# STRATEGIC REVIEW OF COUNTER POLLUTION RESOURCES IN THE UNITED KINGDOM

Alun Lewis
Oil Spill Consultant

March 2004

# **SUMMARY**

The National Audit Office's (NAO) report "Dealing with Pollution from Ships", made several recommendations to the MCA.

These were that the MCA should explore the scope for achieving efficiencies in counter pollution activities and to undertake a strategic review of the overall counter pollution resources at its disposal, to assess in aggregate terms its ability to deal with large incidents and in particular with more than one major incident at a time.

This report is the result of the strategic review.

The review finds that MCA fulfils its responsibilities to minimise the risk of pollution of the marine environment from ships and, where pollution occurs, to minimise its impact on UK waters, coastlines and economic interests, in a manner that is proportional to the risks. The counter pollution equipment in the MCA's national stockpiles is sufficient to respond to all but the biggest oil spills. The review has also found that the risks of very large oil spills has been over-estimated in the past, compared with the historical data on real incidents. The MCA should use the revised probabilities of oil spills contained in this report as the basis for planning purposes.

There is no reason why the MCA should plan to have the capability of being the only responder to very large oil spills. There are other organisations within the UK that have significant counter pollution capabilities, in terms of appropriate expertise, trained personnel and equipment.

The MCA is likely to have to deal with medium size (100 to 1,000 tonne) oil spills on an approximately biennial basis and large (1,000 up to 10,000 tonnes) oil spills every 10 years. The resources currently available to the MCA to conduct at-sea response, particularly the aerial dispersant-spraying capability, are adequate if these spills are of crude oils. The capability of the MCA to alter the outcome at a large spill of HFO is more limited. The recovery of heavy oil at sea is an area of the MCA's capability that could be enhanced.

The probability of two very large (10,000+ tonne) or large (1,000 to 10,000 tonne) oil spills occurring simultaneously is very low. The expense in expanding the MCA resources (specialist personnel and equipment) required to effectively meet this unlikely double-threat would be out of proportion to the remote risk. There is a more realistic possibility of two smaller incidents happening simultaneously. The MCA could deal with two medium-size (100 to 1,000 tonne) incidents and possibly one large (1,000 to 10,000 tonne) incident and one medium-size incident.

The report makes a number of recommendations to the MCA.

# **CONTENTS**

### **SUMMARY**

### 1. INTRODUCTION

Purpose Objectives

Review Approach

# 2. MARINE POLLUTION

- 2.1 Marine pollutants
  - 2.1.1 Oils
  - 2.1.2 Chemicals
- 2.2 Incidents that cause marine oil pollution
  - 2.2.1 Fishing vessels
  - 2.2.2 Cargo and general shipping
  - 2.2.3 Oil tankers and product tankers
  - 2.2.4 Loss of packaged goods containing chemicals
- 2.3 Effects of marine oil pollution
  - 2.3.1 Effects of oil on ecological resources
  - 2.3.2 Economic effects of oil spills
  - 2.3.3 Effects of spilled HNS materials
- 2.4 Counter pollution techniques
  - 2.4.1 Salvage actions to prevent oil pollution
  - 2.4.2 At-sea response
  - 2.4.3 Preventative or protection booming
  - 2.4.4 Shoreline clean-up
  - 2.4.5 Counter pollution techniques for incidents involving chemicals
- 2.5 Compensation for damage caused and cost recovery for oil spill response

### 3 RISKS OF MARINE POLLUTION IN UK WATERS

- 3.1 Historical frequency of oil spills in UK waters
  - 3.1.1 Oil spill sources
  - 3.1.2 Size of oil spills
  - 3.1.3 Recent oil spills
  - 3.1.4 Summary of historical data
- 3.2 'Near-misses' and limited releases
- 3.3 Statistical probability of oil spills
  - 3.3.1 1995 DNV report
  - 3.3.2 1997 Lloyd's Register report
  - 3.3.3 1999 and 2001 Safetec UK reports
- 3.4 Locations of oil spills
  - 3.4.1 The 1995 DNV report
  - 3.4.2 The 1997 Lloyd's Register report
  - 3.4.3 ETV Risk Assessment
  - 3.4.4 Environmental sensitivity of sites to oil pollution and MEHRAs
  - 3.4.5 Location of historical spills
- 3.5 Comparison of probable and actual oil spills
- 3.6 Conclusions on the risk of oil spills in UK waters

### 4. RESPONSE TO MARINE POLLUTION IN UK WATERS

- 4.1 The role of the MCA
  - 4.1.1 Pollution prevention and minimisation functions of the MCA
  - 4.1.2 Pollution response functions of the MCA
- 4.2 The MCA's pollution prevention and minimisation role
  - 4.2.1 Aerial surveillance for oil pollution
  - 4.2.2 Emergency Towing Vessels (ETVs) and tugs
  - 4.2.3 SOSREP (Secretary of State's Representative)
- 4.3 The MCA's response to oil spills at sea
  - 4.3.1 Initiating the MCA's response capability
  - 4.3.2 Organisation of the MCA in oil spill response
  - 4.4 Response to oil spills other than from vessels at sea
  - 4.4.1 Response to oil spills in ports and harbours
  - 4.4.2 Response to oil spills from offshore oil and gas installations
  - 4.4.3 Response to oil spills on the shore
- 4.5 The role of other organisations in oil spill response
  - 4.5.1 Other oil spill response organisations
  - 4.5.2 UK oil spill response companies
- 4.6 The MCA's response to marine incidents involving chemicals

### 5. COUNTER POLLUTION RESOURCES IN THE UK

- 5.1 NAO report comments
- 5.2 Specialist counter pollution personnel within the MCA
  - 5.2.1 Specialist counter pollution personnel under contract to the MCA
  - 5.2.2 Other specialist counter pollution personnel in the UK
  - 5.2.3 Other UK government organisations
- 5.3 Emergency Towing Vessels (ETVs) and tugs
- 5.4 Aircraft used in counter pollution operations
  - 5.4.1 Aerial surveillance in support of the MCA's counter pollution operations
  - 5.4.2 Dispersant spraying aircraft
  - 5.4.3 MCA dispersant stockpiles
- 5.5 Counter pollution equipment
  - 5.5.1 Salvage and at-sea response equipment at Milford Haven
  - 5.5.2 Shoreline clean-up equipment at Southampton
  - 5.5.3 Shoreline clean-up equipment at Inverness
  - 5.5.4 Containerized booms at various EA depots
  - 5.5.5 Other organisations stockpiles
  - 5.5.6 International oil spill response equipment

### 6 REVIEW OF THE MCA'S ABILITY TO DEAL WITH POLLUTION INCIDENTS

- 6.1 Types of pollution incident that may occur
- 6.2 Risks of pollution incidents in UK waters
- 6.3 The MCA's counter pollution capability
  - 6.3.1 Salvage capability
  - 6.3.2 Containment and recovery of spilled oil at sea
  - 6.3.3 Dispersant spraying from aircraft
  - 6.3.4 Protection booming and recovery of spilled oil
- 6.4 Measuring of performance of the MCA's counter pollution activities
  - 6.4.1 Success in long-term preventative counter pollution measures
  - 6.4.2 Success of short-term, tactical measures to prevent pollution
  - 6.4.3 Success of response measures
  - 6.4.4 Measuring the performance of the MCA's efforts

- 6.4.5 Conclusions on possible measures of the MCA's performance
- 6.5 The MCA's ability to dealing with incidents of different sizes
  - 6.5.1 Background to the MCA's current counter pollution capability
  - 6.5.2 The MCA's response to a very large (10,000+ tonnes) oil spill
  - 6.5.3 The size of incident that the MCA could tackle without assistance
  - 6.5.4 The MCA's response to smaller oil spills
- 6.6 The MCA's ability to deal with simultaneous pollution incidents
  - 6.6.1 The possibility of two simultaneous pollution events occurring
  - 6.6.2 Factors that would limit the MCA's response to two simultaneous incidents

# 7. SCOPE FOR MCA TO ACHIEVE FURTHER EFFICIENCIES IN COUNTER POLLUTION ACTIVITIES

- 7.1 Aerial surveillance arrangements
- 7.2 Sharing of commercial companies counter pollution equipment
- 8. SUMMARY OF FINDINGS AND RECOMMENDATIONS