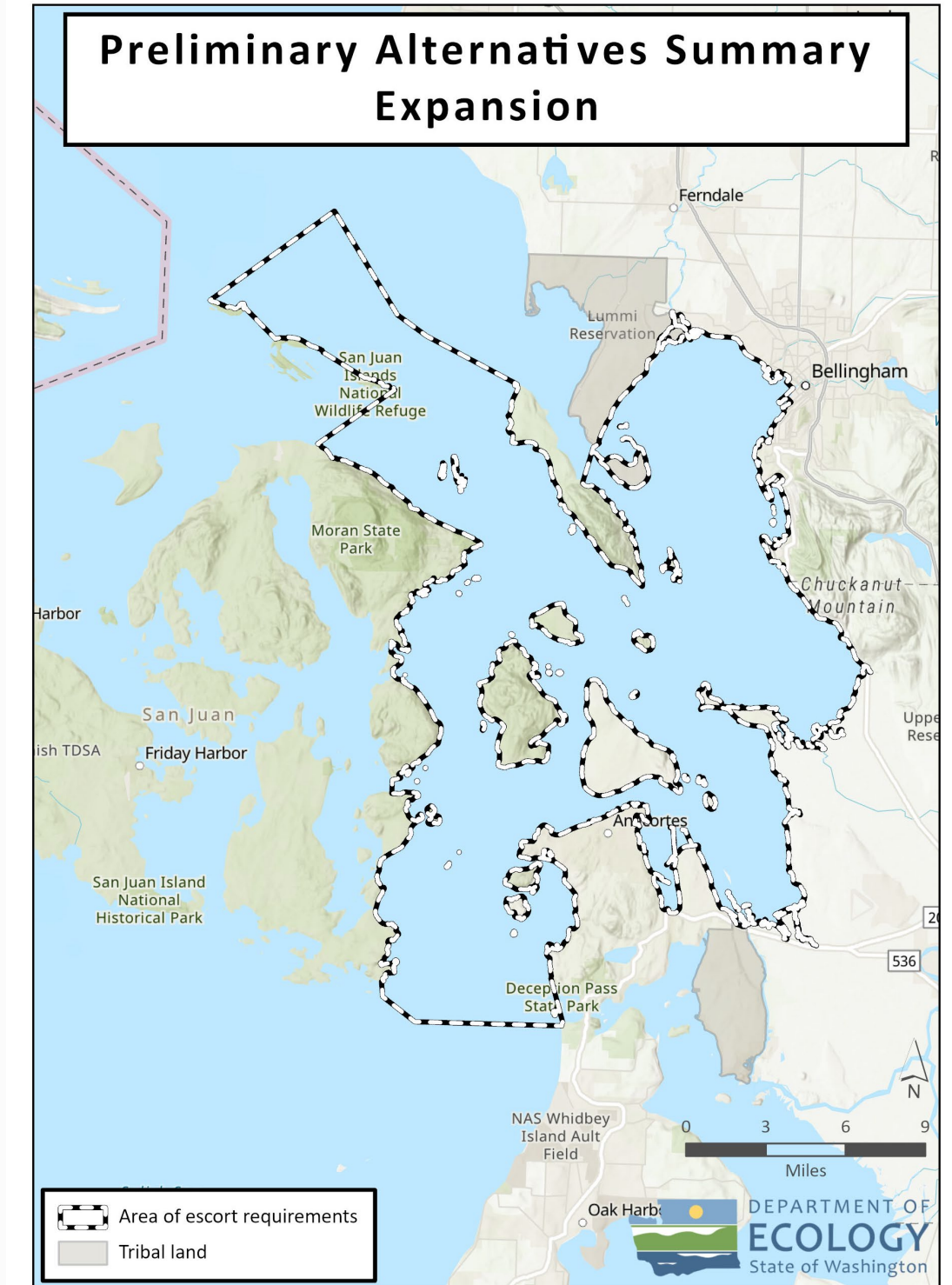
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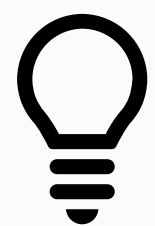
Rosario Strait and connected waterways to the east and expansion area

B



C

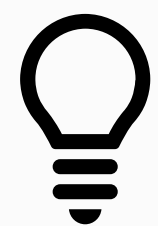




# Mitigation Measures Included in the EIS

## In Rulemaking Language

Elements of the Environment	Mitigation Measures
All	<ul style="list-style-type: none"><li>• Selection of geographic alternative</li><li>• Inclusion of FORs</li></ul>
Tribal Resources	<ul style="list-style-type: none"><li>• Operators must consider opportunities to coordinate with interested Tribes to avoid/reduce impacts</li></ul>
Underwater Noise, Plants and Animals	<ul style="list-style-type: none"><li>• Operators must consider opportunities to participate in voluntary noise reduction efforts</li></ul>

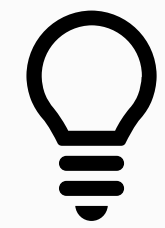


# Mitigation Measures – Rule Language

Operators must consider:

- 1) Opportunities to coordinate with interested Tribes to avoid or reduce impacts of tugs to treaty fishing.
- 2) Opportunities to participate in voluntary underwater noise reduction measures where safe and feasible to do so.





# Mitigation Measures - Voluntary

Elements of the Environment	Mitigation Measures
All	<ul style="list-style-type: none"><li>Continued participation in PSHSC Standards of Care and industry best practices</li><li>Extension of applicable PSHSC Standards of Care to 5,000 – 40,000 DWT escorts</li></ul>
Underwater Noise, Plants and Animals	<ul style="list-style-type: none"><li>Voluntary noise reduction efforts in the EIS Study Area</li><li>Adoption of Be Whale Wise guidance</li><li>Transition to quieter, hybrid, and/or electric propulsion when technology and cost make this feasible.</li></ul>
Plants and Animals	<ul style="list-style-type: none"><li>Voluntary environmental certification programs</li></ul>
Tribal Resources	<ul style="list-style-type: none"><li>Encourage operators to develop agreements with interested Tribes to improve communication and reduce impacts to treaty fishing.</li><li>Encourage operators to limit waiting time at rendezvous locations</li></ul>



# Q&A Time



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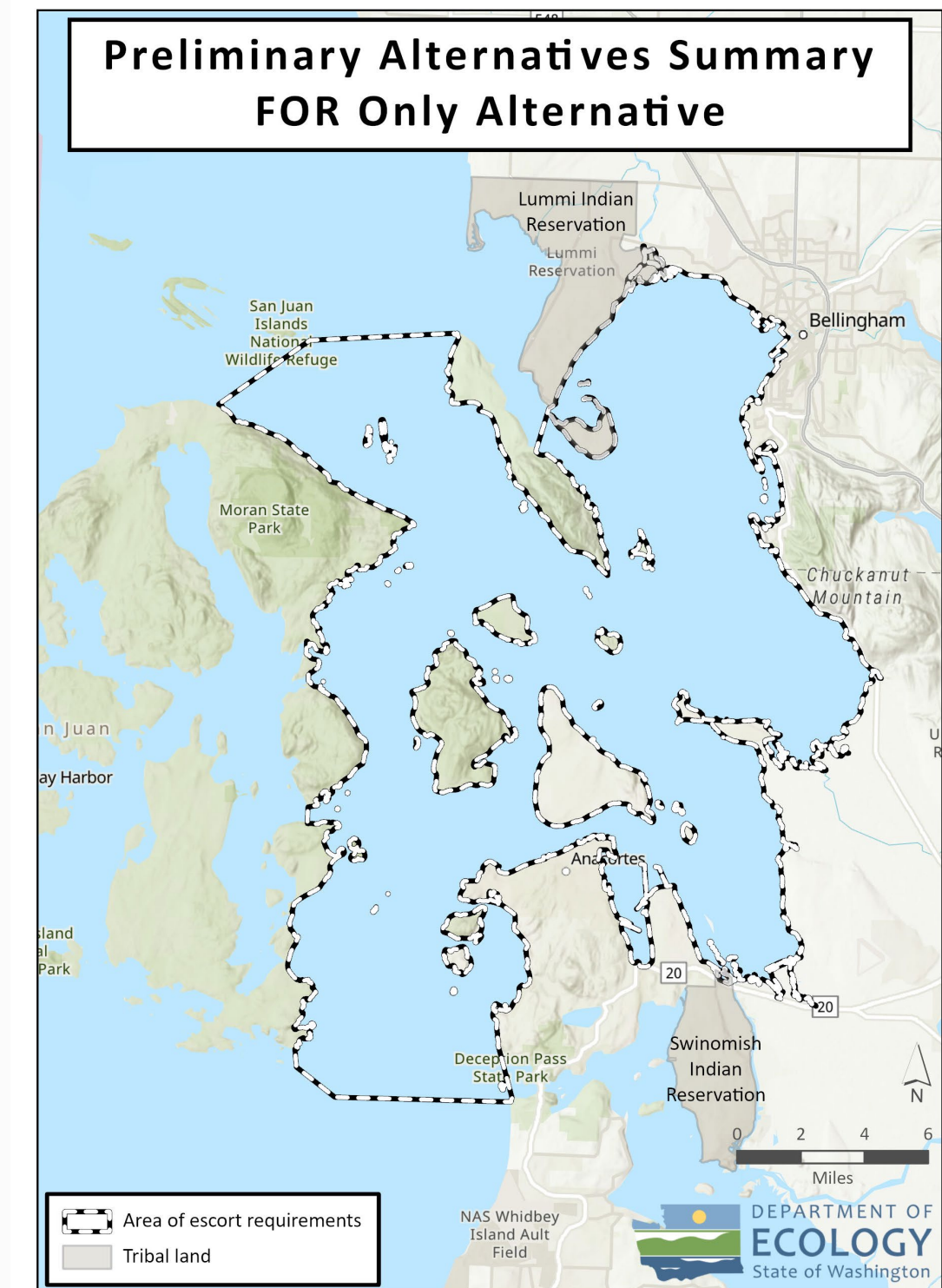
# Narrowing to preferred Alternative

Suggest not continuing consideration of the following Alternatives:

- **A:** Does not pass the Least Burdensome Alternative criteria of achieving the Best Achievable Protection since it does not include the functional and operational requirements.
- **D:** Does not pass the Least Burdensome Alternative criteria of meeting the spill risk reduction intent of this rulemaking and does not achieve best protection.

# Proposal #1 : Alternative B + mitigation measures

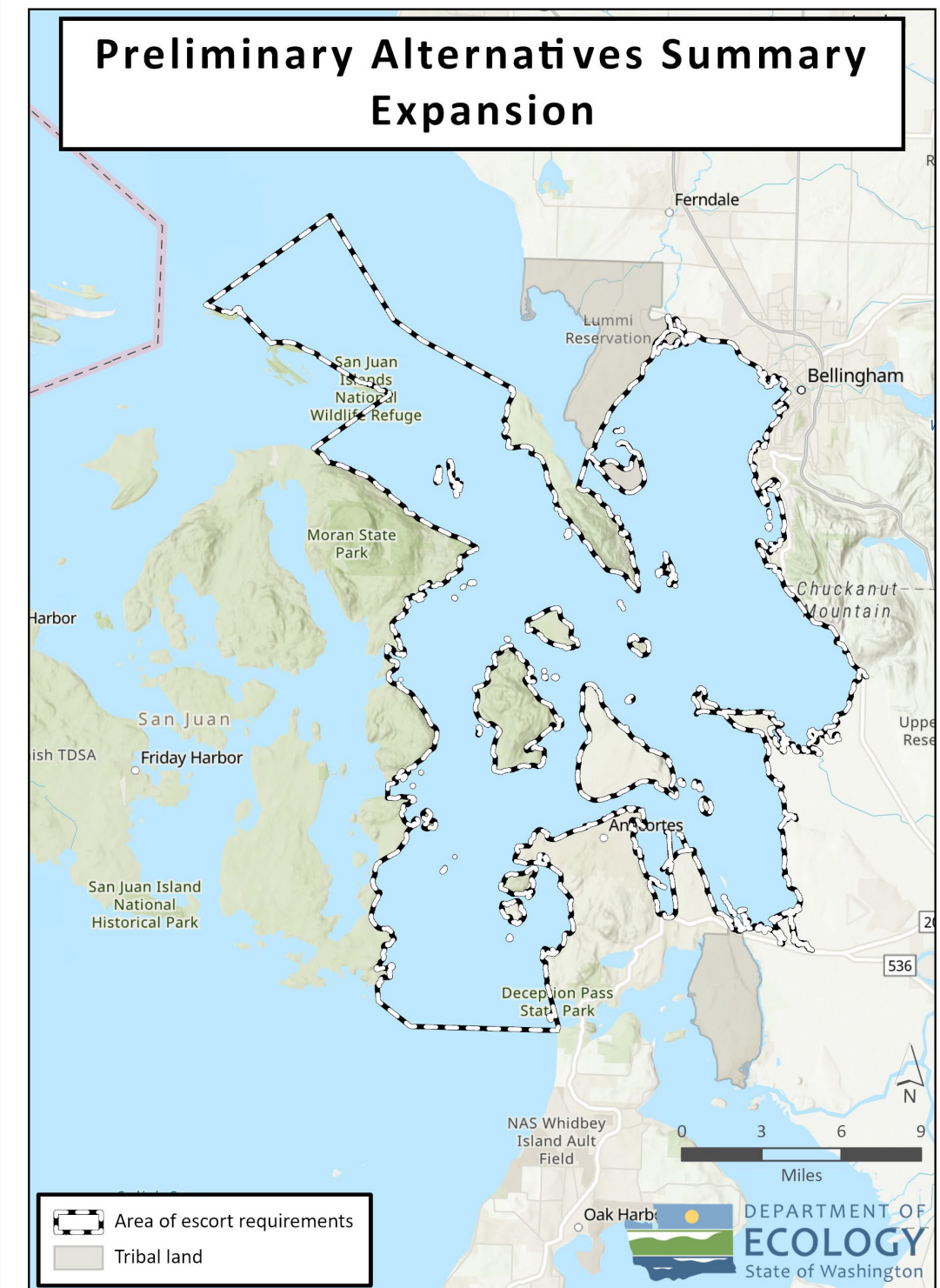
- All functional and operational requirements
- Escorts in Rosario Strait and connected waterways to the east





# Proposal #2 : Alternative C + mitigation measures

- All functional and operational requirements
- Escorts in Rosario Strait and connected waterways to the east
- Escorts in expansion area





**Next Step: OTSC  
to develop a rule  
recommendation  
for the Board**



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State of Washington



# OTSC and BPC Meeting Timeline

Date (2025)	What	Objective
February 13	OTSC Meeting	Workshop 11: Recommend proposed rule
February 20	BPC Meeting	Update on rule development
March 6	OTSC Meeting	Recommend proposed rule
March 20	BPC Meeting	Vote on proposed rule
June	BPC Meeting	BPC briefing before CR-102 filing







## Final Questions or Discussion?

### BPC Point of Contact:

Jaimie Bever, Executive Director

[BeverJ@wsdot.wa.gov](mailto:BeverJ@wsdot.wa.gov) or (206) 305-2296

### Ecology Point of Contact:

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