

**IALA Guideline No. 1045**

**On**

**Staffing Levels at VTS Centres**

**Edition 1**

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## **Guidelines On Staffing Levels at VTS Centres**

### **1 GENERAL**

The Annexes of IMO Resolution A.857(20) 'Guidelines for Vessel Traffic Services' (VTS) describe the skill and knowledge qualifications required by VTS Operators to provide the required services to improve the safety of navigation and protection of the environment.

The IMO Guidelines are intended for application in both planned and existing VTS. They provide guidance in determining how VTS Authorities may recruit, select and train personnel in order to carry out their tasks thereby providing the required VTS standards.

In planning and establishing a VTS, the Contracting Government(s) or the Competent Authority should:

- ensure that the VTS Authority has the equipment and facilities necessary to effectively accomplish the objectives of the VTS and;
- ensure that the VTS Authority has sufficient staff, appropriately qualified, suitably trained and capable of performing the tasks required, taking into consideration, the type and level of services to be provided, as per the current IMO Resolution A.857 (20) Guidelines on the Recruitment, Qualifications and Training of VTS Operators (Annex 2).

The role of VTS is to improve the safety and efficiency of navigation, safety of life at sea and the protection of the marine environment. In performing these functions, VTS Personnel are required to interact with other mariners with responsibility for safety. It is therefore essential that the VTS operational staff demonstrate a high standard of professionalism and that they are trained and qualified according to the current international IALA standards.<sup>1</sup>

VTS personnel should be capable of providing information, traffic organisation and/or navigational assistance service in the area specified by the relevant VTS Authority. Depending on the characteristics of a VTS Area, such as traffic patterns and densities, a VTS Centre may comprise VTS Operators, VTS Supervisors and a VTS Manager. It is for the VTS Authority to determine the levels of staffing sufficient to meet its obligations and to ensure that trained personnel are available to undertake these commitments.

Key to all VTS operations is the VTS Operator (VTSO). Regardless of the size or complexity of the respective VTS area, all VTS Centres are likely to require VTSO's who have been trained and authorized to V-103 standards, or similar. In VTS Centres where more than one VTSO is on watch simultaneously, the VTS Authority may determine a requirement to establish the position of VTS Supervisor to assist, oversee and/or co-ordinate the activities of the watchkeeping VTSO's.

A VTS Authority may elect, as part of its management infrastructure, to establish the post of VTS manager.

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<sup>1</sup> IALA Recommendation V-103 on Standards for Training and Certification of VTS Personnel refer  
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## 1.1 Purpose

The purpose of this Guideline is to assist authorities in determining an appropriate staffing level for a VTS Centre. Conferring with existing VTS Authorities will provide a general idea of how VTS Centres are staffed.

*This Guideline is not intended to be prescriptive, rather it presents factors that should be considered when determining staffing levels.*

## 1.2 Definitions and Acronyms used in these Guidelines

For the purpose of these Guidelines, the following definitions apply:

<b>Allied Services</b>	Allied Services are services actively involved in the passage of the vessel through the VTS area.
<b>Competent Authority</b>	A Competent Authority is the authority made responsible, in whole or in part, by the Government for the safety, including environmental safety, and the protection of the environment in the area
<b>Duty</b>	A period of duty is the total time that a VTSSO will be required to be present at the VTS Centre irrespective of whether or not the VTSSO is carrying out actual watchkeeping duties at a VTS workstation.
<b>Vessel Traffic Service (VTS)</b>	A VTS is a service implemented by a Competent Authority, designed to improve the safety and efficiency of vessel traffic and to protect the environment. The service should have the capability to interact with the traffic and respond to traffic situations developing in the VTS Area.
<b>VTS area</b>	A VTS area is the delineated, formally declared service area of the VTS. A VTS area may be subdivided in sub-areas or sectors.
<b>VTS Authority</b>	A VTS Authority is the authority with the responsibility for the management, operation and co-ordination of the VTS, the interaction with participating vessels, and efficiency of vessel traffic and the protection of the environment.
<b>VTS Centre</b>	A VTS Centre is the centre from which the VTS is operated. Each sub-area of the VTS may have its own sub-centre.
<b>VTS Operator (VTSSO)</b>	A VTS Operator is an appropriately qualified person performing one or more tasks contributing to the services of the VTS.
<b>VTS personnel</b>	VTS operational personnel such as VTS Operators, VTS supervisors and VTS managers.
<b>VTS sailing plan</b>	A VTS sailing plan is a plan which is mutually agreed between a VTS Authority and the master of a vessel concerning the movement of the vessel in a VTS area and should accommodate the agreed passage plan as appropriate.

<b>VTS traffic image</b>	A VTS traffic image is the surface picture of vessels and their movements in a VTS area.
<b>VTS workstation</b>	A VTS workstation is the place in a VTS Centre from which a VTS Operator carries out his/her duties.
<b>Watchkeeping</b>	Watchkeeping standards, including punctuality, handover, general responsibilities on watch and log-keeping.  Technical watchkeeping requirements at a VTS workstation, include standard target tracking routines, VHF/DF monitoring and checks, navigation and operational checks, and equipment performance checks.

### 1.2.1 Acronyms

<b>AIS</b>	Automatic Identification System
<b>IALA</b>	International Association of Marine Aids to Navigation and Lighthouse Authorities
<b>ILO</b>	International Labour Organization
<b>IMO</b>	International Maritime Organization.
<b>ITU</b>	International Telecommunication Union
<b>NAS</b>	Navigational Assistance Service
<b>SAR</b>	Search and Rescue
<b>SMCP</b>	Standard Marine Communication Phrases
<b>TOS</b>	Traffic Organisation Service
<b>VTS</b>	Vessel Traffic Services
<b>VTSO</b>	Vessel Traffic Services Operator

## **2 FACTORS AFFECTING WORKLOAD**

The availability of qualified VTS staff is an essential resource without which VTS operations cannot safely be managed. Determining the adequacy of the number of VTSOs on duty is often difficult to quantify with any degree of accuracy. Invariably this will be a balance between a number of factors which a VTS Authority will need to keep under periodic review:

- Periods of Duty;
- Operational Procedures;
- Physical Working Environment;
- Human Resource Requirements;
- Types of Service offered;
- Interaction with Allied Services and adjacent VTS Centres;
- Technology, Equipment and Communications;

- Incidents, accidents and other emergencies;
- Stress-related workload.

## 2.1 Periods of Duty

Factors for consideration when determining periods of duty for VTS Operators and Supervisors include:

- Traffic volumes and densities;
- Navigational complexity associated with the VTS Area;
- VHF radio traffic volume;
- The number of VTS interventions anticipated, e.g. the extent to which navigational assistance and traffic organisation is typically required;
- The limits within which operators may develop and maintain situational awareness;
- Health and Safety requirements, particularly when working with visual display units;
- The working environment; and
- Shift patterns.

## 2.2 Operational Procedures

Operational procedures have an impact on workload and should be clearly defined.<sup>2</sup> Each procedure should set out the actions to be taken in respect to interaction with ships; interaction with other parties and authorities; and internal and external contingency situations.

Operational procedures should be developed to eliminate duplication of tasks and to support decision-making. They should be reviewed and updated at regular intervals in accordance with VTS quality management system standards to ensure their relevance to VTS aims and objectives.

For example, internal procedures may include the keeping of logbooks whether in manual or electronic format. VTS Sailing Plans may differ in the way in which they are handled, recorded and broadcast which may affect the workload and staffing levels with respect to the preparation and execution of the Sailing Plan. Any possible deviation from the agreed Sailing Plan requires more attention from the VTSSO.

## 2.3 Physical Working Environment

The physical working environment includes temperature, ventilation, lighting (including emergency lighting), room dimensions, suitability of workstations and seating. Facilities should be provided for washing, eating, resting, as well as toilet facilities.

VTS authorities should make arrangements for enforcing health and safety measures that follow from the risk assessment, covering planning, organisation, control, monitoring and review. VTS authorities should also take into account the working conditions and risks

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<sup>2</sup> IALA Recommendation V-127 – VTS Operating Procedures - refers  
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when selecting equipment suitable the identified tasks and ensure the equipment is properly maintained.

Additional considerations include problems associated with continuous viewing of display screens, attention/concentration levels; general ergonomics of working environment and noise/distractions within the work area.

### 2.3.1 Continuous viewing of VTS displays

Continuous viewing and manipulation of the VTS display may lead to musculoskeletal problems, visual fatigue and stress. Health problems can result from poor work organisation, ergonomic design, working environment, job design, posture and inappropriate work methods. Health problems associated with display screen work can be prevented by careful design of the workplace as well as by operator training and consultation.

### 2.3.2 Attention/Concentration levels

The performance requirements may demand high levels of attention and concentration, for extended periods of time, where consequences of error may be critical.

### 2.3.3 Ergonomic Design

The immediate environment within which the VTS personnel work should reflect an ergonomic assessment in order to facilitate effective delivery of services and to support the health and well-being of VTS personnel. An analysis should include the optimum ergonomic design of workstations and placement of equipment within the VTS work area.

### 2.3.4 Noise/Distractions/Lighting

Consideration should be given to minimizing noise levels and other possible distractions within the VTS Centre. Careful management of lighting levels may also improve the overall working environment.

An inadequate working environment will have a negative impact on the performance of the VTS personnel and may affect their ability to discharge their responsibilities.

## **2.4 Human Resources**

Collective agreements, contracts and terms of employment for VTS personnel should be taken into consideration when determining the staffing levels.

Staffing levels may need to accommodate training and assessment activities.

Careful assessment of the functions required of a VTSO should be considered to ensure that their primary safety role is not compromised. The requirement for additional or 'call-in' personnel should also be considered when necessary to ensure the primary role is maintained.

Consideration should be given to the rotation of watchkeeping VTSOs and the need for rest breaks, depending on the intensity of work and the overall working environment. Due to the unique circumstances in each VTS Centre, it is not appropriate, nor possible, to specify the length or number of breaks necessary to avoid fatigue.

## 2.5 Types of services

Many variable factors can influence the workload in the VTS Centre, for example peak and lull periods in vessel traffic, extreme weather and emergency situations. Staffing levels and workload will depend on which types of services - Information Service; Navigational Assistance Service or Traffic Organisation Service - are being provided and the levels at which a particular service is being provided.

### 2.5.1 Information Service

An Information Service is a service to ensure that essential information becomes available in time for on-board navigational decision-making.

Among the factors that influence the staffing levels of a VTS Centre providing an Information Service, are the type of VTS (port/harbour VTS or coastal VTS or a combination of both), the size of the VTS Area, number of sectors, type of traffic, traffic density and monitoring of the VTS traffic image.

### 2.5.2 Navigational Assistance Service (NAS)

A Navigational Assistance Service is a service to assist on-board navigational decision-making and to monitor its effects.

NAS is a service that requires considerable skill and experience to execute properly. Among the factors that influence the staffing levels of a VTS Centre providing NAS, in addition to the requirements of providing an Information Service, is the continuous monitoring of the vessel for which the service is being provided. This could necessitate additional personnel being required and means that extra or stand-by VTS personnel may be needed to provide this specific service.

The achievable benefits depend not only on the skill and knowledge of the VTSO, but also on the resolution and accuracy of the VTS equipment and the reliability of the VTS information being processed. If information on position, adjacent traffic and as appropriate, navigational advice is provided on a continuous basis, experience has shown that a positive contribution to navigational safety can be made.

### 2.5.3 Traffic Organisation Service (TOS)

A Traffic Organisation Service is a service to identify and manage potentially dangerous maritime traffic situations and to provide for the safe and efficient movement of vessel traffic within the VTS Area.

Among the factors that influence the staffing levels of a VTS Centre providing TOS, in addition to the requirements of an Information Service, is the possible requirement for the forward planning of movements, enforcing adherence to governing rules and regulations, issuing traffic clearances in respect of the priority of movements, establishing routes to be followed and such other measures as may be considered necessary and appropriate by the VTS.

## 2.6 Interaction with Allied Services and adjacent VTS Centres

The workload of VTS Personnel is likely to be influenced significantly by the degree to which a VTS Centre is required to co-operate with Allied Services, Port Operations, Emergency and Security services and adjacent VTS. Such activities can support the

functions of the VTS, and therefore, increase safety and efficiency. To ensure that VTS personnel are not distracted from the primary responsibilities, it may be necessary to carry out a careful analysis of the workload associated with supporting Allied Services.

Co-operation with Allied Services reflects both safety and efficiency. It should be a continuous process, and is of particular importance in cases where a VTS sailing plan is to be established and action agreement between services is required. Procedures for the co-operation between parties should be established. The co-operation with port operations relates primarily to efficiency, but may be an important factor in establishing a VTS Sailing Plan.

Co-operation between adjacent VTS Centres can be of particular interest where two such services share a common area/region border. In these instances the centres may need to coordinate jointly with the master of a ship when the VTS sailing plan is being agreed. In other cases it should be recognised that the exchange of data between Vessel Traffic Services could give advance notice of arrivals, thus relieving the vessels the burden of reporting. It could also provide an Administration with valuable information on future traffic and cargo flow in its intermediate sea area.

Co-operation with other services such as Search and Rescue, Emergency, Security and Pollution Control should be conducted in accordance with pre-established contingency plans which clearly state responsibilities and procedures for such co-operation.

VTS Authorities should take into consideration that the main responsibility of the VTS Operators should be, at all times, to interact with the traffic and respond to traffic situations developing in the VTS area. Appropriate staffing to cope with overlapping tasks should always be provided.

## 2.7 Technology and equipment

VTS authorities should be aware of the fact that technical equipment may have either a positive or negative effect on workload. It should be noted that the complexity and sophistication of the software and hardware of the systems used in the VTS Centre may require high levels of attention and concentration by the VTS personnel, especially when new systems are installed.

When drawing up the specification for VTS equipment, careful consideration should be given to ensure that the equipment is capable of maintaining a high level of reliability and flexible in order to keep up with technological advances. If this is not considered, the system will become less effective and thereby increase the workload of the user. VTSO experience in operating VTS equipment is useful when drawing up new specifications. When new or updated equipment is introduced, VTSO training should always be considered.

The need and degree of equipment redundancy necessary for specific VTS functions offered should be assessed. For example, appropriate redundant sensing, tracking and communications should support the provision of a Navigational Assistance Service.<sup>3</sup>

An Electronic Charting Systems, integrated with AIS and/or radar, enables more efficient route monitoring and traffic surveillance and assists the VTSO in the provision of the Vessel Traffic Services.

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<sup>3</sup> IALA VTS Manual, VTS Section (latest edition) refers.

There are elements of equipment or system design in VTS Centres that can significantly change the workload on the VTS personnel, for example:

- Presentation of information;
- Automatic acquisition and tracking of targets;
- Automatic voice and data recording systems;
- Predetermined area warnings; and
- Deviation alarms for fairways, anchorages etc.

## 2.8 Communications

Communications between ship and shore are an essential component of VTS. Each type of communication handled by the VTS Operator demands interpretation and action, generating workload. The VTS Authority should consider the most effective method for composing and transmitting information.

### 2.8.1 Radio

A reduction in radio generated workload can be achieved by the introduction of written procedures as prescribed by IMO and ITU. Radio communications should be conducted in a manner that is clear, concise and procedurally correct.

Standard Marine Communications Phrases (SMCP) - IMO Resolution A.918(22), should be used whenever the risk of misunderstanding exists. The use of such phrases will often reduce workload for VTS Operators and participating vessels.

Radio generated workload can be affected by the use of an alternative means of exchanging information between ship and shore, such as VHF/DSC and AIS. Text based radio messages are often easier to understand and can reduce communication difficulties caused by spoken English. However, text messages can be more time consuming to compose and may increase workload. Similarly, the need for closed loop communications may generate an increase in workload and affect the staffing level.

The level of radio communications is strongly influenced by the number of reporting points and traffic density, and staffing levels should reflect this. The number and location of the reporting points should be kept under review in order to reduce radio communications.

### 2.8.2 Telephone and other communications

The VTS Centre is the heart of a complex web of information, which can result in the reception of a large number of enquiries by telephone not directly connected with the VTS function. Each telephone call made or received by a VTS Operator generates workload.

Where VTS Centres have responsibility for tasks additional to vessel traffic services, staffing levels may need to be enhanced accordingly. VTS Authorities should develop a clear policy on the nature of telephone communication to and from the VTS Centre.

One way of reducing telephone communication is to ensure that appropriate means are available to facilitate the access of information to relevant parties concerned (i.e. through a computer network or the Internet).

## 2.9 Incidents, accidents and other emergencies

The potential for an incident or unexpected event to occur is always present. Any incident within the VTS area or in the VTS Centre will create additional workload for the staff on duty – the more serious the incident, the greater the increase in workload.

A staffing level that is only able to deal with the expected workload will certainly be overloaded when an incident, emergency or unexpected event occurs. VTS Centres should have contingency plans to deal with internal and external incidents in the VTS area. The activation and execution of these plans may have an effect on the staffing levels. Appropriate arrangements should be part of any contingency plan. Debriefing of these events contributes to the ability of the staff on duty to deal with them.

## 2.10 Stress related workload

Workloads, which are too high or too low, can affect efficiency, operational safety, personal health and/or motivation. This type of individual workload could be characterized as either hyper- or hypo- stress.

**Hyper-stress** – can be caused by high workload. It may impair or prevent personnel from interpreting information, making effective decisions and taking the appropriate action. Appropriate measures (e.g. additional or reallocation of VTS personnel) should be taken in order to maintain the required performance.

**Hypo-stress** - can be caused by either prolonged inactivity or low workload. It can have a negative impact on the performance and motivation of the VTS personnel.

Over-staffing can create boredom and monotony in the workplace and reduce the possibility of gaining and maintaining experience and developing professional skills. An underemployed individual or a team may result in attitudes that might be unacceptable within the VTS organisation and the associated stakeholders.

## 3 PERFORMANCE MEASUREMENT

A VTS should operate within set terms of reference, which should be incorporated into a mission statement or a service level agreement.

VTS managers, supervisors and operators should be aware of the aims and objectives of the VTS. Once the aims and objectives are defined, measurement of performance should be carried out to determine whether these are being met. Measurement could be determined by the evaluation of internal management information, by a formal survey of stakeholders, or by a combination of both.

The outcomes measured will be driven by the agreed terms of reference and may include:

- Response times to calls and enquiries to the VTS;
- Number of targets that each VTS Operator has to monitor at any one time;
- Traffic patterns, density, geography of the area and potential risk of incident;
- Risk assessments in terms of probability and impact;
- Actual numbers of incidents historically, their distribution in time, and their frequency and impact indicators.

Staffing levels may need to be adjusted to ensure desired outcomes are achieved.

## **4 SUMMARY**

A VTS Centre should have a sufficient number of VTS personnel to ensure that the VTS operations can be carried out efficiently and safely under all conditions, with due regard to the safety of navigation within the VTS area. Every VTS Centre should be staffed by personnel appropriately qualified for the tasks required, and with a number corresponding to the size of the VTS Centre and VTS area to be managed.

When determining, approving or revising staffing levels, the VTS Authority should take into account the principles in applicable international and national instruments on staffing levels, as well as the need to avoid or minimize excessive hours of work to ensure sufficient rest and to limit fatigue.

Further details concerning labour regulations may be found in national/regional or international legislation.

## ANNEX 1 - POSSIBLE FORMULA FOR DETERMINING THE NUMBER OF VTS OPERATORS REQUIRED FOR STAFFING A VTS CENTRE

This is one possible formula that a VTS Authority may use. Conferring with existing VTS Authorities will provide a general idea of how VTS Centres are staffed. Please note that national regulations may apply for shift scheduling.

Given:

- 'a' = normal hours per working week
- 'b' = normal hours per working day
- 'c' = maximum working hours per year
- 'd' = working days per year (number of working shifts)
- 'e' = actual days per week (7)
- 'f' = actual days per year (365.25)
- 'g' = actual weeks per year (52)
- 'h' = hours per day (24)
- 'k' = number of manned VTS workstations
- 'T'** = **total number of VTSOs required for staffing a VTS Centre**
- 'v'** = **number of VTSOs required per VTS workstation**
- 'x' = hours leave per year (vacation, holidays, sick leave etc)
- 'y' = hours training per year
- 'z' = hours available per year
- 'cc' = total duty (which includes watchkeeping) hours per year
- 'dd' = total hours per year for each watch position
- 'ee' = hours duty and watchkeeping per week
- 'ff' = actual hours per year
- 'ww' = individual minutes lost per working day (meals, handovers, position breaks etc)
- 'xx' = total minutes lost per working day
- 'yy' = total hours lost per working day
- 'zz' = total hours lost per year

- Step 1:  $a (f / e) = c$
- Step 2:  $c - (x + y) = z$
- Step 3:  $z / b = d$
- Step 4:  $(ww + ww + ww) = xx$
- Step: 6  $xx / 60 = yy$
- Step 7:  $d * yy = zz$
- Step 8:  $(z - zz) = cc$
- Step 9:  $cc / g = ee$
- Step 10:  $h * f = ff$
- Step 11:  $ff / cc = v$
- Step 12:  $v * k = T$