**Vessel Strike Risk to Rice's Whale in the Gulf of Mexico: Review of Previous Methodologies, Information Gaps, and Recommendations for Future Efforts to Predict Strike Risks**



**US Department of the Interior Bureau of Ocean Energy Management Gulf of Mexico Regional Office Biological Sciences Unit New Orleans, LA**



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# **ABOUT THE COVER**

A Rice's whale in the Gulf of Mexico from an aerial survey in April 2024. Photo credit: NOAA Fisheries/Paul Nagelkirk (Permit #21938).

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# <span id="page-6-0"></span>**1 Introduction**

The Bureau of Ocean Energy Management (BOEM) is dedicated to overseeing the development of energy and mineral resources on the U.S. Outer Continental Shelf (OCS) in a way that is both environmentally and economically responsible. To achieve this, BOEM funds rigorous scientific research to guide policy decisions related to OCS energy and mineral development, the National Environmental Policy Act (NEPA), and analyses of potential environmental impacts from BOEM-approved activities, such as oil and gas extraction, renewable energy projects, carbon sequestration, and mineral resources in Federal OCS waters. The Office of Environment (OE) evaluates the environmental impacts of BOEM-regulated activities and works to avoid or mitigate these impacts in line with the OCS Lands Act (OCSLA), the Endangered Species Act (ESA), and other environmental laws.

On April 15, 2019, National Oceanographic and Atmospheric Administration (NOAA) Fisheries (National Marine Fisheries Service [NMFS]) issued a final rule listing the Gulf of Mexico (Gulf) Bryde's whale (*Balaenoptera edeni*) as an endangered subspecies under the ESA. Genetic analysis of the population revealed extremely low diversity and an evolutionary distinction from other Bryde's whale populations (Rosel and Wilcox 2014). Subsequently, the Gulf Bryde's whale population was reclassified as a separate species, the Rice's whale (*B. ricei*) (NOAA NMFS 2021; Rosel et al. 2021). Hereafter, reference to the Gulf Bryde's whale will use the reclassified species name (i.e., Rice's whale).

Sightings from vessel and aerial surveys indicate that Rice's whales are primarily located in the northeastern Gulf, particularly in De Soto Canyon at depths of approximately 100 to 400 meters (328 to 1,312 feet), which is considered their core distribution area. There have been several confirmed visual sightings in the western Gulf during NOAA visual line-transect surveys in recent years, including one individual during summer 2017 (Garrison et al. 2020) and two individuals in April 2024 (NOAA 2024). Acoustic monitoring efforts have also detected assumed Rice's whale calls in the northwestern and western GOM, though there is insufficient data to determine any seasonal patterns of use or migration between areas (Soldevilla et al. 2024).

Collisions between whales and vessels can cause serious injury or death to the whales and damage the vessels. Most reported vessel collisions with marine mammals involve large whales, though smaller species are also affected (Van Waerebeek et al. 2007). Research by Laist et al. (2001) shows that most severe and fatal injuries to whales occur from collisions with large ships (>80 meters [262 feet]) traveling at higher speeds, with 89 percent of ship-strike records involving vessels moving at over 14 knots. Rice's whales may spend up to 88 percent of their time at night–and 70 percent of their time overall– within 15 meters (39 feet) of the ocean surface (Soldevilla et al. 2017). This makes them particularly vulnerable to collisions with large ships. NMFS has documented two instances of Rice's whales showing evidence of vessel strikes: a dead lactating adult female found in Tampa Bay, Florida in 2009 with injuries indicative of blunt trauma resulting from a large object (Hayes et al. 2023), and a free-swimming whale in the northeastern Gulf in 2019 with a severely deformed spine, also consistent with a vessel strike (Hayes et al. 2023; Rosel et al. 2021). Neither incident was linked to oil and gas related activities.

NMFS is currently proposing to designate critical habitat for the Rice's whale (NOAA NMFS 2023). Proposed critical habitat includes all waters within the 100- to 400-meter (328- to 1,312-foot) isobaths, extending from the U.S. Exclusive Economic Zone (EEZ) boundary off Texas to the boundary between the South Atlantic Fishery Management Council and the Gulf of Mexico Fishery Management Council (GMFMC) off Florida (88 *Federal Register* [FR] 47453; NOAA NMFS 2023) (**Figure 1**). NMFS anticipates publishing a final rule for Rice's whale critical habitat in late summer of 2024.

To fulfill requirements under the ESA, relative to the Rice's whale, BOEM must assess vessel strike risk posed by vessel traffic specifically related to BOEM-authorized activities. As an initial step, BOEM requires a systematic evaluation of previously used methodologies for predicting Rice's whale strike risk in the northern Gulf, which serves as the objective of this BOEM-funded study.



<span id="page-7-0"></span>**Figure 1. National Marine Fisheries Service (NMFS) proposed Rice's whale critical habitat.** Source: 88 FR 47453

# <span id="page-8-0"></span>**2 Methods**

A review of data sources that address the potential for vessel strike to Rice's whales in the Gulf was undertaken. This included evaluation of peer-reviewed literature, published reports, and data sets that describe aspects of Rice's whale distribution, behavior, and ecology; factors that contribute to or elevate their risk for vessel strike were preferentially selected. Since relatively little published literature exist for the Rice's whale, evaluation of other taxonomically similar species (Omura's whale [*B. omuri*]) and Bryde's whale subspecies (i.e., Bryde's whale [*B. e. brydei*]; Eden's whale [*B. e. edeni*]) was also conducted, as applicable. In addition, a review of quantitative and qualitative studies and reports or predictive tools that evaluate vessel strike risk to Rice's whales and other similar species as deemed potentially applicable was conducted. Specifically, the literature review focused on addressing the following questions:

- What are the previous efforts (both quantitative and qualitative) that have evaluated vessel strike risk to Rice's whales or similar large baleen whale species?
- What was the approach used (e.g., calculations) in each effort?
- What are the strengths and weaknesses of each approach?
- What were the baseline data (e.g., field studies, density models) used in each effort and what are the strengths and weaknesses of the data?
- What were the assumptions made in each effort and how did they affect the outcome?
- What were the mitigation measures (e.g., vessel speed restrictions) that were evaluated as part of each assessment, the basis for those measures, and how they affected the outcome?

# <span id="page-8-1"></span>**2.1 Data Sources**

The identification of relevant source material was based on a search of numerous bibliographic and library sources using keywords relevant to the objective of this study. An extensive search for all relevant scientific and technical information was conducted using five major sources, described below:

- Proquest Dialog [\(Dialog\)](https://dialog.proquest.com/professional/commandline);
- OCLC WorldCat [\(WorlCat\)](http://www.oclc.org/us/en/worldcat/default.htm);
- Internet search engines to locate relevant websites such as conference proceedings and archives (e.g., [Google,](https://www.google.com/) [Google scholar\)](https://scholar.google.com/);
- Digital Repositories, including industry-related sites and web-wide open term searches; and
- Relevant government agency websites.

Proquest Dialog is a unique aggregation of the world's leading bibliographic and full text sources and offers the largest collection of authoritative content that can be searched at one time. OCLC WorldCat is a non-profit, member-driven library community from which relevant books, proceedings, technical reports, and gray literature are located. WorldCat is a cooperative database of more than 450 million bibliographic records contributed to by more than 30,000 member libraries in 123 countries, making it the world's largest, most complete, and most consulted library union catalog of electronic, print, and digital resources. Items found in WorldCat may be purchased or borrowed via the OCLC Interlibrary Loan System.

Internet search engines were also used to locate relevant websites and the digital document repositories, which serve as excellent sources of gray literature and conference papers, including web-wide key word searches and maintained sites. Government agency websites were also searched for documents relevant to NEPA, Marine Mammal Protection Act (MMPA), and ESA contexts.

## <span id="page-9-0"></span>**2.2 Literature Review and Synthesis**

A comprehensive literature review followed the systematic identification of potential sources discussed in **Section 2.1**. Title and abstract reviews were conducted as an efficient and effective first step to identify potentially relevant documents. Following the abstract review, if the publication was deemed relevant, a review of methods, results, and findings was conducted for each publication. All selected literature was imported from publisher-provided \*.ris files or manually entered into bibliographic management software (i.e., EndNote).

This review and synthesis step recognizes the primary objective of the project––to compare and contrast the findings from various analyses regarding potential risk of vessel strike to Rice's whales. A secondary objective of the data review effort was to review, summarize, and synthesize relevant data sources to be used by BOEM subject matter experts (SMEs) in future impact assessment tasks (e.g., NEPA documents, Biological Opinions, Incidental Take Statements). These objectives underscore a need to: 1) support future impact analyses; 2) identify viable and effective mitigation measures; and 3) identify key data gaps and provide a basis for future research needs to fill those gaps.

Data sources were evaluated on the basis of three perspectives: 1) scientific merit; 2) applicability and relevance; and 3) relative value in a NEPA context (e.g., suitability for use in future environmental impact statements [EISs]):

- **Scientific merit metric**: Broad characterization categories include *High* and *Acceptable*. This metric provides further insight into the relative scientific merit of each data source relative to this study's objectives. The intent behind this metric is to qualitatively establish the relative value of each data source for BOEM's purposes.
- **Rice's whale vessel strike risk**: Categorization levels include *Directly Relevant*, *Moderately Relevant*, and *Peripheral Interest* relative to this study's objectives. This metric effectively separates Rice's whale-specific studies from others, creating a de facto listing of primary data sources (*Directly Relevant*), secondary data sources (*Moderately Relevant*), and tertiary data sources (*Peripheral Interest*).
- **ESA/NEPA context**: More detailed assessment of data sources using topic categorization as likely applicable NEPA-related impact analyses. This metric provides an assessment of each data source and its utility in a NEPA-type analysis primarily based on subject/topic review.

All relevant data sources were classified using the metrics noted above in a presence-absence context (i.e., *yes* or *no*). A Microsoft Excel matrix was developed to manage this classification process, as well as to organize the subject/topic review, summaries, and evaluation for each relevant data source. The classification matrix for primary and secondary data sources is presented in **Appendix A** (**Table A-1**).

During this literature review and synthesis, limitations, and data gaps were identified. These were the basis for recommendations for BOEM to perform a rigorous, statistically meaningful vessel strike risk assessment methodology that could be realistically implemented and peer-reviewed for validating a future risk assessment.

# <span id="page-10-0"></span>**3 Results**

The initial bibliographic literature search yielded 247 potentially relevant publications and reports, inclusive of peer-reviewed papers, published and unpublished reports, and dissertations. An initial title review eliminated 142 papers that were duplicative or deemed not relevant. The remaining 105 documents underwent a systematic review of the abstract, methods, results, and findings. Through this process, an additional 7 reports were excluded from analysis as they lacked applicability to this study, resulting in a total of 98 documents considered for inclusion in this study.

Out of 98 documents considered, 78 were peer-reviewed studies, 13 were government reports, one was an unpublished report, and six were other document and data types, including one dissertation. Further screening of the 98 documents designated 35 as primary source documents and 10 as secondary source documents. The primary and secondary papers were scrutinized for analytical quality and validity of conclusions with focus on statistical analyses, if conducted. An additional 53 documents were considered tertiary source documents, which provided useful species or other data and were reviewed primarily for conclusions. No obvious issues regarding experimental design or application of statistical methods (e.g., sample independence, absent transformations) were detected in any study documents assessed.

# <span id="page-10-1"></span>**4 Vessel Strike Risk Factors**

Three fundamental components are essential to understanding and assessing vessel strike risk to any marine mammal population:

- 1. Distribution, occurrence, and habitat selection of the population
- 2. Dive and surface behavior of individuals
- 3. Vessel characteristics, activity, and mitigation measures

Relatively few publications directly assess Rice's whale vessel strike risk. However, using what is known about the behavior and ecology of the species, and supplementing with behavioral data on the broader Bryde's whale complex, can help to inform risk analyses and NEPA assessments.

Vessel speed and vessel size are of note when assessing strike risk. The speed at which vessels travel affects their ability to detect and react to whales in their path. For example, faster vessels have shorter reaction times and may pose a higher risk of collision. The size of a vessel also influences its maneuverability: larger vessels are unable to change course or slow down to avoid a collision as quickly as smaller, more maneuverable vessels. Also, larger vessels have deeper drafts, which increase the threedimensional strike zone ahead of a moving vessel. Vessel size is typically reported in length. However, that length is associated with classes of vessel that are also larger in mass (gross tonnage), which subsequently influence the vessels maneuverability, including its ability to change course or stop. Wang et al. (2007) demonstrated that the lethality of a strike was even more correlated to the vessel's speed than size for vessels over 500 tons. When these factors are combined, strikes involving large vessels (i.e., over 80 meters [262 feet]) traveling at speeds of 10 knots or faster are more likely to result in severe injuries and mortality (Laist et al. 2001; Jensen and Silber 2004; Vanderlaan and Taggart 2007; Conn and Silber 2013). Mitigation measures designed to reduce strike risk typically manage vessel speeds, though other methods are also frequently employed (**Section 4.3.1**).

### <span id="page-11-0"></span>**4.1 Distribution, Occurrence, and Habitat Selection**

Visual vessel-based and aerial line-transect surveys serve as the baseline for documenting Rice's whale distribution and occurrence patterns in the Gulf. These data indicate Rice's whale occur in a very small area of the Gulf in the northeast portion, particularly around De Soto Canyon and in water depths of 100 to 400 meters (328 to 1,312 feet) (Mullin and Hoggard 2000; Mullin and Fulling 2004; Maze-Foley and Mullin 2006; Mullin 2007; Garrison et al. 2020, 2023; Rappucci et al. 2023). The visual data is corroborated by several acoustic studies also documenting their occurrence in the northeast GOM (Rice et al. 2014; Sirovic et al. 2014; Soldevilla et al. 2022a)

Water depth, surface chlorophyll concentration, bottom temperature, and bottom salinity are physical descriptors that broadly define Rice's whale's habitat that are subsequently influenced by oceanographic features like upwelling and circulation patterns to produce key habitat features necessary for biological functions (Garrison et al. 2024). The species' known core distribution area (hereafter referred to as the "core area"), as of June 2019, is located in the northeastern Gulf shelf break, particularly around De Soto Canyon and in water depths of 100 to 400 meters (328 to 1,312 feet) (Garrison and Rosel 2019) (**Figure 2**). This area encompasses the biologically important area (BIA) previously identified for Rice's whales (LaBrecque et al. 2015). The Rice's whale core area features seasonal advection of low salinity, high productivity surface waters, and persistent upwelling driven by winds and Loop Current intrusions. The confluence of these features leads to a mixing area with intermediate *chlorophyll-a* concentrations, temperatures, and high salinity bottom water, which is where Rice's whales are most commonly observed (i.e., in the mixing area) (Farmer et al. 2022). Though other regions in the Gulf have similar features, nearly all Rice's whale sightings have occurred within the core area.



<span id="page-12-0"></span>**Figure 2. Rice's whale core distribution area (orange).** Source: Rosel and Garrison (2019)

Rice's whale presence outside the core area in the northeastern Gulf is considered low, which may be a product of its low population size in the Gulf or may indicate limited use of non-core habitats. Indeed, the population size of Rice's whale is very low, with abundance estimated at 51 individuals (coefficient of variation [CV] 0.53; confidence interval [CI] 20, 130), based on line-transect surveys conducted during 2017 and 2018 (Garrison et al. 2020; Hayes et al. 2023). Though their historical presence was likely much broader in the Gulf (Reeves et al. 2011), recent acoustic studies (Rice et al. 2014; Soldevilla et al. 2022b; Soldevilla et al. 2024) and two visual surveys (Garrison et al. 2020; Rappucci et al. 2023; NOAA 2024) detected the presence of Rice's whales outside of the core area, most notably in the northwestern Gulf.

Soldevilla et al. (2022b) collected long-term acoustic data from five locations across the northern Gulf shelf break from July 2016 to August 2017 and identified a unique long-moan variant call attributed to Rice's whales outside of the core area. The authors acknowledge uncertainties about the origin of the unique call variant as compared to those made by Soldevilla et al. (2022a), which obtained acousticdirected visual confirmation of calls attributable to Rice's whales in the core area. Confirmed identification for calls recorded by Soldevilla et al. (2022b) has not been made but, rather, are presumed to originate from Rice's whales because of their call characteristics and that they are the only resident baleen whale in the Gulf. Vocalizations recorded in the western Gulf were relatively sparse in comparison to the number of calls recorded in the northeast Gulf (Soldevilla et al. 2022b). For example, fewer calls were detected on fewer days in the western Gulf, potentially indicating fewer whales or more sparse occurrences of individuals in the northwestern Gulf. In addition, long-term acoustic monitoring in the western Gulf detected Rice's whales regularly and throughout the year in both U.S. and Mexican

EEZ waters, present on up to 33 percent of recorded days (Soldevilla et al. 2024). While it is unknown if Rice's whales occur in the north-central Gulf (e.g., off Louisiana) or travel between the northwestern and northeastern areas, the data indicate a persistent presence of Rice's whales in the northwestern and western Gulf, which coincides with high levels of anthropogenic activities (Soldevilla et al. 2022b; 2024).

It is important to note that there is a lack of occurrence and genetic data from the southern Gulf and the wider Caribbean region. This knowledge gap may be significant, as illustrated by the Omura's whale: initially thought to have a limited distribution in the eastern Indian Ocean, focused data collection over the last 15 years revealed that Omura's whale actually inhabits a much broader area of the Indian Ocean and tropical Atlantic (Cherchio et al. 2019). Though isolated populations of Bryde's whales are well documented globally, a lack of data in the broader Gulf and Caribbean limits the ability to fully assess Rice's whale baseline status and risk in the Gulf.

Distribution and occurrence of Bryde's whales is likely strongly linked to oceanographic variables for some populations, with seasonal peaks in occurrence likely related to high prey abundances and concentrations (Penry et al. 2011; Salvadeo et al. 2011; Watanabe et al. 2012; Sasaki et al. 2013; Lodi et al. 2015; Tardin et al. 2017; Maciel et al. 2018; Purdon et al. 2020). Strong upwelling and high productivity as governed by seasonal and inter-annual climate variability patterns in the eastern North Pacific, in particular, likely drive prey availability and, in turn, Bryde's whale occurrence patterns (Kerosky et al. 2012). In the Gulf, the Rice's whale core area features seasonal advection of low salinity, high productivity surface waters, and persistent upwelling driven by winds and Loop Current intrusions. The confluence of these features leads to a mixing area with intermediate *chlorophyll-a* concentrations, temperatures, and high salinity bottom water, which is where Rice's whales are most commonly observed (Farmer et al. 2022).

Habitat-based spatial density modeling (SDM) used large vessel survey data from the Gulf from 2003 through 2019 taking into account the effect of oceanographic variables (in particular, depth, surface chlorophyll, bottom temperature, bottom salinity, and geostrophic velocity) to predict the abundance and distribution of the species (Garrison et al. 2023). As shown in **Figure 3**, suitable habitat exists for the Rice's whale well beyond the core area, and potentially exists Gulf-wide along the 100- to 400-meter (328- to 1,312-foot) isobath. Of note, the densities depicted in **Figure 3** are very low, even in the core area, due to the assumed limited population size of the Rice's whale. Areas that share similar bathymetric and current characteristics to the core area, particularly near the Campeche Bank (Southern Gulf off the Yucatan Peninsula), may also represent suitable Rice's whale habitat. However, projections of the SDM beyond the northern Gulf should be treated cautiously, as it assumes consistent species-habitat relationships. Importantly, this data does not represent recorded animal densities; instead, the SDM represents abundance *prediction* maps generated based on environmental variables understood to likely influence habitat selection and suitability. Garrison et al. (2024) found that water depth, surface chlorophyll concentration, bottom temperature, and bottom salinity are crucial factors defining the whale's habitat, influenced by oceanographic features like upwelling and circulation patterns.



#### **Figure 3. Habitat-based predicted Rice's whale density (January).**

<span id="page-14-0"></span>Source: Rappucci et al. (2023); Garrison et al. (2023)

The proposed designated critical habitat for Rice's whale includes all Gulf U.S. EEZ waters within the 100-meter to 400-meter (328- to 1,312-foot) isobaths, spanning from Texas to Florida (**Figure 1**) and is based on occurrence and habitat suitability data (NMFS 2023). Three key habitat attributes that are necessary to support Rice's whale are identified in the proposed rule (NOAA NMFS 2023), which are:

- Sufficient density, quality, abundance, and accessibility of small demersal and vertically migrating prey species;
- Marine water with elevated productivity, bottom temperatures of 10 to 19°C, and levels of pollutants that do not preclude or inhibit any demographic function; and
- Sufficiently quiet conditions for normal use and occupancy, including intraspecific communication, navigation, and detection of prey, predators, and other threats.

These key attributes are applicable to broad regions of the Gulf, including areas where limited or no Rice's whale detections (visual or acoustic) have been made. Similar to the discussion above regarding the habitat-based SDM, caution must be applied when interpreting the spatial expanse of the proposed critical habitat versus actual habitat selection by Rice's whales. However, Farmer et al. (2022) highlight the importance of recognizing broader distinct habitat regions for the Rice's whales (i.e., the core area and the extended area) as a conservative measure when assessing risk until more is known about the species' distribution and density.

### <span id="page-15-0"></span>**4.2 Dive and Surface Behaviors**

Availability for a vessel strike is directly related to the surface presence of the animal and the proportion of its time that it spends in the upper water column within the draft of vessels. Tagging data indicate that Bryde's whale subspecies spend up to 91 percent of their time within 12 meters (39 feet) of the ocean's surface (Constantine et al. 2015). This is a general understanding that Bryde's whales spend a large portion of their time at the surface. Several studies indicated a higher proportion of deeper dives during the daytime, with more resting at the surface and shallower dives overnight (Alves et al. 2010; Constantine et al. 2015; Izadi et al. 2022). These generalized behaviors make Bryde's whales particularly vulnerable to being hit by ships, especially at night and by large vessels with limited maneuverability that do not see them in time to take evasive action. However, many studied Bryde's whale populations occur in shallow coastal waters (Cerchio et al. 2019), which may not actually be representative of Rice's whales, thus necessitating the need for dedicated dive data analyses for Rice's whales.

A few studies exist that examine diving behavior of Rice's whales in the Gulf. Soldevilla et al. (2017) tagged a single individual (female; age class not specified) in the core area to track vertical positioning with time spent at depth (duration: 2.7 days), plus longer-term tracking with location-only information (duration: 33 days). The tagged individual exhibited a diel dive pattern, with deep (>70 meters [230 feet], maximum: 271 meters [889 feet]) daytime dives and shallow (<30 meters [98 feet]) nighttime dives (Soldevilla et al. 2017). The authors suggest the animal was likely foraging at or near the bottom, based on lunge patterns and supported by additional tagging data from Kok et al. (2023). During the daytime, the individual spent 47 percent of its time in the top 15 meters [49 feet] of the water column. During nighttime, the animal remained close to the surface, made shallow dives with occasional deeper dives (maximum: 150 meters [492 feet]); only 3.25 percent of deep dives occurred at night. The whale spent 88 percent of its time in the top 15 meters (49 feet) of the water column at night. Overall, the animal spent 70 percent of its total time within 15 meters (49 feet) of the surface, which overlaps with the draft of deep-draft vessels that transit the region. These data represent highly consistent diel dive behavior with presumed foraging at/near the bottom mainly during the daytime and extended periods spent at the surface during the nighttime. (Kok et al. 2023; Soldevilla et al. 2017). Though these studies collectively tracked a very small number of individuals, representing severe limitations from which to infer dive and surface behaviors of the population, Soldevilla et al. (2017) indicate that it is reasonable to assume that

this behavior is representative of the GOM Rice's whale population as other tagged baleen whales also display similar stereotypical diel dive behaviors linked to foraging and prey distribution.

These dive behaviors are further supported by reported prey selection by Rice's whales. Based on skin and blubber biopsy samples collected in 2010 (n=1) and 2018 to 2019 (n=9), Kiszka et al. (2023) found Rice's whales in the northeastern Gulf preyed primarily on high-energy content species, particularly *Ariomma bondi* (a small schooling fish found in demersal habitats over muddy bottoms at depths of 50 to 500 meters [164 to 1,640 feet]), while other abundant species appeared less significant in their diet. These results suggest Rice's whales selectively forage on high-energy content prey, even if lower-quality prey are more abundant (Kiszka et al. 2023). The authors also postulate that the deep dives exhibited by Rice's whales in the Gulf are energetically expensive and therefore high quality prey would be needed to meet their energetic requirements

# <span id="page-16-0"></span>**4.3 Vessel Activity and Documented Vessel Strikes**

Vessel traffic in the Gulf is highest in the north-central and western regions; less traffic is evident within the core area, though several shipping routes do bisect it, as evidenced by 2022 Automatic Identification System (AIS) vessel transit count data (**Figure 4**). Gulf vessel traffic and port utilization is expected to increase into the future. For example, the expected demand for port handling capabilities is expected to double or even quadruple by 2050, resulting in either more vessel traffic, larger vessel capacity, or both (Hanson and Nicholls 2020). Therefore, it is expected that larger and faster ships will increasingly use the Gulf, posing greater risk to Rice's whales (Rosel et al. 2016). Specific to BOEM-regulated activities, BOEM's oil and gas forecast for 2022 to 2031 (Zeringue et al. 2022) indicates that Gulf oil and gas production is expected to experience continued growth and that the transition to renewable sources of energy is underway; there is not an expected decrease in oil and gas vessel requirements even with the introduction of renewable energy leases, which will introduce a new set of vessel type and transit conditions.

As shown in **Figure 5**, Rice's whale core distribution area and the proposed critical habitat overlap with high volumes of vessel transits by a variety of vessel categories, but most prominently cargo vessels. This overlap increases the likelihood of encounters between whales and vessels. Soldevilla et al (2017) reported on vessel activity in the BIA from October 2009 to 2010 based on AIS data and found that less than one vessel transit was recorded per week in 98.5 percent of the BIA, with the remainder averaging one transit per week to two transits per day. Importantly, though, vessel traffic reported by Soldevilla et al. (2017) and presented in **Figure 4** and **Figure 5** is likely underrepresented based on the limitations of AIS data $^1$  $^1$ .

<span id="page-16-1"></span><sup>&</sup>lt;sup>1</sup> Recreational vessels, small craft, and military vessels are not required to carry AIS and therefore are not represented in the data analyzed by Soldevilla et al. (2017). Additionally, offshore spatial coverage of AIS throughout the GOM is limited due to distance from port for port-based AIS receivers, which have a maximum receiving rage of approximately 23 miles (37 kilometers) (United States Coast Guard [USCG] n.d.).



<span id="page-17-0"></span>**Figure 4. Automatic Identification System (AIS) vessel transit count data for 2022 for all vessel types.** Source: BOEM and NOAA 2024a.



### <span id="page-18-0"></span>**Figure 5. Automatic Identification System (AIS) vessel trackline data for different vessel categories in 2022.**

Source: BOEM and NOAA 2024b

As noted above, only one Rice's whale vessel strike mortality is documented within the Gulf: a dead lactating adult female found in Tampa Bay, Florida in 2009, likely having been carried into the port across the bow of a vessel following a lethal vessel strike (Hayes et al. 2023). A free-swimming Rice's whale in the northeastern Gulf was recorded in 2019 with a severely deformed spine, consistent with a vessel strike (Rosel et al. 2021; Hayes et al. 2023). Although only one mortality has been recorded, the incidence of Rice's whale vessel strikes in the Gulf is likely underreported. For example, Williams et al. (2011) suggest only about 2 percent (range: 0 to 6.2 percent) of cetacean carcasses are recovered, indicating true mortality rates may be much higher than realized.

Globally, populations of the Bryde's whale complex are also at high risk for vessel strike. Many Bryde's whale populations are non-migratory and occur in coastal areas that overlap with high levels of vessel activity (Constantine et al. 2018). Constantine et al. (2015) reports high levels of vessel strike in Hauraki Bay, New Zealand, likely driven by their distributional overlap with shipping lanes and their surface/dive behavior (i.e., individuals spend 91 percent of their time at night in the top 12 meters [39 feet] of the water column). In this study, 85 percent of mortalities with a known cause of death had injuries consistent with vessel strike. Soldevilla et al. (2017) report Gulf Bryde's whales spend 88 percent of their time in the top 15 meters [49 feet] of the water column at night, which is when visual detection and aversion would be severely limited due to reduced or no visibility. Athayde et al. (2022) report 4 percent  $(n=3)$  of adult Bryde's whales identified off the northern coast of São Paulo, Brazil show scars from vessel propellers, indicating sub-lethal vessel collisions. Felix and Van Waerebeek (2005) indicate that instances of Bryde's whale complex bow-draping, which is when a struck individual is draped across the bow of the vessel as the vessel continues to transit and enter port, is likely lower than that for larger rorquals. This would contribute to lower recovery and reporting of vessel strikes. Vessel strikes, though still relatively rare, are yet reported for other Bryde's whale complex populations globally (Van Waerebeek et al. 2007; Van Waerebeek and Leaper 2008; Nanayakkara and Herath 2017; Cerchio et al. 2019; Ransome et al. 2021). It is likely that underreporting of Bryde's whale complex vessel strikes contributes to underestimates of strike risk for the species globally (Laist et al. 2001).

In addition to the implementation of vessel strike mitigation measures (discussed below in **Section 4.3.1**), strike risk is also affected by an individual's response to an approaching vessel, and if any avoidant or evasive actions are taken by the individual animal that removes it from the "strike zone" (i.e., the area in front of the vessel where a strike would be unavoidable and occur). Aversion behavior may include movement away from the vessel or a dive response. However, no evidence suggests that Rice's (or Bryde's) whales avoid approaching vessels. Dong et al. (2022) observed Bryde's whales altering their dive behavior when approached by whale watching vessels; deep dives (defined as dives greater than 3 meters [9.8 feet] in a total water column depth of up to 10 meters [33 feet]) decreased by approximately 17 percent when approached within 300 meters (984 feet). Therefore, it cannot be assumed that individuals will take evasive actions to avoid vessel collisions and some reactive behaviors may actually heighten their strike risk.

#### <span id="page-19-0"></span>**4.3.1 Vessel Strike Mitigation**

A number of mitigation recommendations have been proposed for some regions with high strike risk. Collisions often result in severe injuries, particularly when involving large vessels (i.e., over 80 meters [262 feet]) traveling at speeds of 10 knots or faster (Laist et al. 2001; Jensen and Silber 2004; Vanderlaan and Taggart 2007; Conn and Silber 2013), so measures targeted specifically to these vessel classes and activities may have the most success at reducing overall strike risk. For example, vessel speed restriction recommendations and observer recommendations are in place for some vessel types (i.e., ferries, cargo ships) in the Canary Islands to reduce vessel strikes to Bryde's whales (Ferreira et al. 2021). In areas where busy shipping lanes overlap with high concentrations of large whale species, measures such as posting visual lookouts, vessel re-routing measures, and establishing areas to be avoided may also mitigate strike risk for Bryde's whales and other large whale species (Nanayakkara and Herath 2017;

Flynn and Calambokidis 2019; Redfern et al. 2024). Additionally, public awareness (e.g., voluntary speed reduction efforts) and enforcement efforts may increase compliance rates (van der Hoop et al. 2015). Slowing vessels down can also result in lower underwater noise levels, offering additional benefit to large whale species (Findlay et al. 2023). However, exposure to vessel noise increases with transit time.

Ebdon et al. (2020) evaluated the efficacy of mitigation measures specific to Bryde's whale strike risk in the Hauraki Gulf (New Zealand) and found that 10-knot vessel speed restrictions reduced the probability of lethal strikes by half. Redfern et al. (2024) analyzed management strategies that aim to reduce vessel strike risk to whales along the U.S. East Coast. Using vessel speed, transit distance, and whale density and distribution data, the authors found that a 10 knots speed restriction effectively reduces risk and benefits multiple large whale species. Modeling exercises also indicate that vessel speed restrictions in critical areas (i.e., areas of overlap between high vessel activity and large whale distributions) reduces vessel strike risk (Rockwood et al. 2021). However, the actual effectiveness of these measures depends on the level of compliance by the shipping industry; low compliance levels with voluntary speed restriction measures limits the observed effectiveness of these interventions in reducing whale mortality (Rockwood et al. 2021).

As part of the Biological Opinion on the Federally Regulated Oil and Gas Program Activities in the Gulf (NOAA NMFS 2020), BOEM and the Bureau of Safety and Environmental Enforcement (BSEE) consulted with NMFS to develop a Reasonable and Prudent Alternative (RPA) with measures designed specifically to reduce vessel strike risk to Rice's whales. These measures are summarized below:

- All vessels of all sizes to observe a 10-knot vessel speed restriction within the "mitigation area"<sup>[2](#page-20-0)</sup> during daylight hours year-round (except when necessary for vessel or crew safety).
- No transits permitted in the mitigation area during nighttime (unless necessary for vessel or crew safety).
- Visual observers to monitor the vessel strike avoidance zone (500 meters [1,640 feet]).
- All vessels of all sizes to maintain a minimum 500 meters (1,640 feet) separation distance from Rice's whales or unidentified large whale.
- Report transits within the mitigation area.
- All vessels greater than 19.8 meters (65 feet) in length to transmit AIS at all times.

Implementation of the RPA measures, specifically the 10-knot daytime speed restriction and the nighttime restriction of all transits in the mitigation area, was determined by NMFS to effectively avoid lethal vessel strikes resulting from oil and gas vessel activities in the Gulf (NOAA NMFS 2020).

<span id="page-20-0"></span> $2$  This area is referred to as the "Bryde's whale area" in NOAA NMFS (2020) and is roughly equitable to the Rice's whale core distribution area (**Figure 2**). To avoid confusion, this will be referred to as the "mitigation area" hereafter.

# <span id="page-21-0"></span>**5 Existing Vessel Strike Risk Analyses**

The Gulf is a busy maritime region with significant commercial shipping traffic (**Section 4.3**). The constant movement of large vessels through Rice's whales' habitat increases the risk of collisions. As of August 2024, two analyses directly assess vessel strike risk for Rice's whales in the Gulf (Best 202[3](#page-21-2)<sup>3</sup>; NOAA NMFS 2020), presented below. An additional BOEM-funded study models vessel strike risk for large whales and sea turtles in the Atlantic OCS, but does not include Rice's (or Bryde's) whales or the Gulf (Barkaszi et al. 2021); its relevance to overall strike risk is discussed below, as well. Finally, Rockwood et al. (2021) modeled vessel strike of large whales to evaluate mortality across different management scenarios. Similarly, this study does not include Rice's (or Bryde's) whales or the Gulf, but its relevance to modeling strike risk is presented below. Results of the literature synthesis, including subject/topic review and summaries for each primary and secondary data source, are provided in **Appendix A**.

### <span id="page-21-1"></span>**5.1 The Biological Opinion on the Federally Regulated Oil and Gas Program Activities in the Gulf of Mexico (NOAA NMFS 2020):**

Section 8.4 of NOAA NMFS (2020) outlines the evaluation of vessel traffic data concerning the potential impact on ESA-listed species using BOEM-estimated data (vessel trips based on port calls) and AIS (2014 to 2018) data. Use of AIS provides finer resolution regarding vessel routes, distances traveled, and speeds, allowing for more realistic estimates of ESA-listed species exposure to vessel traffic. The proposed action considered in NOAA NMFS (2020) was estimated to involve a maximum of 173,002 vessel trips annually, constituting approximately 20 percent (19.77 percent) of the total vessel trips in the GOM.

To estimate the number of vessel strikes to Rice's and sperm whales that will result from the Oil and Gas Program, they combined information on vessel traffic from the aforementioned AIS dataset with data on Rice's and sperm whale distribution and density as described in NOAA NMFS (2020) Section 8.1.2 in order to quantify the co-occurrence of whales and vessels, hereafter referred to as vessel strike risk. Focus was on vessels traveling >10 knots. It was recognized that there are likely other factors at play that determine the probability of an actual vessel strike occurring, such as whale and vessel size, whale diving behavior, among others. However, consideration of these factors was seen to not invalidate estimates below of the relative risk associated with oil and gas vessel traffic since it was anticipated that these other factor(s) would equally affect the probability of vessel strikes from oil and gas vessel traffic compared to all vessel traffic.

Oil and gas related vessel traffic analyzed in NOAA NMFS (2020) without the application of mitigation measures is likely to result in a total of 23 vessel strikes of Rice's whales, with 17 of these strikes expected to result in serious injury or mortality and six strikes expected to result in minor or no injuries. However, NOAA NMFS (2020) further considered that 35 percent of oil and gas traffic occurs within the mitigation area, which would be limited to a 10-knot speed restriction and no nighttime transits. If a 10 knot speed restriction within the mitigation area results in a 90 percent reduction in the number of vessel strikes, then the overall reduction of vessel strike risk to Rice's whales due to oil and gas vessel traffic of all speeds would be approximately 31 percent; oil and gas vessel activity over 50 years would therefore result in 12 vessel strikes with serious injury or mortality and four with no or minor injuries. Strike risk here is equivalent to the default conditions of BOEM's ship-strike model (Barkaszi et al. 2021; see

<span id="page-21-2"></span><sup>&</sup>lt;sup>3</sup> Best PB. 2023. Spatial analysis of ship strike risk for Rice's whales in the Gulf of Mexico. Unpublished Report: [https://ecoquants.com/ricei.](https://ecoquants.com/ricei)

**Section 5.3**) where an intersection or encounter without any mitigating factors (e.g., vessel draft, time of day, aversion [particularly vessel aversion], etc.) represents the highest level of encounter probability. Thus, "relative strike risk" is actually "relative encounter probability"<sup>[4](#page-22-2)</sup>.

#### <span id="page-22-0"></span>**5.1.1 Assumptions and Limitations**

A major assumption in NOAA NMFS (2020) was that a reduction in vessel speed to  $\leq 10$  knots is likely to lead to a 90 percent reduction in the number of all vessel strikes, regardless of severity. Furthermore, in using a 10-knot cut off, it was assumed that 100 percent of vessel strikes occurring at speeds of 10 knots or greater would likely result in serious injury or mortality, despite known incidents of vessel strikes of large whales at speeds greater than 10 knots that did not result in serious injury or mortality (e.g., see Figure 2 in Vanderlaan and Taggart [2007]). This analysis also considered stranded animals with characteristic injuries to indeed be from strikes that resulted in mortality or serious injury, though this might not necessarily be the case. In addition, it was also assumed that effects would be equal among different vessel categories, which would only be true if vessel characteristics were equal among both oil and gas and non-oil and gas vessels. A major limitation of NOAA NMFS (2020) was that behavioral factors that affect strike availability, such as diving and/or surface presence or aversion, were not included in the analysis.

### <span id="page-22-1"></span>**5.2 Spatial Analysis of Ship-strike Risk for Rice's Whales in the Gulf of Mexico (Unpublished Report) (Best 2023)**

The unpublished Best (2023) report replicates the ship-strike analysis in NOAA NMFS (2020) using an updated whale density model (Litz et al.  $2022<sup>5</sup>$  $2022<sup>5</sup>$  $2022<sup>5</sup>$ ) and AIS vessel data from 2015 to 2018, extending the analysis Gulf-wide in U.S. EEZ waters. This report uses the updated Rice's whale SDM from Litz et al. (2022), which is based on habitat suitability estimates from Gulf ship-based and aerial surveys conducted from 2003 to 2019 and oceanographic variables from 2015 to 2019. The SDMs from Litz et al. (2022) are extrapolated to predict high-density areas beyond U.S. waters in the Gulf based primarily on habitat suitability (in lieu of sighting events), so these predictions should be interpreted cautiously.

Using these data, Best (2023) suggests a new "whale area" (hereafter called the extended area) in the Gulf based on location (25.5º N and higher) and depth (100 to 400 meters [328 to 1,312 feet]). Application of 10-knot restrictions in all of the Rice's whale core area and extended area resulted in risk reduction regardless of vessel type (oil and gas or all vessels) and speeds (>10 knots and all speeds). For example, when considering all vessel types and all vessel speeds, implementing mitigation measures for oil and gas traffic from NOAA NMFS (2020) reduced strike risk by 93 percent for the extended area compared to only 12 percent in the core area.

Best (2023) replicated NOAA NMFS (2020) methodology (i.e., use of AIS data, grid cell size, risk [number of whales multiplied by vessel traffic in distance traveled per grid cell]) but extended the geography under consideration and applied updated whale density information. Statistical analyses mentioned are previously developed spatial summarization tools. Notably, Best (2023) generalizes to all oil and gas vessels only by speed, but not vessel type, and inherently assumes accurate whale density data. Additionally, strike risk is coarse-grain rank based on vessel and whale abundance and speed but does not

<span id="page-22-2"></span><sup>4</sup> The probability of an encounter is not identical to strike risk, unless the encounter would result in animal exposure within the strike zone of the vessel (e.g., draft).

<span id="page-22-3"></span><sup>&</sup>lt;sup>5</sup> The metadata associated with this dataset was recently updated (April 1, 2024). However, this report will refer to Litz et al. (2022) as cited in Best (2023) and in accordance with its publication date (July 29, 2022).

appear to consider aversion or any mitigation measures in the assessment (other than as related to the 10-knot vessel speed recommendation).

Use of the Litz et al. (2022) data is a significant extension of the risk map throughout the U.S. EEZ and notably includes the western Gulf. Risk is shown to be much higher in the areas off Louisiana and east Texas than that seen in the original geographic area defined by NOAA NMFS (2020), providing a more comprehensive assessment of Gulf-wide Rice's whale strike risk. Best (2023) used higher resolution animal density data (40 km<sup>2</sup> vs. previous 100 km<sup>2</sup>) so the risk basis is at a 2.5-times greater animal resolution than most modeling efforts. This was re-projected to fit 100 km<sup>2</sup> square cells to be consistent with the Biological Opinion (NOAA NMFS 2020) and done in a manner to preserve to some degree the finer grain geometric densities of the animal data. However, the re-projection of the data was scaled to provide a total of 51.3 animals to match published abundance estimates, rather than attempt spatial extrapolation of whale density, which would require many assumptions. If those estimates underrepresent the population abundance of Rice's whale, then the strike risk values derived in the paper are an underestimate of strike risk. The analytical approach appears robust, but the findings are ultimately driven by the spatial organization of the new animal density data provided by Litz et al. (2022) and the decision to cap the total number of animals at 51.3. Vessel traffic data were the same date range as in the NOAA NMFS (2020) Biological Opinion and analyzed similarly, minimizing any influence of the vessel component to differences in risk values produced here vs. that of NOAA NMFS (2020).

The risk methodology followed that of NOAA NMFS (2020). However, by capping the number of animals at 51.3 and expanding the geographic extent of the critical habitat, this could have an effect of substantially diminishing animal density and consequently, strike risk, as seen in Table 3 of Best (2023). The strike risk reduction presented is driven by application of the 10-knot slowdown and nighttime closure but also to some unknown degree by a potential dilution of the animal density. However, the computation of risk reduction arising from the slowdown and closure is not described and therefore the accuracy cannot be determined independently.

The efficacy of this result may also turn on the population estimate and agreement as to whether the population number needs to be revised and/or revisited because of a larger geographic extent of detection or whether the population is accurately represented at 51.3 individuals. An increase in the population size will increase the strike risk and Best (2023) would have to be revised accordingly.

#### <span id="page-23-0"></span>**5.2.1 Assumptions and Limitations**

Since Best (2023) followed the same methodology employed by NOAA NMFS (2020), the main assumptions and limitations outlined in **Section 5.1.1** for the Biological Opinion are also applicable here. In addition, Best (2023) limited the analysis to a population total of 51.3 animals and expanded the geographic extent of the Rice's whales core distribution. In doing this, an artificially low strike risk may be presented if population size and habitat selection differ substantially from the key assumptions. In addition, if the Rice's whale is not actually found in the north-central Gulf (e.g., off Louisiana, east Texas), the expanded geographic extent is indicating risk in an area where there is effectively none at this time.

### <span id="page-24-0"></span>**5.3 Risk Assessment to Model Encounter Rates between Large Whales and Vessel Traffic from Offshore Wind Energy on the Atlantic OCS (Barkaszi et al. 2021)**

This study aimed to evaluate the risk of vessel strikes on large whales and sea turtles in Atlantic offshore wind energy areas, considering various vessel types. The research comprised four stages: characterizing baseline vessel traffic and wind farm operations, developing an analytical framework to calculate encounter numbers, creating a quantitative model for strike risk assessment, and building a graphical user interface (GUI) for scenario creation and result visualization. The GUI enables users to simulate potential encounters between vessels and marine animals, allowing manipulation of vessel activity and animal behavioral responses, with capacity for aggregating results from multiple scenarios. The model is limited to the Atlantic OCS and does not assess strike risk for the Rice's whale. However, the basis of the model uses surface density layers, dive and/or surface behaviors, and animal size and/or swim speed for each species to calculate vessel strike risk based on vessel data characteristic of offshore wind energy development and project-specific vessel routes, transit numbers, speed, etc. as entered by the user.

The model provides a risk assessment framework to compute the number of potential encounters among mammals and turtles with various classes of vessels, at varying speeds along transit routes at given times of year. The vessel route is divided into 1-kilometer (0.62-mile) segments, and interactions are modeled for each segment. The total encounters along the route are then summed. Parameters (e.g., vessel speed, animal density) are assumed constant within each 1-kilometer (0.62-mile) block but can vary across different segments based on broader environmental factors. This approach allows for a scalable, consistent framework to assess encounter risks while incorporating adjustable aversion factors to better simulate real-world conditions.

When used as a planning tool, BOEM's vessel strike model represents a user-friendly, spatial and temporally articulated geographic information system (GIS)-based model with outputs predicting potential vessel-animal encounters under a wide range of tunable variables. BOEM is currently expanding this model to include all U.S. OCS waters (except Alaska) and to lessen some of the limitations identified above. The updated risk assessment tool may be used Gulf-wide for project-specific applications. Strike risk is calculated based on the user-defined vessel activity scenario and availability of an animal for strike, which includes habitat-based predictive density and dive and/or surface behaviors that will be updated for Rice's whales in the Gulf. BOEM expects to release the updated vessel strike model by 2026.

#### <span id="page-24-1"></span>**5.3.1 Assumptions and Limitations**

Several assumptions are considered in this vessel strike model. Probabilistic modeling of strike risk is conceptualized as being directly proportional to the expected number of animal encounters a given vessel will accrue while transiting to its destination. The mathematical equations were derived solely from geometric relationships that result from various simplifying assumptions from both the animal's perspective (i.e., generalizing spatial and temporal behaviors for entire species) and the vessels (i.e., pre-defined vessel classes only transit along previously identified routes). In addition, the geometric model incorporates vessel length to calculate strike risk, such that as length increases, strike risk also increases. However, it is not well established in the literature that this proportional relationship is that simple, as other factors secondary to vessel length (i.e., maneuverability, turning radius, crash stop distance, gross tonnage) also contribute to a vessel's ability to avoid collision. Finally, aversion probability can be input and manipulated by the user, which can lead to inaccurate and non-realistic results.

### <span id="page-25-0"></span>**5.4 Modeling Whale Deaths from Vessel Strikes to Reduce the Risk of Fatality to Endangered Whales (Rockwood et al. 2021)**

Rockwood et al. (2021) outline a comprehensive approach to estimate whale mortality due to vessel strikes in the Southern California region. The study focused on the area from Point Conception to San Diego, California extending 100 kilometers (62 miles) offshore, covering a total area of 39,889 km². This region includes the Santa Barbara and San Pedro Channels, known for high productivity and consistent feeding aggregations of large whales. A spatial grid of approximately 1 km² cells (47,955 in total) was created for the study area. Modeled whale density data (Becker et al. 2016, 2017), which used environmental predictors and whale sightings from systematic boat-based surveys to develop predictive densities, and AIS vessel data from 2012 to 2018 were used, with specific criteria for excluding erroneous records (e.g., speeds less than 2 knots or greater than 40 knots).

The core of the methodology of Rockwood et al. (2021) is an encounter probability model, adapted from Martin et al. (2016) and previous works by Rockwood et al. (2017, 2020), which calculates vessel-whale encounter rates within each grid cell, considering whale and vessel size, velocity, and distance traveled. Whale time-at-depth data from multi-sensor tags were used to assess the risk of being in the vertical strike zone. Encounter rates were then converted to mortality estimates by incorporating probabilities of collision avoidance and mortality given a collision. Several improvements were made to the model to enhance accuracy. For example, mortality estimates were calculated independently for each vessel track and summed within each grid cell, addressing biases from non-linear relationships between ship parameters and strike mortality. The study also explored various vessel speed reduction scenarios, including different speed limits and compliance levels, to assess potential changes in whale mortality.

This study uses a detailed and systematic approach to estimate whale mortality from vessel strikes, integrating spatial grid analysis, whale density modeling, and an encounter probability framework. The results provide valuable insights into the effectiveness of speed management strategies and potential improvements for reducing whale fatalities in the region.

#### <span id="page-25-1"></span>**5.4.1 Assumptions and Limitations**

Rockwood et al. (2021) acknowledge several limitations that impact the accuracy and applicability of their findings. The study relies on whale density models which are based on past sightings and environmental conditions. These models may not accurately reflect current whale distributions, especially considering potential shifts due to changing oceanographic conditions. Additionally, vessel traffic data, sourced from the AIS, might have inaccuracies, including errors in recorded speeds and locations. Additionally, not all vessels are required to carry AIS transponders, which inherently underestimates the volume of vessel traffic within any given region. Rockwood et al (2021) further filtered AIS data to only include those greater than 19 meters (62 feet) in length and with a draft of 2 meters (6.6 feet) or greater; the authors did not conduct separate analyses of different vessel categories. The encounter probability model makes several assumptions, including whale behavior and the probability of whales avoiding vessels, which may not hold true in all scenarios; the model's predictions depend heavily on the accuracy of whale density data and the assumption that past behavior and distributions are indicative of future patterns. The spatial resolution of the grid cells (1 km²) and temporal resolution of the data (2012–2018) might not capture finer-scale variations in whale density and vessel traffic, which could lead to underestimations or overestimations of risk in certain areas or times. Finally, broader ecological changes, such as shifts in prey availability or long-term climatic changes, are not fully accounted for in the models; these factors could significantly influence whale distributions and the risk of vessel strikes.

# <span id="page-26-0"></span>**6 Recommendations**

The review of primary and secondary source documents spanned examination of both Rice's and Bryde's whale complex distribution, abundance, behavior, feeding, and risk factors. From this, recommendations for additional study to inform a statistically meaningful vessel strike risk assessment methodology that BOEM could realistically implement and that could be peer-reviewed for validating a future assessment were developed. Key emergent information from these papers fell into two categories of recommended additional study, (1) improvements in animal density and distribution data and (2) improvements in understanding of animal behavior.

One emergent question is whether small sample sizes of Rice's whale attributes (distribution, behavior, acoustic signature, diet) as seen throughout the reviewed studies should be utilized to inform ship-strike modeling. Given the very small population size  $\left( \langle 100 \rangle \right)$  and perhaps as few as 51), even a sample from one animal represents a comparatively large sub-sample of a population. While individual behavior may skew the utilization of information (e.g., dive times, surface resting times, etc.) from numerically small samples, it is also possible that many aspects of observed behaviors are indeed characteristic of the species. Moreover, the urgency of need for actionable data suggests that its use would be appropriate to generalize to the species. Further, the behaviors noted for other Bryde's subspecies generally do not contradict what has been found in the limited Rice's whale observations, further suggesting the appropriateness of their use.

# <span id="page-26-1"></span>**6.1 Improving Rice's Whale Density and Distribution Data**

Central to both range determination and in particular, ship-strike modeling, is accurate animal density data in space and time. Data are often coarse (e.g., animal density averaged at  $100 \text{ km}^2$  resolution), inherently mismatching spatial resolution of vessels precisely tracked with AIS data versus that of whales, thereby limiting spatial and temporal predictions of strike risk. Therefore, emphasis on refining the spatial and seasonal abundance of Rice's whale may represent one of the most valuable management data sets. In particular, understanding Rice's whale occurrence patterns and behaviors in the northern Gulf and identifying if there is any east-west migration between the northwest and western Gulf are critical to informing strike risk in these areas.

It is recommended that localized Rice's whale vocalizations (Soldevilla et al. 2022a, 2022b, 2024) are merged with modeling efforts that currently predict Rice's whale occurrence patterns based on habitat suitability and, to a lesser extent, visual detections made from systematic vessel and aerial survey data (Litz et al. 2022; Rappucci et al. 2023; Garrison et al. 2023, 2024). This action, which likely would require additional long-term passive acoustic monitoring (PAM) buoy deployments (especially in the western and central GOM, and potentially deployments outside of U.S. waters), would compile a more comprehensive assessment of Rice's whale distribution and seasonal occurrence patterns in a cost--effective way. However, to use acoustic methods, additional resolution of Rice's whale call signatures is prudent (e.g., Soldevilla et al. 2022a) to ensure that acoustic detection is unambiguous. Short-term studies involving multi-platform approaches (e.g., Izadi et al. 2022) to identify and acoustically fingerprint individuals would be appropriate. Being able to defend identification of Rice's whale acoustically will be critical for use of recording devices on a broad geographic extent to quantify range extent and frequency of use.

Extracting spatial and temporal detection data (e.g. metadata analysis and recovery) from protected species observer (PSO) data (e.g., Barkaszi and Kelly 2024) and oil and gas vessel operator reports would be a cost-effective strategy to supplement animal distribution and density data layers. It is strongly recommended that a central digital repository of these data be created and maintained so that it may be effectively mined for past and ongoing Rice's whale detections.

Anecdotal sightings, if confirmed (i.e., through supporting photo or video documentation), would also contribute to our overall understanding of Rice's whale occurrences. Conducting outreach to boat operators and fishermen to provide awareness of Rice's whales and to request sightings information (i.e., through a simplified sightings sheet and/or website) would be a reasonable approach. It is acknowledged that reception from local communities around the Gulf to outreach and data requests from BOEM may prove challenging. However, partnering with universities or ongoing "citizen science" efforts for other marine species (i.e., whale sharks [*Rhincodon typus*]) may provide a valuable mechanism for compiling sighting events.

Assembly of PSO and even anecdotal data would create an up-to-date and authoritative reference base for understanding distribution and abundance but also would be useful for detecting spatial and temporal gaps in data and to direct additional studies. However, an understanding of the caveats associated with these data sources must be cautioned. PSO and vessel operator data are not equivalent to systematic visual surveys and only represent presence-absence data. Additionally, detections may be confounded by the use of airgun arrays and therefore may not fully represent Rice's whale distribution patterns. Further, anecdotal data can at best represent presence data, but little more than that. Despite these data limitations, an expansion of sightings throughout the GOM still represents valuable insight to Rice's whale occurrences. However, one cannot develop a statistical design without a thorough understanding of the available data structure, including its resolution and extent in both space and time. Consequently, any determination of the appropriate statistical approach (if any) must await data acquisition and structural review.

If evident from gap analysis of existing data, a plan of study for utilization of acoustic buoy deployment to capture Rice's whale spatial and seasonal distribution, including possible east–west migrations, would be a logical build-out from the extant data. Together with the existing data (and consideration of any ongoing studies and surveys), this effort would provide defensible data for designation of critical habitat.

# <span id="page-27-0"></span>**6.2 Improvements in Understanding of Animal Behavior**

Several papers review Bryde's whale diving and feeding behavior (e.g., Kershaw et al. 2013; Sirović et al. 2014; Dong et al. 2022; Izadi et al. 2022) but few in the GOM and far fewer specifically targeted Rice's whale (e.g., Soldevilla et al. 2017; Kiszka et al. 2023; Kok et al. 2023). The "common" understanding is that Rice's whales may spend a lot of time at the surface, especially at night, making them vulnerable to ship strike. However, the data supporting this are quite limited (although even a few suction-cup tags on individuals out of a population of 51 individuals would be substantial and worthwhile upon which to build generalizations in ship-strike models). Meanwhile, in the face of data paucity, extrapolating from Bryde's whale data is appropriate, though potentially misleading given the different habitat characteristics of better-studied populations (see **Section 4.2**). Therefore, a strong recommendation is to improve the specific understanding of Rice's whale behavior that includes time spent feeding, moving, and resting.

This field work, requiring tagging and monitoring efforts, would require suitable geographic replication and importantly, stratification of sampling by water depths (foraging and diving behavior must be strongly water depth dependent). Priority focus should be given to localizing individuals outside the Rice's whale core area (i.e., in the northern and western Gulf) and deploying satellite telemetry tags to track long-term movements and multisensory suction-cup tags for higher resolution tracking of dive and foraging behaviors, similar to the methodology described by Soldevilla et al. (2017). At minimum, it is recommended a target of at least five satellite tags and five multi-sensor tags be deployed (each representing approximately 10 percent of the known population). So that our understanding of Rice's whale behavior and habitat selection is not limited to only the northwestern Gulf, it is recommended that the majority of tags are deployed on individuals outside the core area, with at least one of each on individuals inside of the core area. Further, tagging individuals (specifically, with the multi-sensor suction-cup tags) in different depth strata may reveal different behavior or use patterns not currently evident in available data.

Though our recommendation sets a target of sampling 10 percent of the known population, it is acknowledged that this may not be achievable is a realistic timeframe, especially when targeting individuals outside of the core area. A power analysis would be hard to perform because one must have an estimation of variance, which likely does not exist for many variables associated with behavior (i.e., tagged and/or tracked limited numbers) and would be extremely challenging to develop. As a result, it is recommended that any tagging data be acquired urgently, and suggest that whatever proportion can be sampled be taken as representative of the population until proven differently.

Amplification and refinement of previous studies where remote sensing data was used to include identification of cues driving aggregation (i.e., food supply) is also needed to build forecasts of spatial distribution and density models necessary for accurate ship-strike probabilistic modeling. This effort may be combined with those recommended in **Section 6.1** to compile and extract observed behavioral records along with occurrence data.

# <span id="page-28-0"></span>**6.3 Other Considerations**

In keeping with BOEM's attention to realistic implementation, consideration was given to utilization of environmental DNA (eDNA). A cursory Google Scholar search shows a relatively recent report(Martinez et al. 2024) where biopsy subsamples and eDNA water samples were collected as part of a preliminary attempt to utilize this technology to ascertain presence of the species. With establishment of an eDNA library for Rice's whale and understanding of eDNA persistence in nature, this method may represent a useful tool for rapid assessment of habitat utilization and buttressing of more expensive derivation of distribution information (see review by Suarez-Bregua et al. [2022]). While not a recommended substitute for direct observation, tagging, and monitoring, these data, if acceptable across agencies, could provide a rapid and comparatively inexpensive means of detecting the regional presence of the species.

Compilation of environmental data to associate with Rice's whale distribution bears consideration. Environmental data such as *chlorophyll-a*, sea surface temperature, sea surface height anomalies, and depth already exist or can be obtained remotely and synoptically and used as predictors from other studies of Bryde's whales to further refine core habitat preferences both spatially and temporally. This would reduce costs but would need to be paired with sightings data to build confidence in the forecasted habitat.

Improvements in vessel tracking and vessel data are necessary to better our understanding and refining the assessment of vessel strike risk for the Rice's whale. Specifically, better documentation of vessel activity in offshore regions where AIS coverage is more limited is especially necessary to quantify vessel strike risk across industries and vessel categories. However, shore-based AIS receivers are limited in their coverage for offshore regions and positions may only sporadically be received. For example, port-based

AIS receivers have a maximum receiving rage of approximately 37 kilometers (23 miles) (USCG n.d.). While repeater stations may be used to improve and extend coverage (USCG n.d.), AIS coverage in offshore regions of the Gulf remains limited. Use of satellite-derived AIS data can serve to fill this data gap and improve our understanding of offshore vessel activity in the Gulf (i.e., Metcalfe et al. 2017). Efforts to ensure compliance with AIS usage, where required, and the accuracy of vessel data input are likely ongoing and must be continued. Analysis of improved offshore data must be conducted using a multi-year timeframe and rooted in a multivariate analysis of vessel movement patterns (i.e., >10 knots and ≤10 knots; daytime and nighttime) relative to Rice's whale core area and proposed critical habitat for different vessel categories and industries. Finally, predictive modeling (i.e., Kaiser 2015) should be conducted to forecast vessel activity and offer an outlook perspective for future vessel traffic in the Gulf.

Adaptations to BOEM's vessel strike model (**Section 5.3**) that incorporate improved animal density, animal behavior, and ship traffic data should be considered a priority for assessing strike risk. Since the underlying framework for the mathematical model and risk assessment tool are already built and tested, modifying its application to industries beyond offshore wind would be a relatively straightforward and cost-effective approach to modeling Rice's whale strike risk in the Gulf. Further, the model should be used to assess the effectiveness of different mitigation strategies, with results that serve as the baseline for recommended or required strike avoidance plans.

Finally, it is recommended that BOEM consider incentives for vessel operators to voluntarily reduce vessel speeds, to implement technology onboard designed to automatically detect large whales in the strike zone so that evasive actions may be taken, and to detect collisions that have occurred. The latter would serve to improve our understanding of cryptic mortality and constitute a database of directly relevant strike risk in the Gulf. Technology, specifically that which can monitor in low visibility conditions (i.e., during nighttime) such as thermal and infrared cameras, has been rapidly developing in recent years and offers a cost-effective way to monitor for marine mammals (Verfuss et al. 2018; Baille and Zitterbart 2022; Paoletti et al. 2023; Richter et al. 2023). Incentives, whether financial, regulatory, or other, can entice companies and vessel operators to implement additional protective measures that ultimately serve to mitigate strike risk for Rice's whales. Voluntary compliance programs have had limited success elsewhere (Redfern et al. 2019; Rockwood et al. 2021; Morten et al. 2022), so consideration of regulatory requirements for large vessels (i.e., over 80 meters [262 feet]) traveling above 10 knots through Rice's whale core area (and critical habitat, if implemented) to use alternative monitoring technologies at nighttime may be warranted. In addition, future recommendations for any vessel speed restrictions should consider vessel class and gross tonnage as these factors may be a better indicator of lethality related to vessel strike then length alone. Importantly, these recommendations are geared specifically toward improving detection capabilities and reducing vessel strikes resulting in injury or mortality for Rice's whales and are not likely to fully eliminate anthropogenic impacts to the species or to the key habitat attributes as identified in the critical habitat proposed rule (**Section 4.1**).

# <span id="page-30-0"></span>**7 Conclusions**

Rice's whales are especially vulnerable to vessel strike due to their surface behaviors, especially during the night when they spend up to 88 percent of their time at the surface, and their habitat selection, which overlaps with high levels of vessel traffic in the Gulf. Their very small population size is a confounding risk factor such that any serious injuries or mortalities experienced by individuals could lead to population-level effects. A comprehensive literature review and synthesis was conducted to better understand and assess this risk, which highlighted important data gaps and recommendations for future analyses. Most data gaps center around our understanding of the behavior and ecology of the Rice's whale. As a result, two categories of recommended additional study were developed, including improvements in animal density and distribution data and improvements in understanding the species' behavioral ecology. Additional recommendations were considered that improve our assessment of vessel activity within the Gulf and potential mechanisms that could be implemented to provide an overall reduction in strike risk in the Gulf.

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# <span id="page-38-0"></span>**Appendix A: Literature Review and Synthesis Matrix**

#### <span id="page-38-1"></span>**Table A-1. Classification matrix and summary table for primary and secondary data sources.**











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. = applicable; -- = not applicable; \* = primary literature; AIS = Automatic Identification System; BIA = biologically important area; BOEM = Bureau of Ocean Energy Management; Chl-a = chlorophyll-a; CV = coefficient of va GAM = generalized additive modeling; GOM = Gulf of Mexico; GoMMAPPS = Gulf of Mexico Marine Assessment Program for Protected Species; GUI = graphic user interface; GT = gross tonnage; MARU = marine autonomous recording uni injury; MMPA = Marine Mammal Protection Act; MSP = marine spatial planning; NARW = North Atlantic right whale; NMFS = National Marine Fisheries Service; NOAA = National Oceanic and Atmospheric Administration; OCS = outer c Biological Removal; PAM = passive acoustic monitoring; RPM = reasonable and prudent measure; SAR = stock assessment report; SDM = spatial density models; SEFSC = Southeast Fisheries Science Center; SSHA = sea surface heigh temperature; TDR = time depth recorded; VSR = vessel speed reduction.

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