



STATE OF WASHINGTON BOARD OF PILOTAGE COMMISSIONERS

BPC Mission: to ensure against the loss of lives, loss of or damage to property and vessels, and to protect the marine environment by maintaining efficient and competent pilotage service on our State's inland waters.



THE BPC PILOTAGE QUARTERLY

Spring 2023



Announcements

Puget Sound Licensure

Captain Larry Holland received license #222 to pilot in the Puget Sound Pilotage District at the March meeting of the BPC.



The Board of Pilotage Commissioners was invited to a work session of the Senate Transportation Committee (STC) to present on pilotage and DEI initiatives.

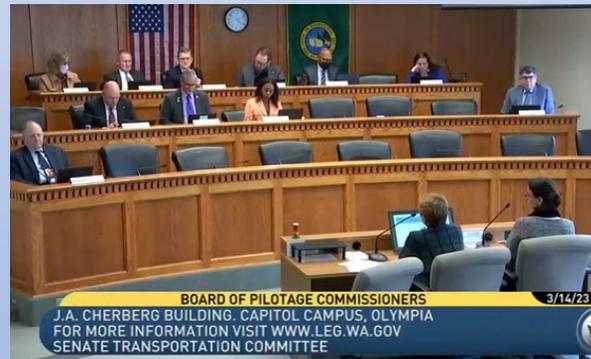
In addition, Commissioners Sandy Bendixen (pilot representative), Jason Hamilton (public representative), Eleanor Kirtley (marine env. representative), and Mike Ross (foreign flag shipping representative) testified in support of their reappointments by the STC in a confirmation hearing that followed the work session. They provided information regarding their roles on the Board and DEI initiatives currently underway by both the BPC and Puget Sound Pilots.

Ride Along with PSP

Many thanks to Puget Sound pilot Captain Sandy Bendixen (right) for bringing BPC Executive Director Jaimie Bever (left) along on a couple of Port of Tacoma harbor shifts.



2023 Legislative Session



BPC Chair Sheri Tonn (left) and Executive Director Jaimie Bever (right) present to the STC during a work session on pilotage and diversity. Image courtesy of TVW.



BPC Commissioners Captain Sandy Bendixen (left), Captain Jason Hamilton (center), Dr. Eleanor Kirtley (right), and Captain Mike Ross (virtual) provided testimony for their reappointments to the Board. Image courtesy of TVW.



From left: Commissioners Hamilton, Kirtley, and Bendixen, Chair Tonn, and Executive Director Bever.

The BPC would like to thank Senate Transportation Committee Chair Senator Marko Liias, Ranking Member Senator Curtis King, and the rest of the Committee for the opportunity to provide updates on the important work of the BPC and the pilots.

Women in Maritime Leadership Conference

District Snapshots

Puget Sound



Retirements:

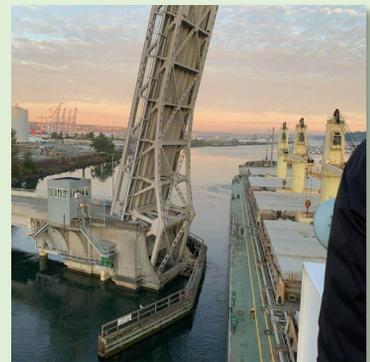
Captain Jack Bujacich
Thank you for your service!

License Upgrades to Unlimited:

There were no upgrades to unlimited in the first quarter of 2023.

Training Program:

Currently training are Captains Riddle, Cassee, Scott, Kelly, Mancini, Fleischfresser, and Sturgell.



Passing through the 11th St bridge in the Hylebos Waterway. Courtesy of Puget Sound Pilots.

Grays Harbor



Training Program:

Currently training is Captain Grobschmit.



#EmbraceEquity group photo at the WIML Conference. In attendance were Puget Sound pilots Captains Sandy Bendixen and Trevor Bozina, and BPC Chair Sheri Tonn and Executive Director Jaimie Bever. Photo courtesy of Cal Maritime.

In March, the BPC attended the Women in Maritime Leadership conference at Cal Maritime Acad. This was BPC's 8th consecutive year attending, and 2nd year as a sponsor. The program included panels on Understanding Equity & Privilege, the Nexus Between Vessels and Ship Agents, and Creating Impactful Networks of Support for Women & LGBTQ+ Folks in Maritime. This conference continues to be an excellent opportunity for empowerment and connection. We look forward to the next one!

From left: Puget Sound pilot Captain Trevor Bozina, Chief Mate Fionna Boyle, VADM Joanna M. Nunan, and BPC Commissioner and Puget Sound pilot Captain Sandy Bendixen



Center: Puget Sound pilot Captain Sandy Bendixen during the Use Your Voice panel



Rulemaking Announcement

The BPC, in consultation with Ecology, is beginning rulemaking to amend Chapter 363-116 WAC, Pilotage Rules, concerning tug escorts for oil tankers. The first phase of the rulemaking process, the filing of a Pre-proposal Statement of Inquiry (CR-101 form), is complete. Information regarding this rulemaking can be found on [Ecology's website](#). Visit the [BPC's Oil Transportation Safety website](#) for information regarding the legislation that led to this rulemaking. Rulemaking meetings and workshop will be held between May 2023 and December 2024 with rule adoption anticipated in December 2025.

2024 Marine Pilot Exam

Help us get the word out about our Spring 2024 [Marine Pilot Exam](#)! We welcome questions and inquiries. Contact our Training Program Coordinator Jolene Hamel at (206) 515-3904 or HamelJ@wsdot.wa.gov.

CONSIDER A CAREER AS A WA STATE PILOT!

MARINE PILOT EXAM SPRING 2024

Explore our ANONYMOUS EXAM PROCESS and pilotage in one of the most beautiful regions in the country!



✓ KPIs identified in Workshop #1 are highlighted. These will be refined in Workshop #2.

BPC Programs	Associated Committee(s)	Selected Goal(s) from Strategic Plan	Workshop consensus on KPIs	Initial KPI Suggestions @start Final Workshopped KPIs @end	KPI calculation	KPI Target	Aligns w/ Strategic Plan	BPC Currently Tracks	Other District(s) Track This
Safety	Pilot Safety Committee	Washington state pilotage services are conducted in a safe and efficient manner consistent with the BPC mission of safety.	<i>suggested KPI</i>	<i>Quarterly Review of Rest Exceptions</i>	<i>Count of exceptions</i>		✓	✓	
			<i>Keep? YES</i> <i>see #4 below</i>						
			<i>suggested KPI</i>	<i>Number of incidents</i>	<i>Count</i>	<i>Zero</i>	✓	recorded in BPC annual report	✓ specifies 3 types of incidents
			<i>Keep? YES</i> <i>see #2/3 below</i>						
			✓ <i>identified KPI</i>	<i>1) Number of pilot transfer arrangements with Injury or fatality.</i>	<i>Count</i>	<i>Zero</i>			
			✓ <i>identified KPI</i>	<i>2) Number of pollution incidents with pilot error</i>	<i>Count</i>	<i>Zero</i>			
Diversity, Equity, & Inclusion	Diversity, Equity, & Inclusion Committee	Establish a pilot corps that reflects the people of Washington state by increasing diversity among state licensed pilots.	<i>suggested KPI</i>	<i>Develop/maintain underrepresented pilotage pipeline mariners contact list (and track contacts and outreach efforts)</i>			✓		
			<i>Keep? NO</i> <i>very important work but KPI unclear</i>						
		Establish and maintain regular communications with current and future underrepresented pilotage pipeline mariners.	<i>suggested KPI</i>	<i>Continued BPC presence at conferences promoting DEI.</i>			✓		
			<i>Keep? YES</i> <i>see #2 below</i>						
✓ <i>identified KPI</i>	<i>1) Frequency of DEI Committee meetings</i>	<i>Count of quarterly meetings</i>	<i>1 x per Qtr, 4 x yearly</i>						
✓ <i>identified KPI</i>	<i>2) Number of conferences promoting DEI that BPC attends and/or sponsors (e.g Women Offshore, Women in Maritime Leadership)</i>	<i>Count of conferences</i>	<i>2 per year</i>						

✓ KPIs identified in Workshop #1 are highlighted. These will be refined in Workshop #2.

BPC Programs	Associated Committee(s)	Selected Goal(s) from Strategic Plan	Workshop consensus on KPIs	Initial KPI Suggestions @start Final Workshopped KPIs @end	KPI calculation	KPI Target	Aligns w/ Strategic Plan	BPC Currently Tracks	Other District(s) Track This
Training & Licensing	Trainee Evaluation Committee Exam Committee (Periodic)	Provide authorized number of licensed pilots in the Puget Sound and Grays Harbor Pilotage Districts	suggested KPIs Keep? NO these are "KPI inputs", not useful KPIs	Trainees Licensed per year? Upcoming mandatory retirements?	Count		✓	✓	
			✓ identified KPI	1) Number of licensed pilots as percent of number of authorized pilots	Count of Licensed pilots divided by number of pilots authorized example: if there are 53 licensed pilots, but 56 pilots are authorized, then licensed pilots are slightly less than 95% of the number authorized				

Notes on "inputs" for this KPI:

The numerator for this KPI is "number of licensed pilots".

The denominator is "authorized number of pilots" (see page 4).

The "number of licensed pilots" is the product of many quantitative and qualitative inputs that determine number of pilot trainees and expected licensure dates, and expected retirementscurrent pilots.

These inputs can be measured and analyzed but are not meaningful performance indicators on their own.

✓ KPIs identified in Workshop #1 are highlighted. These will be refined in Workshop #2.

BPC Programs	Associated Committee(s)	Selected Goal(s) from Strategic Plan	Workshop consensus on KPIs	Initial KPI Suggestions @start Final Workshopped KPIs @end	KPI calculation	KPI Target	Aligns w/ Strategic Plan	BPC Currently Tracks	Other District(s) Track This
Investigations	Commission Investigation Committee		<i>suggested KPI</i> <i>Keep? NO</i> <i>consensus that a KPI not needed for Investigations</i>	<i>Trigger investigation process for any incident(s)</i>			✓		
Regulation	Vessel Exemption Committee	Refine requirements, improve communication, and assess appropriate fees	<i>suggested KPI</i> <i>Keep? NO</i> <i>consensus that a KPI not needed for exemptions</i>	<i>Number of interim exemption</i>	<i>Interim exemptions divided by total exemptions</i>		✓		
		Ensure rules and regulations regarding pilotage reach a wide audience for understanding and compliance	<i>suggested KPI</i> <i>Keep? NO</i> <i>briefly explored possible KPIs for outreach and/or social media impact; consensus that a KPI not needed for outreach</i>	<i>Number of violations</i>	<i>Count of violations</i>		✓		
Public Service	Various	Identify agency risks and mitigation actions regarding the BPC's major programs	<i>No KPI suggested or identified</i>				✓		

No KPIs for these BPC Program areas.

✓ KPIs identified in Workshop #1 are highlighted. These will be refined in Workshop #2.

BPC Programs	Associated Committee(s)	Selected Goal(s) from Strategic Plan	Workshop consensus on KPIs	Initial KPI Suggestions @start Final Workshopped KPIs @end	KPI calculation	KPI Target	Aligns w/ Strategic Plan	BPC Currently Tracks	Other District(s) Track This
These possible metrics include things currently tracked at board meetings				Total Assignments	Count			✓	✓
				Percentage off watch assignments.	Count of off watch assignments divided by total assignments			✓	✓
				Licensed Pilots and Pilots NFFD	Licensed pilots minus prez minus NFFD = available pilots		relates to training program	✓	
				Work load vs number of pilots	Assignments divided by number of available pilots			✓	✓
				"Not Piloting" i.e. Cancellations, Repos, Training, Upgrade Trips, Meetings, 3&outs	Counts? Hours?			✓	cancels only
				Hours of delays ~ pilot delays ~ customer delays ~ terminal delays	Percentage by hours? (Need to figure out denominator)			✓	✓
				Comp days earned and comp days used (licensed pilots only)	Total each month			✓	✓

These quantitative data inare not useful KPIs on their own, but they are needed inputs for determining the authorized number of pilots.

BPC is responsible for authorizing an appropriate number of pilots for current conditions.

Increasing the authorized number will increase (worsen) the "licensed pilots KPI" performance gap but this is not a reason to avoid revising the authorized number

**State of Washington
Pilotage Commission
April 20, 2023**

Grays Harbor District Report

There were 10 arrivals in March for a total of 23 jobs. Year to date there have been 26 arrivals for a total of 75 jobs. There are 7 vessels scheduled for April: 1 liquid bulk, 1 RoRo, 1 Log Vessel and 4 dry bulkers.

Pilot Trainees

Captain Ryan Leo worked the first half of March completing 3 jobs that were within his limit of 32,000 GT before being called away for the birth of his son on March 14, 2023.

Captain Bobby D'Angelo completed 20 jobs in March working the second half of the month and filling in for Captain Leo.

Pilot Trainee Captain Colby Grobschmit is due to complete his training program in the first part of April. Having met all of the licensing requirements, he will likely be licensed at the BPC meeting on April 20, 2023.

PUGET SOUND PILOTAGE DISTRICT ACTIVITY REPORT PAGE 1

Mar-2023

The Board of Pilotage Commissioners (BPC) requests the following information be provided to the BPC staff **no later than two working days prior to a BPC meeting** to give Commissioners ample time to review and prepare possible questions regarding the information provided.

Activity

Total pilotage assignments:	534	Cancellations:	14
Total ship moves:	520	Cont'r:	170
		Tanker:	186
		Genl/Bulk:	79
		Other:	85
Assignments delayed due to unavailable rested pilot:	9	Total delay time:	17.35
Assignments delayed for efficiency reasons:	8	Total delay time:	18
Billable delays by customers:	40	Total delay time:	107
Order time changes by customers:	89		
2 pilot jobs:	45	Reason:	PSP GUIDELINES FOR RESTRICTED WATERWAYS
Day of week & date of highest number of assignments:	MON 3/6		26
Day of week & date of lowest number of assignments:	THU 3/2		4
Total number of pilot repositions:	95	Upgrade trips	14
		YTD	49
3 consecutive night assignments:	23	YTD	69

Callback Days/Comp Days

	Starting Total	Call Backs (+)	Used (-)	Burned (-)	Ending Total
Licensed	2638	60	111		2587
Unlicensed	57			21	36
Total	2695	60	111	21	2623

On watch assignments 469 Call back assignments 65 CBJ ratio 12.17%

Pilots Out of Regular Dispatch Rotation (pilot not available for dispatch during "regular" rotation)

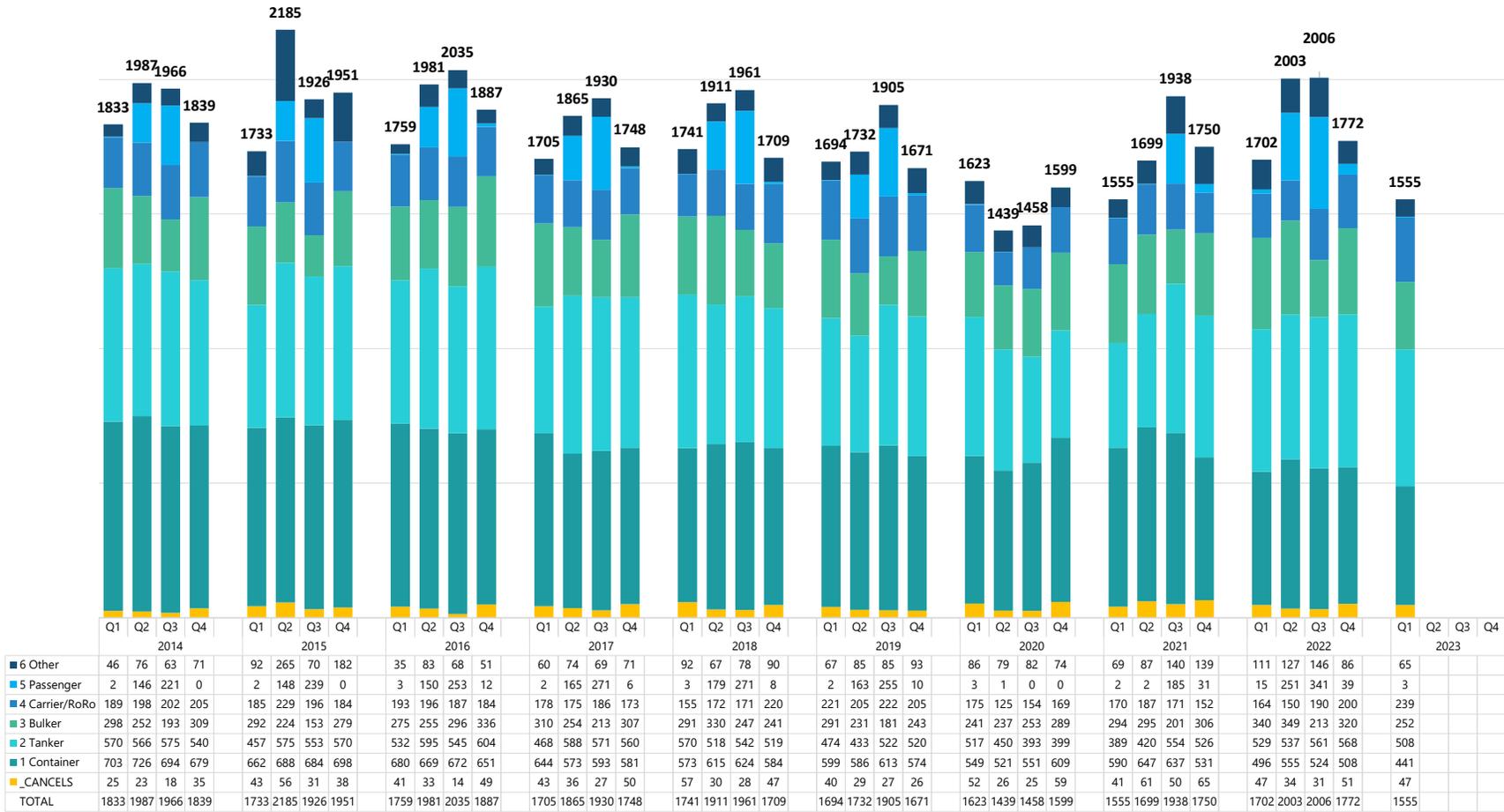
A. Training & Continuing Education Programs

Start Dt	End Dt	City	Facility	Program Description	Pilot Attendees		
2-Mar	2-Mar	Seattle	PMI	Tug Escort Training	BOS*, BOU*, COL*, EKE*, MAN*, MIE*		
7-Mar	7-Mar	Seattle	PMI	ULCV	BEN*, BOU*		
24-Mar	31-Mar	Warsash, UK	Solent	Manned Model	SLI(3on*,5off)		
31-Mar	31-Mar	Lyon, FR	Pt. Revel	Manned Model	HUP, MYE		
					*On watch	Off watch	** paired to assign.
					11	7	

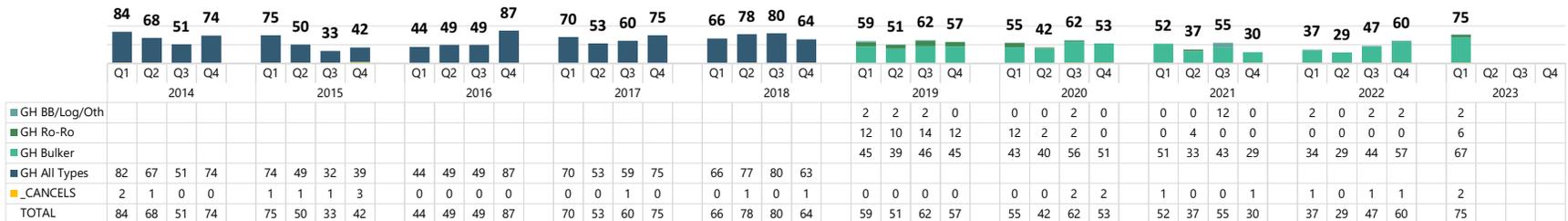
B. Board, Committee & Key Government Meetings (BPC, PSP, USCG, USACE, Port & similar)

Start Dt	End Dt	City	Group	Meeting Description	Pilot Attendees
1-Mar	2-Mar	Vallejo, CA	PSP	Outreach	BEN(2off), BOZ(2on*)
1-Mar	1-Mar	Seattle	PSP	Admin, workload	HAM*
1-Mar	3-Mar	Seattle	PSP	Admin	GRK(2on*, 1 off)
3-Mar	3-Mar	Seattle	PSP	Outreach	VON*
4-Mar	4-Mar	Seattle	PSP	Admin	KNU
13-Mar	13-Mar	Seattle	BPC	BPC Prep	ANT, BEN*
14-Mar	14-Mar	Seattle	PSP	BOD	COR, GRK*, HAM, HUP*, KLA*, MYE*
14-Mar	22-Mar	Seattle	PSP	Admin	KLA(9on*)
14-Mar	14-Mar	Olympia	BPC	BPC-Senate	BEN*
15-Mar	15-Mar	Seattle	BPC	TEC	ANT, BEN*, NIN
15-Mar	15-Mar	Seattle	PSP	Quiet Sound	KAL
16-Mar	16-Mar	Seattle	BPC	BPC	ANT*, BEN*

Puget Sound Pilotage District Assignments 2014-2022
 quarterly, by vessel type, including cancellations



Grays Harbor Pilotage District Assignments 2013-2022
 quarterly, by vessel type when available, including cancellations



Puget Sound District Activity Report Dashboard

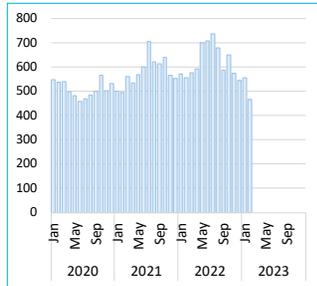
2023 March

Licensed Pilots
Including President
53

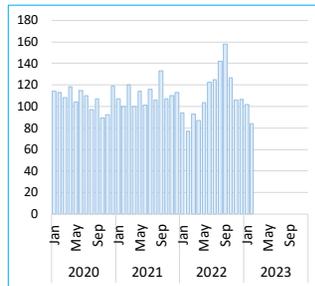
PS District
Trainees
7

*Capt. Bujacich retired in February (last month's number should have been 1 lower).
Capt. Holland was licensed in March, so total remains 53.*

Total Assignments
534



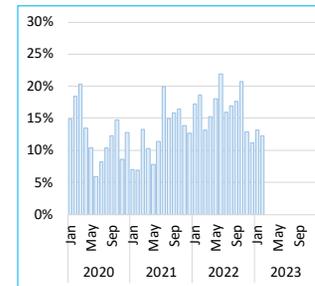
Repositions
95



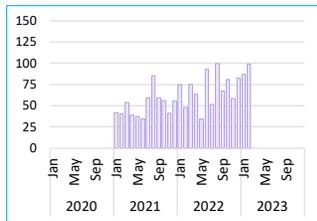
Licensed Pilots w/o Pres **52**
Pilots NFFD entire month **2**
Available Pilots **50**



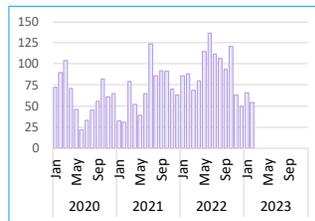
Off-Watch Assignments
(Callbacks)
12%



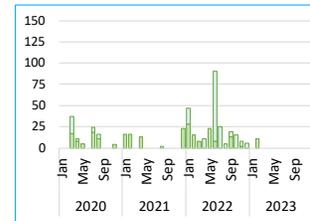
Comp Days Used
(Licensed Pilots)
111



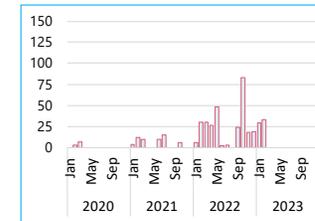
Comp Days Earned
(Callbacks)
60



COVID Days* **0**
NFFD Days* **11**



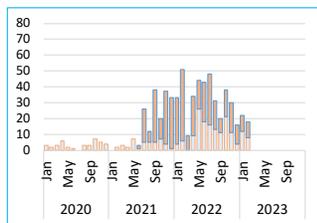
Training Days
18



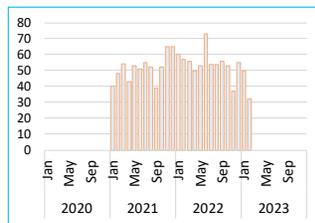
active/retired not reported separately prior to 2021

* count days if pilot(s) not NFFD whole month

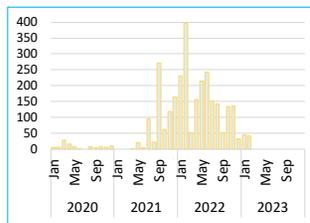
Pilot Delays (Count)
combined total
17



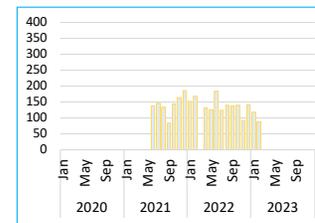
Billable Delays (Count)
by Customers
40



Pilot Delay Hours Total
Pilot Shortage & Efficiency
35.35 hrs



Billable Delay Hours
by Customers
107 hrs



efficiency delay counts stacked on top
of pilot shortage delay counts on bottom

pilot delay hours not separated into
efficiency & pilot shortage components



February 2023 Container Tallies

As a reminder to our readers, we only cite the container volumes that are reported by the ports themselves, not all of which have posted their latest monthly tallies before our publication date. Although this practice sometimes results in empty spaces in our exhibits, it does help us avoid the embarrassment of trying to get ahead of the game only to get the numbers wrong. Readers should also note that, unless otherwise indicated, the container numbers appearing in this report represent TEUs.

In a March 8 news release, the National Retail Federation's Global Port Tracker projected that import traffic in February would total 1.56 million loads, down 26.2% from a year earlier. That would make it the slowest month since 1.53 million import loads in May 2020, when many factories in Asia and most U.S. stores were closed due to the pandemic. Since the beginning of the pandemic, only the months of February and March 2020 saw even fewer import loads arrive at U.S. seaports.

Judging by the numbers from the two big Southern California maritime gateways, that outlook looks pretty much on target. At the **Port of Los Angeles**, inbound loads (249,407) were the fewest in any February since 2009, when the nation was struggling to emerge from the Great Recession. Even worse, outbound loads (82,404) were the fewest in any February since 2001. As an example of how much the dynamics of exporting through America's Port™ has changed over the past decade, the port actually moved almost exactly twice as many outbound loads (164,725) in February 2012 than it shipped this February. YTD, total container traffic (loads plus empties) amounted to 1,213,860, down 22.1% from February 2019.

February at the **Port of Long Beach** was only slightly less gloomy. Inbound loads (254,970) were not only down 34.7% from a year earlier, they were also 15.8% below the number of inbound loads the Southern California port had handled in pre-pandemic February 2019. Outbound loads (110,919) were down 5.9% year-over-year, but up 5.3% from the same month four years earlier before COVID emerged to topple normal trade flows. Total container traffic so far this year (1,117,448) was down 10.9% from February 2019.

Setting aside February 2015, when labor strife hampered container traffic up and down the West Coast, this February was the slowest February in over a decade at the **Port of Oakland**. The 58,073 inbound loads that passed through the port this February were the fewest since February 2012, while the port's 55,741 outbound loads were the fewest of any February since 2002. Older readers may remember when Oakland was chiefly known for exporting more containers than it imported. Total container traffic YTD (333,065) was the lowest volume in the first two months of any year since 2010.

In the Pacific Northwest, the **Northwest Seaport Alliance Ports of Tacoma and Seattle** handled 83,104 inbound loads in February, down 34.0% from a year earlier and down 16.6% from the pre-pandemic February of 2019. Outbound loads (45,716) were off by just 0.3% year-over-year but were still down 30.3% from February 2019. Total traffic through the two ports (438,842) was down 23.1% y/y and down 16.4% from February 2019.

Across the border in British Columbia, February at the **Port of Vancouver** was rather less languid. Inbound loads

NUMBER
OF THE
MONTH

702,083

The Big Five USWC ports handled 702,083 fewer loads and empties in the first two months of 2023 than in the same period in pre-pandemic 2019.





February Tallies Continued

(123,981) fell by 8.2% year-over-year, while also 4.3% shy of the number of inbound loads the port handled in February 2019. Outbound loads (66,575) jumped 25.5% from a year earlier but were still 28.3% below the volume reported in February 2019. Total container traffic (480,915) was off by 4.8% from a year earlier and down 16.1% from the total volume recorded in February 2019.

Port of Prince Rupert reported 23,244 inbound loads in February, the fewest it has handled in any February since 2014. Outbound loads (8,406) were the least the port has handled in any month on record except for November 2021, when a series of storms battered the port. The northern British Columbia gateway saw its meagerest volume of container traffic (124,142) in the first two months of any year since 2017.

Back along the Atlantic Seaboard, the **Port of New York/New Jersey** topped all other U.S. ports in February in terms of inbound loads and total traffic through this year's first two months. Its 288,314 inbound loads beat out the Port of Long Beach (254,970) and the Port of Los Angeles (249,407). Its outbound trade (98,692 loads) put it in fourth place nationally, behind the Port of Houston (116,265), Long Beach (110,919), and Savannah (110,772). PNYNJ was also the nation's busiest container port through the first two months of this year, with 1,216,607 total of loads and empties, just edging out the Port of LA's 1,213,860.

At the **Port of Virginia**, inbound loads in February (108,808) plunged 24.2% from a year earlier but were still up 3.3% over February 2019. Outbound loads (96,399) rose 8.8% over the previous year and were 25.8% higher than the outbound volume the port handled in February 2019. Through the first two months of this year, the port

processed 16.5% more loads and empties than it had four years ago.

Down the coast, the **Port of Charleston** handled 93,780 inbound loads in February, a year-over-year fall-off of 21.6%. Still, that was 20.7% higher than the number of inbound loads seen in February 2019. Outbound loads, meanwhile, rose by 12.2% to 61,448 year-over-year but were down 1.0% from the last pre-pandemic February. Total container moves through the South Carolina gateway so far this year (416,657) represented an 8.8% drop from a year earlier but an 8.6% gain over February 2019.

The **Port of Savannah** handled 184,189 inbound loads in February, a y/y fall-off of 16.4%. But that still represented a 23.1% gain over the 149,685 inbound loads the Georgia port had handled back in February 2019. Outbound loads (110,772) were up 6.8% from a year earlier and 5.2% ahead of the February 2019 tally. Total container traffic YTD (816,507) was down 12.9% from the preceding year but up 10.0% from the first two months of pre-pandemic 2019.

Down on the Gulf Coast, the **Port of Houston** again bucked the trend of year-over-year declines by posting a 12.7% increase in inbound loads (to 141,946) over the preceding February. That also constituted a robust 63.2% jump over the number of inbound loads the Texas port had handled in the pre-pandemic February of 2019. Outbound loads in February (116,265) were up 41.7% from a year earlier and up 34.5% over February 2019. Total TEU traffic in the first two months of the year amounted to 633,442, a 6.5% gain year-over-year and a 53.2% increase over the same period in 2019.

We Make Cargo Move



**The Port
OF HUENEME**



For the Record: Complete January 2023 TEU Numbers

To capture the ups and downs of container traffic through the tumult of the COVID pandemic, we have revised our first three exhibits to show the TEU traffic at the U.S. and Canadian ports in each January since 2019, the last relatively normal year of maritime trade.

America's container trade continued to slide eastward as 2023 got underway, with inbound volumes through the five largest U.S. West Coast (USWC) ports plunging to some of their lowest levels for the month of January in years. The Big Five Pacific ports combined to handle 775,577 inbound loads in January, 19.6% (-188,692) fewer than they had handled in the pre-pandemic January of 2019. By contrast, traffic in inbound loads at U.S. East Coast (USEC) ports (937,154) were up 5.6% (+49,428) over January 2019. Most remarkably, the 149,400 inbound loads the **Port of Houston** handled in January represented a 56.7% (+54,082) bump over the same month in 2019.

Similarly, outbound loads at the Big Five USWC ports in January were down by 25.9% (-106,228) from four years earlier. Among the East Coast ports we monitor, outbound loads this January were down by 2.1% (-11,022) from January 2019.

This eastward drift was especially evident at the **Port**

Exhibit 1	January 2023 - Inbound Loaded TEUs at Selected Ports					
	Jan 2023	Jan 2022	Jan 2021	Jan 2020	Jan 2019	2023/2019 % Change
Los Angeles	372,040	427,208	437,609	414,731	429,923	-13.5%
Long Beach	263,394	389,334	364,255	309,961	323,838	-18.7%
San Pedro Bay Totals	635,434	816,542	801,864	724,692	753,761	-15.7%
Oakland	61,076	83,860	77,403	87,869	81,893	-25.4%
NWSA	79,067	113,026	114,083	102,878	128,615	-38.5%
Hueneme	11,271	11,154	6,224	4,890	6,076	85.5%
USWC Totals	786,848	1,024,582	999,574	920,329	970,345	-18.9%
Boston	10,570	4,409	10,851	13,042	11,728	-9.9%
NYNJ	323,981	398,215	371,392	322,643	327,345	-1.0%
Maryland	49,665	37,004	43,576	45,268	43,869	13.2%
Virginia	134,589	127,597	130,777	108,884	109,757	22.6%
S. Carolina	108,786	117,181	95,478	90,665	88,107	4.6%
Georgia	210,804	250,654	232,645	188,762	209,583	0.6%
Jaxport	24,205	24,585	33,560	26,698	30,321	-20.2%
Pt Everglades	30,320	32,941	26,832	26,451	27,730	9.3%
Miami	44,234	40,426	51,260	35,225	39,286	12.6%
USEC Totals	937,154	1,033,012	996,371	857,638	887,726	5.6%
New Orleans	9,006	10,968	9,418	12,514	10,921	-17.5%
Houston	149,400	158,569	121,578	105,047	95,318	56.7%
USGC Totals	158,406	169,537	130,996	117,561	106,239	49.1%
Vancouver	121,081	131,926	161,183	143,606	170,370	-28.9%
Prince Rupert	39,012	41,471	50,243	49,148	54,481	-28.4%
British Columbia Totals	160,093	173,397	211,426	192,754	224,851	-28.8%
US Ports	1,882,408	2,227,131	2,126,941	1,895,528	1,964,310	-4.2%

Source Individual Ports



January 2023 TEU Numbers Continued

of Long Beach, where inbound loads this January (263,394) were off by 18.7% from January 2019. Apart from 2015, when a labor dispute gummed up operations at USWC ports, this January saw the lowest volume of inbound loads at Long Beach in any previous January since 2012. Things were marginally better in January at the neighboring **Port of Los Angeles**. Inbound loads (372,040) were the fewest in any January at the port since 2016.

Apart from January 2015, this January saw the lowest total volume of container traffic at the **Port of Oakland** (179,229 total loads and empties) since January 2010. Save for that January in 2015, the 66,637 inbound loads the East Bay port discharged this January were the fewest in any January since 2013. As for the 57,279 outbound loads the port processed in January, that was less than the number the port handled in any preceding January since 2002, even including the ill-starred January of 2015.

At the **Northwest Seaport Alliance Ports of Tacoma and Seattle**, import loads in January (79,067) plunged 30.0% from a year earlier and were down 38.5% from the pre-pandemic month of January 2019. Export loads (38,637), while up 3.8% year-over-year, were down 47.0% from the same month in 2019. Total traffic, including domestic as well as international

Exhibit 2	January 2023 - Outbound Loaded TEUs at Selected Ports					
	Jan 2023	Jan 2022	Jan 2021	Jan 2020	Jan 2019	2023/2019 % Change
Los Angeles	102,723	100,185	119,327	148,206	144,993	-29.2%
Long Beach	105,623	123,060	116,254	108,624	117,288	-9.9%
San Pedro Bay Totals	208,346	223,245	235,581	256,830	262,281	-20.6%
Oakland	57,279	61,704	69,147	77,932	75,350	-24.0%
NWSA	38,637	37,219	58,189	66,410	72,859	-47.0%
Hueneme	1,956	3,488	1,582	1,222	1,518	28.9%
USWC Totals	306,218	325,656	364,499	402,394	412,008	-25.7%
Boston	5,896	2,901	6,692	6,965	5,723	3.0%
NYNJ	112,269	100,663	108,738	118,488	111,833	0.4%
Maryland	20,342	16,445	19,904	20,361	15,947	27.6%
Virginia	96,431	69,589	84,688	79,328	77,948	23.7%
S. Carolina	59,965	54,256	67,937	68,505	63,750	-5.9%
Georgia	110,305	90,886	113,365	121,960	124,373	-11.3%
Jaxport	42,483	42,596	43,614	41,941	40,745	4.3%
Pt Everglades	31,760	32,227	30,795	33,483	33,662	-5.7%
Miami	22,360	23,720	27,610	35,324	38,852	-42.4%
USEC Totals	501,811	433,283	503,343	526,355	512,833	-2.1%
New Orleans	17,418	20,462	21,316	26,213	25,875	-32.7%
Houston	113,875	86,940	99,694	118,782	87,961	29.5%
USGC Totals	131,293	107,402	121,010	144,995	113,836	15.3%
Vancouver	59,966	49,947	79,194	78,156	91,398	-34.4%
Prince Rupert	11,215	12,967	16,619	9,735	17,156	-34.6%
British Columbia Totals	71,181	62,914	95,813	87,891	108,554	-34.4%
US Ports	939,322	866,341	988,852	1,073,744	1,038,677	-9.6%

Source Individual Ports



January 2023 TEU Numbers Continued

shipments, amounted to 213,095, a 21.7% fall-off from a year earlier and a 34.7% drop from January 2019.

Inbound loads (121,081) at the **Port of Vancouver** were down 8.2% from a year earlier but also 28.9% below January 2019's volume. Outbound loads (59,966) did rise by 20.1% year-over-year but that only served to mask the fact that January 2019 saw the port ship 31,432 more outbound loads than it did this January. Counting empties and loads, January's total volume (247,473) was down 21.1% from January 2019.

Even further north, the **Port of Prince Rupert** recorded 39,012 inbound loads, down 5.9% year-over-year and down 28.4% from January 2019. Outbound loads (11,215) were down 13.5% from the same month in 2022 and down 13.5% from the same month in 2022 and down 34.6% from January 2019. Total traffic (76,564) was off by 3.6% from a year earlier and down 6.0% from January 2019.

Back East, the **Port of New York/ New Jersey** saw an 18.6% year-over-year drop in inbound loads (323,981) but an 11.5% bump in outbound loads (112,269). Although PNYNJ trailed only Los Angeles in inbound loads in January, it shipped more outbound loads in January than Los Angeles, Long Beach, and Savannah. Only Houston handled more outbound loads to start the year. Total container

Exhibit 3	January 2023 - YTD Total TEUs					
	Jan 2023	Jan 2022	Jan 2021	Jan 2020	Jan 2019	2023/2019 % Change
Los Angeles	726,014	865,595	835,516	806,144	852,450	-14.8%
NYNJ	645,430	765,050	721,284	617,024	622,531	3.7%
Long Beach	573,772	800,943	764,006	626,829	657,286	-12.7%
Georgia	421,714	476,713	459,608	377,671	430,079	-1.9%
Houston	319,990	323,427	255,039	268,773	214,952	48.9%
Virginia	288,380	262,020	270,969	227,234	240,111	20.1%
Vancouver	247,473	252,612	319,972	265,599	313,527	-21.1%
S. Carolina	215,238	226,515	216,265	211,020	205,689	4.6%
NWSA	213,095	272,281	289,187	263,816	326,228	-34.7%
Oakland	179,229	193,205	199,098	211,251	212,493	-15.7%
Montreal	118,870	142,316	140,456	140,456	132,935	-10.6%
JaxPort	108,182	101,292	122,770	109,141	121,397	-10.9%
Maryland	98,966	72,777	85,166	90,290	85,266	16.1%
Miami	96,188	95,994	113,835	94,064	104,183	-7.7%
Pt Everglades	92,145	97,689	88,139	85,992	89,866	2.5%
Prince Rupert	76,564	79,425	99,065	81,487	81,487	-6.0%
Philadelphia	65,963	57,074	52,301	54,851	53,324	23.7%
Mobile	n/a	47,768	40,637	34,920	30,703	n/a
New Orleans	37,388	38,361	40,302	54,635	54,474	-31.4%
Hueneme	22,649	21,966	16,322	16,488	12,542	80.6%
Boston	21,547	8,612	22,325	25,874	25,874	-16.7%
Portland, OR	12,290	11,844	6,669	3,147	3,147	290.5%
San Diego	n/a	15,571	14,324	11,650	10,192	n/a

Source Individual Ports



January 2023 TEU Numbers *Continued*

traffic at PNYNJ amounted to 645,430 TEUs, less than LA's total but more than any other port.

Along the East Coast, the **Port of Virginia** posted the highest January numbers in the port's history. Inbound loads (134,589) were up 5.5% from a year earlier, while outbound loads (96,431) jumped by 38.6%. Total container traffic (288,380) was up 10.1% year-over-year and up 20.1% over pre-pandemic January 2019.

The **Port of Charleston** saw a 7.2% year-over-year drop in inbound loads (108,786). Otherwise, this January saw the highest volume of inbound loads in any previous January in the port's history. Outbound loads at the South Carolina port in January (59,965) were up 10.5% from a year earlier but down 5.9% from pre-pandemic January 2019. January saw 215,238 loads and empties transit the port, a 5.0% dip from a year earlier but 4.6% higher than its total throughput in January 2019.

January was also a more tranquil month for the **Port of Savannah**. Inbound loads (210,804) were down 15.9% from a year earlier and just 0.6% higher than in pre-pandemic January 2019. Outbound loads, by contrast, leapt by 21.4% year-over-year. Even that, however, was 11.3% less than in January 2019. Combining loads and empties (421,714), the Georgia port handled 11.5% fewer boxes than the previous January and 1.9% fewer than in January 2019.

Down along the Gulf Coast, the **Port of Houston** sustained a 5.8% year-over-year fall-off in inbound loads in January (149,400). Still, the volume of inbound loads this January was up 22.9% from January 2021 and up 56.7% from January 2019. Outbound loads through the Texas port in January (113,875) soared by 31.0% year-over-year. Other than a January 2020 surge in polymer exports through the port, this January was the port's top month for outbound loads. Total traffic (319,990) was down by 1.1% from the preceding January but up 48.9% from pre-pandemic January 2019.

Weights and Values

Here we offer an alternative to the customary TEU metric for gauging containerized trade. The percentages in **Exhibits 4 and 5** represent U.S. West Coast shares of the box trade through mainland U.S. ports. They are derived from data compiled by the U.S. Commerce

Department from documentation submitted by the importers/exporters of record. Both exhibits provide ongoing evidence of the diminishing role West Coast ports have generally been playing in handling the nation's containerized trade, especially with respect to shipments arriving from East Asia.

The Top Three U.S. Container Ports

As **Exhibit 6** reveals, the number of inbound loads through the nation's three busiest container ports has been trending lower since last spring. To be sure, the very latest numbers do indicate an upturn but not one expected to be replicated over the next couple of months. What's

Exhibit 4 Major USWC Ports Shares of U.S. Mainland Ports Worldwide Container Trade, January 2023

	Jan 2023	Dec 2022	Jan 2022
Shares of U.S. Mainland Ports Containerized Import Tonnage			
USWC	31.8%	32.7%	31.9%
LA/LB	23.3%	23.5%	23.0%
Oakland	3.1%	3.8%	3.0%
NWSA	3.5%	3.5%	3.7%
Shares of U.S. Mainland Ports Containerized Import Value			
USWC	38.0%	37.6%	39.9%
LA/LB	30.0%	29.2%	30.4%
Oakland	2.6%	2.8%	3.1%
NWSA	4.3%	4.4%	5.1%
Shares of U.S. Mainland Containerized Export Tonnage			
USWC	30.8%	31.7%	34.2%
LA/LB	18.3%	19.4%	21.6%
Oakland	5.3%	5.5%	6.0%
NWSA	5.4%	5.7%	5.0%
Shares of U.S. Mainland Containerized Export Value			
USWC	26.7%	26.7%	28.0%
LA/LB	17.2%	17.0%	17.2%
Oakland	5.4%	5.7%	6.9%
NWSA	3.2%	3.2%	2.9%

Source: U.S. Commerce Department.



January 2023 TEU Numbers *Continued*

Exhibit 5 Major USWC Ports Shares of U.S. Mainland Ports Containerized Trade with East Asia, January 2023

	Jan 2023	Dec 2022	Jan 2022
Shares of U.S. Mainland Ports Containerized Import Tonnage			
USWC	50.1%	51.0%	51.2%
LA/LB	39.6%	39.8%	39.4%
Oakland	3.8%	4.2%	3.9%
NWSA	5.6%	5.8%	6.2%
Shares of U.S. Mainland Ports Containerized Import Value			
USWC	57.1%	57.2%	57.5%
LA/LB	46.4%	45.7%	44.8%
Oakland	3.1%	3.3%	3.8%
NWSA	6.6%	6.9%	7.4%
Shares of U.S. Mainland Containerized Export Tonnage			
USWC	49.1%	51.9%	57.1%
LA/LB	29.8%	32.8%	38.8%
Oakland	7.5%	7.8%	8.4%
NWSA	8.8%	9.8%	8.9%
Shares of U.S. Mainland Containerized Export Value			
USWC	54.1%	52.9%	56.1%
LA/LB	35.4%	34.9%	37.1%
Oakland	9.6%	9.5%	11.8%
NWSA	7.1%	7.3%	6.6%

Source: U.S. Commerce Department.

interesting is how the three ports have been jockeying for position.

On the other side of the trade ledger, the volume of outbound loads leaving the three major gateways has been waning since before the pandemic, as **Exhibit 7** indicates.

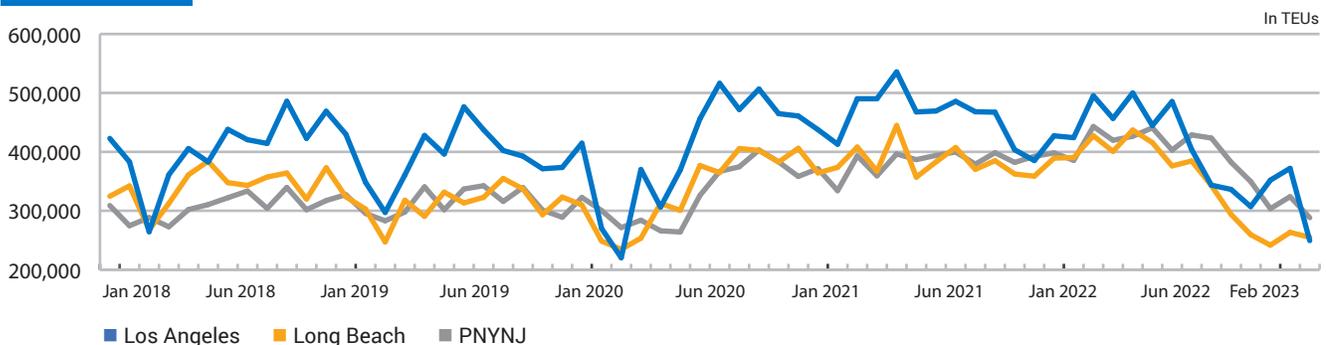
Short Februaries at San Pedro Bay

In **Exhibit 8**, we look at loaded container flows through the two San Pedro Bay ports in every February since the turn of the century. February, of course, tends to be the least busy month for container traffic, in part because it's obviously the shortest month in the calendar but mostly because shippers have to work around the Lunar New Year closure of factories in East Asia. Still, the graph reveals a couple of interesting points. First, inbound volumes have clearly risen. Even the parlous volume reported last month (504,377) represented a 47.0% bump over the 345,192 inbound loads the two ports handled in February 2000. But it's been a very jagged upward journey. February inbound loads peaked last year at 814,408, while this February saw the smallest number of inbound loads in any February since a work slowdown during the winter of 2014-2015 hampered container traffic through USWC ports.

As for the export trade, outbound loads this February (193,323) were the fewest since February 2005. The peak February for outbound loads was in 2008, when the Ports of LA and Long Beach combined to send 301,402 loads overseas. In general, though, the volumes have been edging lower despite official rhetoric demanding that the

Exhibit 6 Five Years of Inbound Loads at LA, Long Beach, and PNYNJ

Source: Individual Ports





January 2023 TEU Numbers Continued

Exhibit 7

Five Years of Outbound Loads at LA, Long Beach, and PNYNJ

Source: Individual Ports

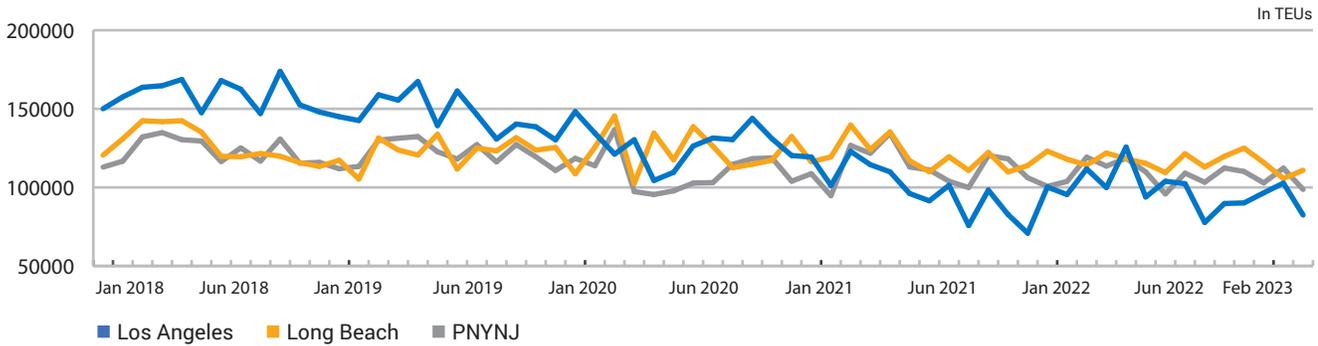
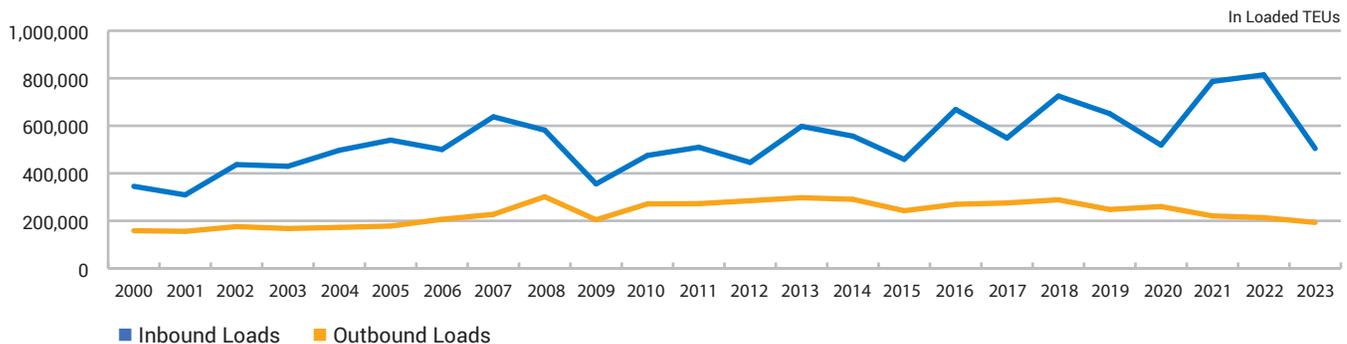


Exhibit 8

A Century of Februarys' Container Trade at San Pedro Bay

Source: Ports of Los Angeles and Long Beach



U.S. embrace new strategies to boost overseas shipments of American goods.

Exporting Refuse

U.S. seaports have relied extensively on waste and scrap materials to fill outbound containers. Last year, 17.3% of all containerized exports from American seaports fell into the waste and scrap category. USWC ports were even more reliant on the recycling trade, which accounted for 23.7% of all containerized export tonnage in 2022. Scrap paper alone accounted for 14.8% of all containerized export tonnage from USWC ports last year, with the Ports of Los Angeles and Long Beach relying on scrap paper for 15.3% of all of their containerized export tonnage.

In 2021, California's exports of recyclable materials totaled 1.2 million tons with a value of \$5.8 billion,

according to CalRecycle, the state agency responsible for managing California's waste disposal and recycling programs. Exports of recyclable materials to China have been decreasing since 2012, largely as a result of China's Green Fence and National Sword policies. In 2021—for the first time in many years—China was not among the top five countries importing recyclable materials from California. In contrast to the more than 13 million tons of recyclable material imported by China in 2011, China imported less than a million tons in 2021. The issue of contamination and import restrictions have been especially important for plastics and plastic contamination, causing significant decreases in the amount of plastic scrap exported by California. In 2021, California exported less than 100 thousand tons of plastic scrap, compared to almost 1.3 million tons in 2014.



January 2023 TEU Numbers *Continued*

Exports to China plummeted by 95% between 2011 and 2021, according to the latest report from CalRecycle. Even with exports to Vietnam and Thailand surging by 391% and 169%, respectively, the state's exports of recyclable materials fell by 46%.

Mixed News on Nut Exports

The Almond Board of California reports that exports in February were up 29.7% from a year earlier, while the California Walnut Board reports that walnut exports were down 8.0%. Pistachio exports in February rose 27.8%, according to the Administrative Committee for Pistachios. We will be sure to keep a close eye on exports of agricultural produce as flood waters recede and normal farming operations resume this spring and summer.

Rail Merger

We note that the Surface Transportation Board has approved the merger of the Canadian Pacific and the Kansas City Southern. The decision authorizes the CP to exercise control of the KCS as early as the middle of April. The merger will eventually result in a combined railroad called the CPKC, to be headquartered in Calgary.

Of interest to PMSA is the effect this development may have on the routing of container traffic between East Asia and the American Midwest. While the merger should enable CP to offer more service to importers using ports in British Columbia, the Kansas Southern lines extend down to Lázaro Cárdenas on Mexico's Pacific Coast. Once upon a time, there was some fretting along the USWC that expansion of container trade at Lázaro Cárdenas could erode the share of the transpacific box trade moving through ports in Southern California. Until now, though,

we haven't been hearing much about U.S. container traffic being diverted through Mexico.

We have not been tracking container flows through Mexican ports due to data compatibility issues, but it might be useful to take a brief look at what's been happening at Lázaro Cárdenas, a port that last year handled a total of 2,031,552 TEUs. For January 2023, the port reported 43,651 import loads, a 38.1% bump over a year earlier. It was by far the largest number of import loads the port had ever handled in the month of January and was 9.6% over the import loads than the port had handled in pre-pandemic January 2019. For all of 2022, import loads totaled 486,523 TEUs, up 15.2% from 2021.

The Kansas City Southern boasts that its "unique rail access" to Lázaro Cárdenas is "ideal to avoid congestion in other west coast ports". "The combination of a single-line railroad spanning Canada, U.S., and Mexico should result in a gradual but notable shift from West Coast ports, igniting more cross-border business coming from the Port of Lázaro Cárdenas," reported the industry publication *Railway Age*.

Gestation Period

Finally, we can't help but note that babies now being born were most likely conceived **after** the last U.S. West Coast longshore labor contract expired.



Moving Day and Night

24/7 operation is critical to the future of the supply chain.





Jock O’Connell’s Commentary: Will China Follow Japan’s “Lead”?

On my first trip to China, I arrived on foot.

It was early November of 1980. In those days, the train from Kowloon stopped just short of the border at Lo Wu, obliging passengers to walk across the railroad trestle into Shenzhen, then a not especially bustling market town of some 60,000 residents. About an hour later, a train pulled by a steam locomotive drew up at the station to take us to Guangzhou or Canton, as it was more commonly known in the West at the time.

My companion was a California Assemblyman named Mike Gage. We were traveling to China at the urging of Governor Edmund G. Brown, Jr. The U.S. and China had established formal diplomatic relations only a year earlier, and China had opened a consular office in San Francisco. Brown was keen on cultivating a wide range of contacts with the goal of expanding commercial, scientific, and cultural exchanges between California and China.

The Shenzhen Special Economic Zone, Deng Xiaoping’s audacious and politically perilous experiment in developmental economics that would ultimately transform China, had been established just three months earlier. So what we were visiting was still very much Mao Zedong’s China. Clothing was uniformly drab. Department stores had numbers rather than names. The only cars on the street were official vehicles, and the tallest building in Shanghai was the 24-story Park Hotel.

At the time, though, I, along with most Americans, had been focusing much, much more on Japan than on China.



Japan, after all, was then the ascendant economic power in the Pacific. More and more American drivers were abandoning Detroit in favor of Japanese imports made by Toyota and Honda. We were listening to music and watching home videos on entertainment devices made by Sony. We were recording the events of our lives with Canon, Olympus, and Nikon cameras, often using Fuji instead of Kodak film. We were even developing a taste for raw fish.

As Japan’s economy grew and America’s seemed to flounder in an era of high inflation and rising energy costs, numerous pundits were predicting that, given the countries’ respective growth rates, Japan would overtake the United States as the world’s largest economy, probably sometime in the 1990s.

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Commentary Continued

This was deeply unsettling to American business and government leaders, not the least to members of President Reagan’s cabinet like Secretary of Defense Caspar Weinberger, Commerce Secretary Malcolm Baldrige, Secretary of State George Shultz, Treasury Secretary Donald Regan, and Vice President George H. W. Bush, all of whom had seen military service in the Pacific during World War Two.

Then the unimaginable happened.

Japan went into a multi-generational funk.

By the late 1980s, the economic model that had propelled Japan’s postwar ascent began to falter and then no longer seemed to work. This naturally shocked the Japanese who had grown accustomed to high rates of economic growth. But it swept aside the arguments of those on this side of the Pacific who had been pushing U.S. policymakers to emulate Japan’s industrial policy and management practices.

This brings us to China’s current predicament.

There is a growing body of authoritative opinion that does not see China’s long-term prospects in positive terms but rather sees ominous similarities between today’s China and Japan in the 1980s. The rapid expansion of China’s GDP over the past four decades has been guided by political imperatives that have too often rewarded growth for growth’s sake, most commonly by funneling massive investments into select industries, gigantic infrastructure projects, and property development schemes that often proved economically unproductive. Clusters of unoccupied apartment towers, Potemkin Villages with Chinese characters if you will, became the most conspicuous manifestation of years of wasteful investment.

Exceedingly few observers expect an abrupt collapse of the Chinese financial system or even a sustained recession. But growth is definitely slowing just as

Exhibit A

Japan’s Annual GDP Growth Rate: 1961-2021

Source: World Bank

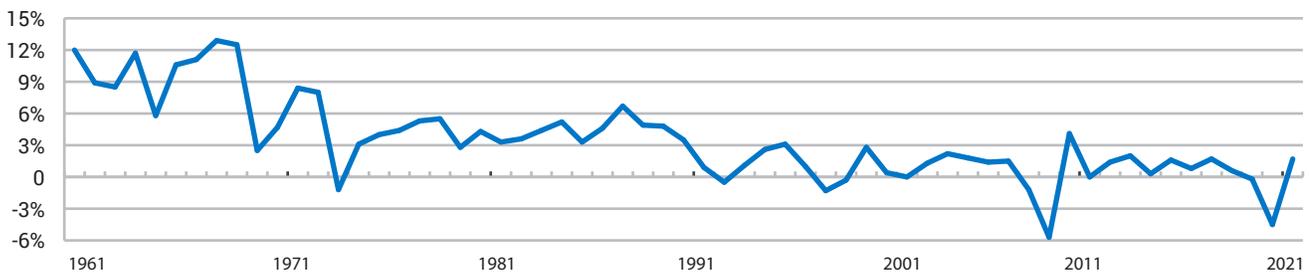
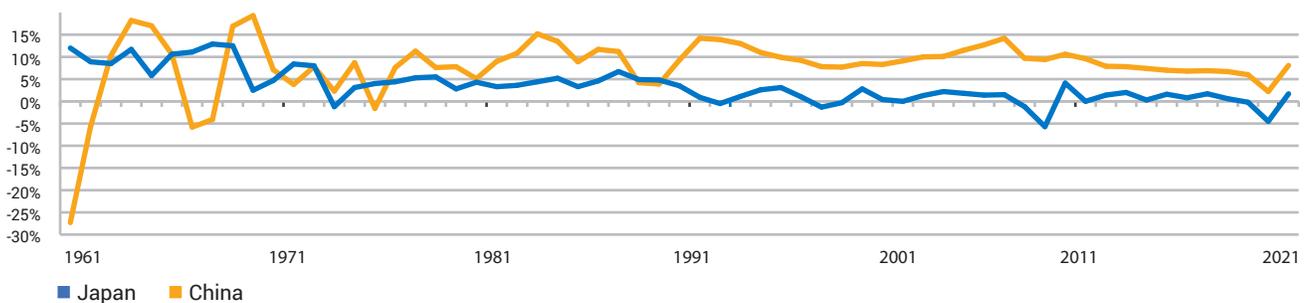


Exhibit B

China/Japan Annual GDP Growth Rates: 1961-2021

Source: World Bank





Commentary Continued

businesses worldwide are moving to disengage from, or at least lessen, their dependence on China. Demographically, China and Japan both feature declining populations with growing percentages of elderly and smaller absolute numbers of workers.

So it's worth asking, how would U.S. ports fare if China's role in the global trading system diminishes? Examining how they fared as Japan's role receded should help provide some guidance to West Coast transportation planners and port authorities as they contemplate long-term investments of resources in support of maritime trade over the next few decades. At the very least, looking to what has happened to Japanese trade via USWC seaports should impress upon everyone just how difficult it is to anticipate the future.

In 1980, Japan accounted for 23.3% of America's

containerized trade, according to the U.S. Maritime Administration. China, whose share of U.S. container trade last year was 24.8%, did not appear on MARAD's list of our top forty trading partners back then. Taiwan (8.4%), Hong Kong (7.8%), South Korea and Singapore (both with 2.4% shares) were our other East Asian trading partners.

The great majority of America's containerized trade with Japan was conducted through West Coast ports. By 1980, the neighboring Ports of Los Angeles and Long Beach (740,000 TEUs) were on the verge of overtaking the Port of New York/New Jersey (750,000 TEUs) as the principal gateway for the nation's box trade. Seattle/Tacoma (348,000 TEUs) and Oakland (343,000 TEUs) also assumed large roles in America's fast-growing container trade.

Since the 1980s, Japan's prominence as a U.S. trading partner has sharply diminished, as **Exhibit C** shows.

Exhibit C

Japan's Share of Total U.S. Trade:1987-2022

Source: U.S. Commerce Department

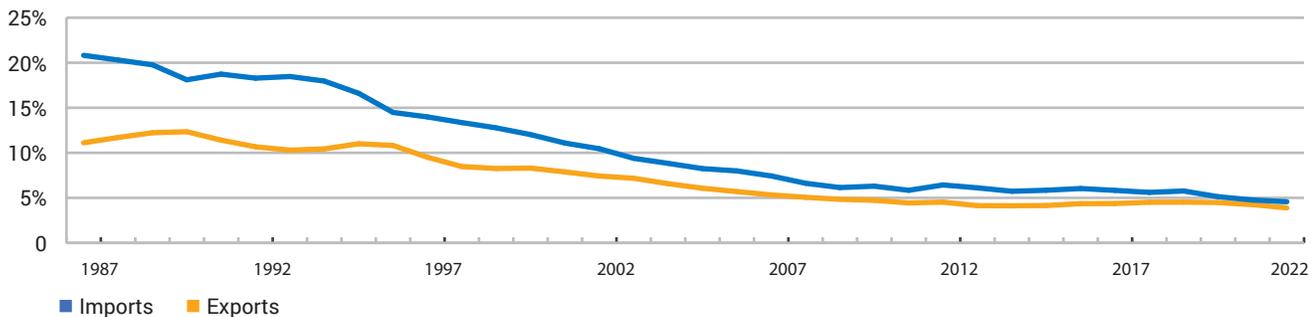
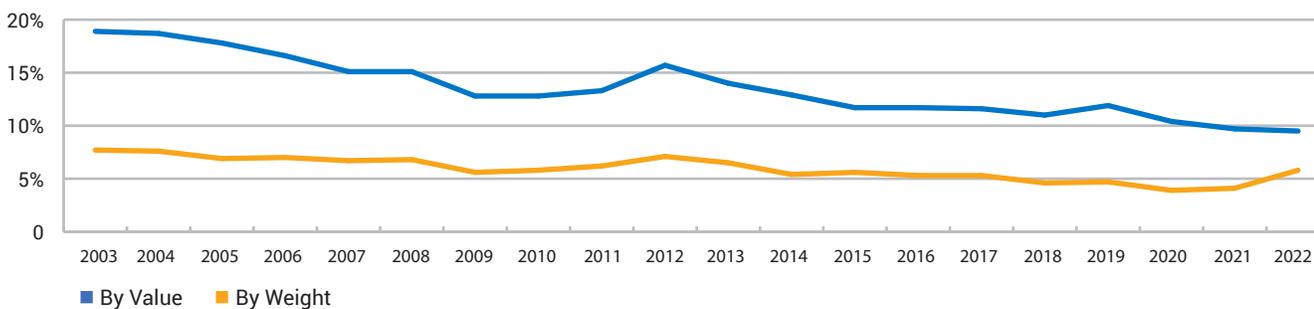


Exhibit D

Japan's Share of USWC Ports Containerized Trade:1987-2022

Source: U.S. Commerce Department





Commentary Continued

Not surprisingly, this was reflected in Japan’s share of the transpacific container trade as Exhibits D and E reveal.

None of this is meant to imply that China’s maritime trade with the U.S. will follow Japan’s pattern. Still, these exhibits should serve as a reminder that, just as “Japan as #1” is no longer a rallying cry in Tokyo, expert expectations now and then go awry. There are very few

guarantees in the world of trade, and trends that appear inexorable in the moment do not always play out as predicted.

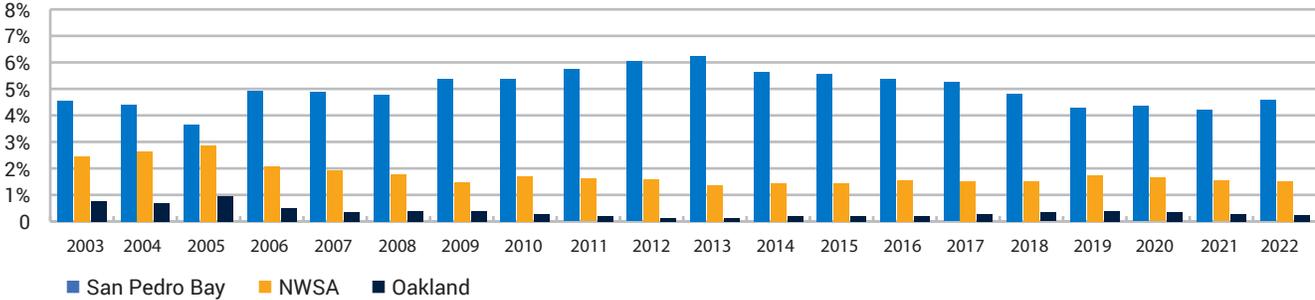
Even globalization is at risk of faltering.

Disclaimer: The views expressed in Jock’s commentaries are his own and may not reflect the positions of the Pacific Merchant Shipping Association.

Exhibit E

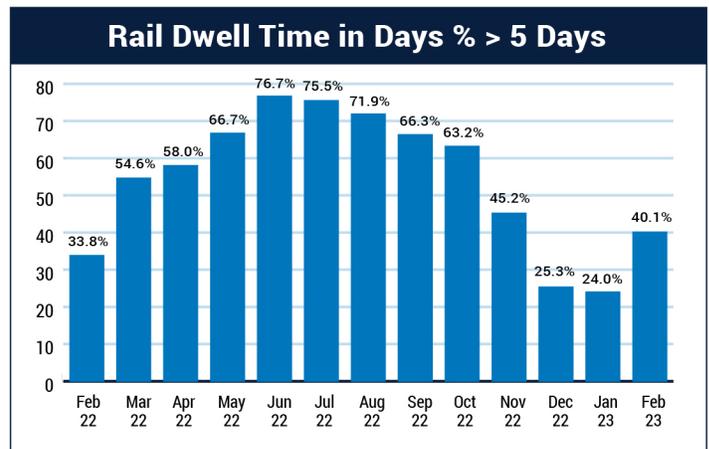
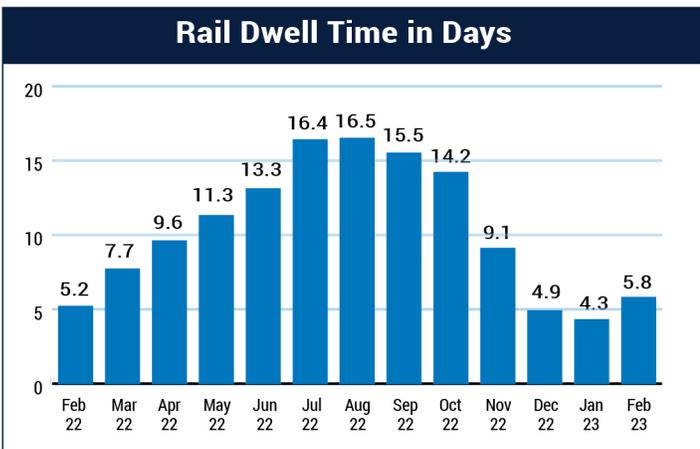
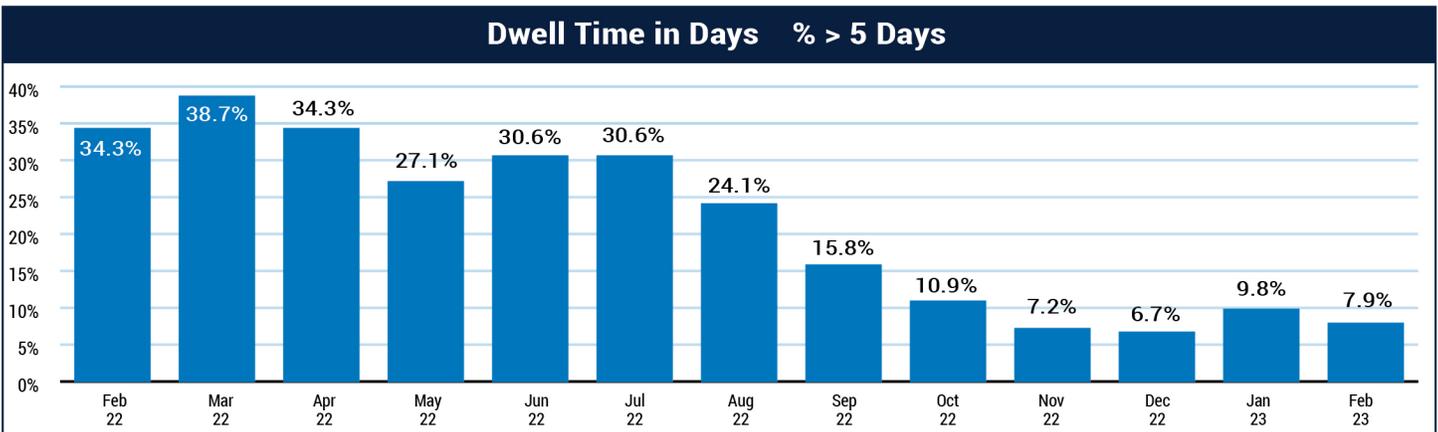
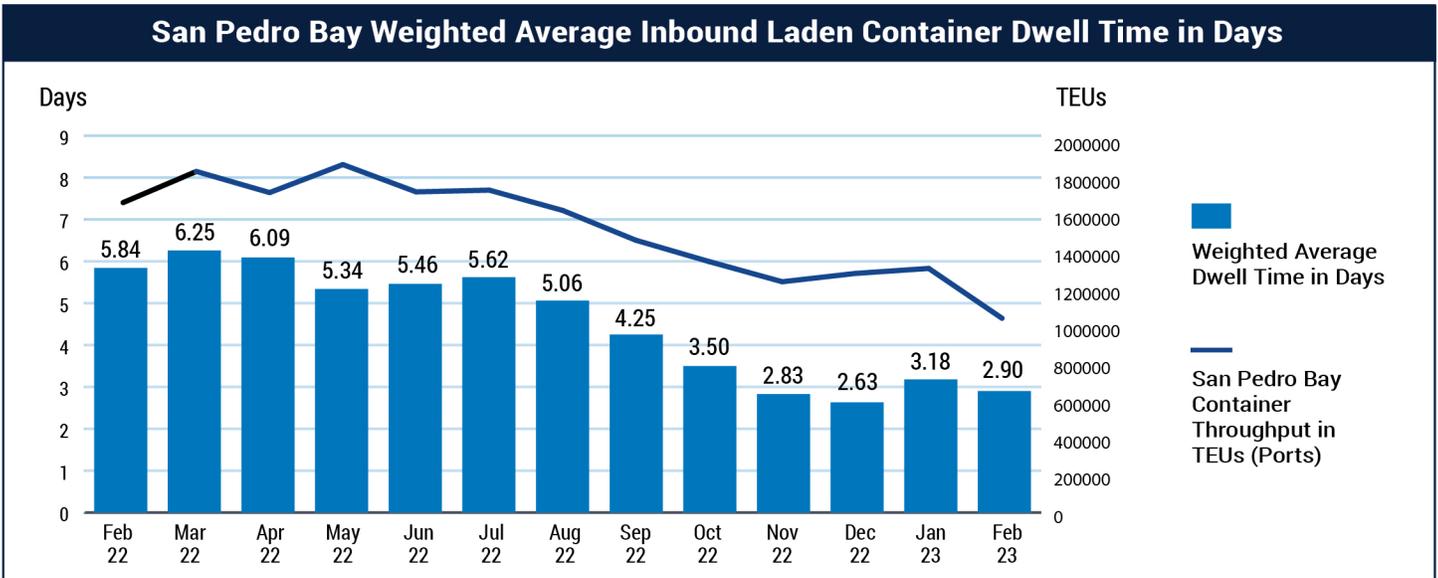
U.S. West Coast Containerized Imports from Japan:2003-2022

Source: U.S. Commerce Department





Container Dwell Time Decreases in February



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RULE-MAKING ORDER EMERGENCY RULE ONLY

CR-103E (December 2017) (Implements RCW 34.05.350 and 34.05.360)

CODE REVISER USE ONLY

OFFICE OF THE CODE REVISER
STATE OF WASHINGTON
FILED

DATE: January 20, 2023

TIME: 8:36 AM

WSR 23-04-014

Agency: Board of Pilotage Commissioners

Effective date of rule:

Emergency Rules

- Immediately upon filing.
- Later (specify) _____

Any other findings required by other provisions of law as precondition to adoption or effectiveness of rule?

- Yes
 - No
- If Yes, explain:

Purpose: To amend WAC 363-116-078 Pilot Training Program pursuant to RCW 34.05.350 Emergency Rules and Amendments in response to the COVID-19 pandemic and other emergency situations as defined by RCW 34.05.350.

Citation of rules affected by this order:

New:
 Repealed:
 Amended: 363-116-078
 Suspended:

Statutory authority for adoption: Chapter 88.16 RCW, Pilotage Act

Other authority: Chapter 34.05 Section 34.05.350 RCW, Emergency Rules and Amendments

EMERGENCY RULE

Under RCW 34.05.350 the agency for good cause finds:

- That immediate adoption, amendment, or repeal of a rule is necessary for the preservation of the public health, safety, or general welfare, and that observing the time requirements of notice and opportunity to comment upon adoption of a permanent rule would be contrary to the public interest.
- That state or federal law or federal rule or a federal deadline for state receipt of federal funds requires immediate adoption of a rule.

Reasons for this finding: To minimize the risk of introducing COVID-19 vectors of exposure onto a vessel or to pilot trainees, the Board may suspend or adjust the pilot training program, including the number of trips needed to obtain maximum monthly stipend, as recommended by the BPC's Trainee Evaluation Committee (TEC). The TEC may also consider additional training opportunities for pilot trainees, such as distance learning.

**Note: If any category is left blank, it will be calculated as zero.
No descriptive text.**

**Count by whole WAC sections only, from the WAC number through the history note.
A section may be counted in more than one category.**

The number of sections adopted in order to comply with:

Federal statute:	New	_____	Amended	_____	Repealed	_____
Federal rules or standards:	New	_____	Amended	_____	Repealed	_____
Recently enacted state statutes:	New	_____	Amended	_____	Repealed	_____

The number of sections adopted at the request of a nongovernmental entity:

New ____ Amended ____ Repealed ____

The number of sections adopted on the agency's own initiative:

New ____ Amended 1 Repealed ____

The number of sections adopted in order to clarify, streamline, or reform agency procedures:

New ____ Amended ____ Repealed ____

The number of sections adopted using:

Negotiated rule making:	New ____	Amended ____	Repealed ____
Pilot rule making:	New ____	Amended ____	Repealed ____
Other alternative rule making:	New ____	Amended <u>1</u>	Repealed ____

Date Adopted: January 19, 2023

Name: Jaimie C. Bever

Title: Executive Director

Signature:



WAC 363-116-078 Pilot training program. After passing the written examination and simulator evaluation, pilot candidates pursuing a pilot license are positioned on a list for the applicable pilotage district(s) and must enter and successfully complete a training program specified by the board before consideration for licensure.

(1) Notification. Pilot candidates on a list as described in subsection (2) of this section, waiting to enter a training program shall provide the board with the best address for notification to enter into a training program. In addition, a pilot candidate shall provide the board with other means of contact such as postal mailing or email address, phone number, and/or fax number. The email address with a read receipt request, however, will be considered the primary means of notification by the board. It will be the responsibility of the pilot candidate to ensure the board has current contact information at all times. If a pilot candidate cannot personally receive postal or electronic mail at the address(es) provided to the board for any period of time, another person may be designated in writing as having power of attorney specifically to act in the pilot candidate's behalf regarding such notice. If notice sent to the email address provided by the pilot candidate is not acknowledged after three attempts or if notice sent via certified mail is returned after three attempts to deliver, that pilot candidate will be skipped and the next pilot candidate on the list will be contacted for entry into a training program. A person so skipped will remain next on the list. A pilot candidate or his/her designated attorney-in-fact shall respond within (~~fifteen~~) 15 calendar days of receipt of notification to accept, refuse, or request a delayed entry into a training program.

(2) Entry. At such time that the board chooses to start a pilot candidate or candidates in a training program for either pilotage district, notification shall be given as provided in subsection (1) of this section. Pilot candidates shall be ranked in accordance with a point system established by the board based on overall performance on the written examination and simulator evaluation. Candidates shall be eligible to enter a training program for a pilotage district in the order of such rankings or as otherwise may be determined by the board. A pilot candidate who refuses entry into a program will be removed from the waiting list with no further obligation by the board to offer a position in that district's training program to such pilot candidate. If the pilot candidate indicated interest in the other pilotage district on the application for the written examination, the candidate shall remain available for that other district's training program in accordance with his/her position on that list.

(a) A pilot candidate who is not able to start a training program within two months of the board's specified entry date may, with written consent of the board, delay entry into that training program. When a pilot candidate delays entry into a training program by more than two months, the board gives notice to the next pilot candidate on the list for that pilotage district to enter a training program. The pilot candidate who delays entry shall remain eligible for the next position in that district provided that the next position becomes available within the earlier of:

(i) Four years from the pilot candidate's taking the written examination; or

(ii) The date scheduled for the next pilotage examination for the district.

(b) A pilot candidate not able to start in a training program within two months of the board's specified entry date and who does not obtain the board's written consent to delay entry into a training program shall no longer be eligible for that district's training program without retaking the examination provided in WAC 363-116-076 and the simulator evaluation provided in WAC 363-116-077.

(3) Training license. Prior to receiving a training license pilot candidates must pass a physical examination by a board-designated physician and in accordance with the requirements of WAC 363-116-120 for initial pilot candidates. A form provided by the board must be completed by the physician and submitted to the board along with a cover letter indicating the physician's findings and recommendations as to the pilot candidate's fitness to pilot. The physical examination must be taken not more than (~~ninety~~) 90 days before issuance of the training license. Holders of a training license will be required to pass a general physical examination annually within (~~ninety~~) 90 days prior to the anniversary date of that training license. Training license physical examinations will be at the expense of the pilot candidate. All training licenses shall be signed by the chairperson or his/her designee and shall have an expiration date. Training licenses shall be surrendered to the board upon completion or termination of the training program.

(4) Development. As soon as practical after receiving notification of eligibility for entry into a training program as set forth in this section, the pilot candidate shall provide a completed experience questionnaire to the trainee evaluation committee (TEC), a committee created per subsection (11) of this section. The training program consists of three phases: Observation trips, training trips, and evaluation trips, and such other forms of learning and instruction that may be designated. The TEC shall recommend a training program for adoption by the board. After adoption by the board, it will be presented to the pilot candidate. If the pilot candidate agrees in writing to the training program, the board shall issue a training license to the pilot candidate, which license shall authorize the pilot candidate to take such actions as are contained in the training program. If the pilot candidate does not agree to the terms of a training program, in writing, within (~~fifteen~~) 15 business days of it being received by certified mail return receipt, or by email read receipt requested, that pilot candidate shall no longer be eligible for entry into that pilotage district's training program and the board may give notice to the next available pilot candidate that he/she is eligible for entry into a training program pursuant to the terms in subsections (1) and (2) of this section.

(5) Initial assigned route.

(a) The TEC shall assign an initial route to each trainee at the beginning of his/her training program between a commonly navigated port or terminal and the seaward boundary of the pilotage district.

(b) Unless an extension of time is granted by the board, within eight months of the beginning of the training program if the trainee is continuously on stipend, plus an additional month for every month a trainee is off stipend (up to a maximum of (~~fifteen~~) 15 months), the trainee must:

(i) Take and pass with a minimum score of (~~eighty~~) 80 percent all conning quizzes provided by the board applicable to the initial assigned route as described in subsection (8) of this section. These

quizzes may be repeated as necessary provided that they may not be taken more than once in any seven-day period, and further provided that they must be successfully passed within the time period specified in (b) of this subsection; and

(ii) Take and pass with a minimum score of (~~eighty-five~~) 85 percent the local knowledge examination(s) provided by the board applicable to the initial assigned route as described in subsection (8) of this section. These examinations can be repeated as necessary provided that they may not be taken more than once in any seven-day period, and further provided that they must be successfully passed before the expiration date time period specified in (b) of this subsection; and

(iii) Possess a first class pilotage endorsement without tonnage or other restrictions on his/her United States Coast Guard license to pilot on the initial assigned route.

(6) Specification of trips. To the extent possible, a training program shall provide a wide variety of assigned requirements in three phases: Observation, training, and evaluation trips. A training program may contain deadlines for achieving full or partial completion of certain necessary actions. Where relevant, it may specify such factors as route, sequence of trips, weather conditions, day or night, stern or bow first, draft, size of ship and any other relevant factors. The board may designate specific trips or specific numbers of trips that shall be made with training pilots or with the pilot members of the TEC or with pilots designated by the TEC. In the Puget Sound pilotage district, pilot trainees shall complete a minimum of (~~one hundred fifty~~) 150 trips. The board shall set from time to time the minimum number of trips for pilot trainees in the Grays Harbor pilotage district. The total number of trips in a training program shall be established by the board based on the recommendation of the TEC. The board will ensure that during a training program the pilot trainee will get significant review by supervising pilots and the pilot members of the TEC or with pilots designated by the TEC.

(7) Length of training program. For the Puget Sound district the length of the program shall not exceed (~~thirty-six~~) 36 months. For the Grays Harbor district the length of the program will be determined at the time the training program is written.

(8) Local knowledge conning quizzes and local knowledge exams. A training program shall provide opportunities for the education of pilot trainees and shall provide for testing of pilot trainees on the local knowledge necessary to become a pilot. It shall be the responsibility of the pilot trainee to obtain the local knowledge necessary to be licensed as a pilot in the pilotage district for which he/she is applying. Each conning quiz will be organized by main channel routes, ports, and approaches. A conning quiz is not intended to replace a local knowledge exam as specified in subsection (5)(b)(ii) of this section, but there will be some overlap of subject matter. A pilot trainee shall pass a conning quiz or quizzes related to the route or harbor area to move from the observation phase to the training phase of his/her training program for that route or harbor area. After a trainee has successfully passed a conning quiz on a main channel route or a port and approach, he/she will be eligible to take the conn on that route or approach unless it is a U.S. flag vessel and the required federal pilotage endorsement has not been obtained. The local knowledge exam for the initial route must be completed within eight months of the training start date if the trainee is taking the stipend. For each month the trainee is off stipend, an additional month is added up

to a maximum of (~~fifteen~~) 15 months to successfully pass the appropriate local knowledge exam. The final local knowledge exam must be completed before consideration for licensing and must be successfully passed before the expiration date of the training program. The conning quizzes and local knowledge exams will be administered at the offices of the board of pilotage commissioners. Eighty percent is the passing grade for conning quizzes, and (~~eighty-five~~) 85 percent is required for the local knowledge exams. If a trainee fails a conning quiz or local knowledge exam, it may be retaken after seven days, but must be passed within the timing deadlines discussed above. The local knowledge required of a pilot trainee and the local knowledge examination(s) may include the following subjects as they pertain to the pilotage district for which the pilot trainee seeks a license:

- (a) Area geography;
- (b) Waterway configurations including channel depths, widths and other characteristics;
- (c) Hydrology and hydraulics of large ships in shallow water and narrow channels;
- (d) Tides and currents;
- (e) Winds and weather;
- (f) Local aids to navigation;
- (g) Bottom composition;
- (h) Local docks, berths and other marine facilities including length, least depths and other characteristics;
- (i) Mooring line procedures;
- (j) Local traffic operations e.g., fishing, recreational, dredging, military and regattas;
- (k) Vessel traffic system;
- (l) Marine VHF usage and phraseology, including bridge-to-bridge communications regulations;
- (m) Air draft and keel clearances;
- (n) Submerged cable and pipeline areas;
- (o) Overhead cable areas and clearances;
- (p) Bridge transit knowledge - Signals, channel width, regulations, and closed periods;
- (q) Lock characteristics, rules and regulations;
- (r) Commonly used anchorage areas;
- (s) Danger zone and restricted area regulations;
- (t) Regulated navigation areas;
- (u) Naval operation area regulations;
- (v) Local ship assist and escort tug characteristics;
- (w) Tanker escort rules - State and federal;
- (x) Use of anchors and knowledge of ground tackle;
- (y) Applicable federal and state marine and environmental safety law requirements;
- (z) Marine security and safety zone concerns;
- (aa) Harbor safety plan and harbor regulations;
- (bb) Chapters 88.16 RCW and 363-116 WAC, and other relevant state and federal regulations in effect on the date the examination notice is published pursuant to WAC 363-116-076; and
- (cc) Courses in degrees true and distances in nautical miles and tenths of miles between points of land, navigational buoys and fixed geographical reference points, and the distance off points of land for such courses as determined by parallel indexing along pilotage routes.

(9) Rest. It is the responsibility of the pilot trainee to obtain adequate rest. Pilot trainees shall observe the rest rules for pilots in place by federal or state law or regulation and rules established

in the applicable pilotage district in which they will train, or any other rest requirements contained in a training program.

(10) Stipend.

(a) At the initial meeting with the TEC the pilot trainee shall indicate whether he/she wishes to receive a stipend during their training program. In the Puget Sound pilotage district, as a condition of receiving such stipend, pilot trainees will agree to forego during their training program other full- or part-time employment which prevents them from devoting themselves on a full-time basis to the completion of their training program. With the consent of the TEC, pilot trainees may elect to change from a stipend to nonstipend status, and vice versa, during their training program provided that such change request is provided in writing from the trainee. If the trainee intends to be in nonstipend status more than four consecutive months, his/her particular training program may be constructed to provide re-ency and/or a change in seniority placement prior to resuming the training program. In the Puget Sound pilotage district the stipend paid to pilot trainees shall be a maximum of (~~six thousand dollars~~) \$6,000 per month (or such other amount as may be set by the board from time to time), shall be contingent upon the board's setting of a training surcharge in the tariffs levied pursuant to WAC 363-116-300 sufficient to cover the expense of the stipend, and shall be paid from a pilot training account as directed by the board. In the Grays Harbor pilotage district the stipend paid to pilot trainees shall be determined by the board and shall be contingent upon the board's receipt of funds, from any party collecting the tariff or providing funds, sufficient to cover the expense of the stipend and shall be paid from a pilot training account as directed by the board.

Determinations as to stipend entitlement will be made on a full calendar month basis and documentation of trips will be submitted to the board by the third day of the following month. Proration of the stipend shall be allowed at the rate of (~~two hundred dollars~~) \$200 per day (or such other amount as may be set by the board from time to time), under the following circumstances:

(i) For the first and last months of a training program (unless the training program starts on the first or ends on the last day of a month); or

(ii) For a pilot trainee who is deemed unfit for duty by a board-designated physician during a training month.

(b) (i) In the Puget Sound pilotage district a minimum of (~~twelve~~) 12 trips are required each month for eligibility to receive the minimum stipend amount as set by the board, or (~~eighteen~~) 18 trips to receive the maximum stipend amount as set by the board. A trainee may make more than (~~eighteen~~) 18 trips in a calendar month, but no further stipend will be earned for doing so. In the Grays Harbor pilotage district the minimum number of trips each month for eligibility to receive the stipend is (~~seventy~~) 70 percent or such number or percentage of trips that may be set by the board of the total number of vessel movements occurring in this district during that month. Only trips required by the training program can be used to satisfy these minimums. Trips will be documented at the end of each month.

(ii) Whenever the governor issues a proclamation declaring a state of emergency or if the board determines that there is immediate need to act for the preservation of public health, safety, or general welfare, and that there is a threat to trainees, pilots, vessel crews, or members of the public, notwithstanding the other provisions of this

chapter, the board, at its discretion, may suspend or adjust the pilot training program. Suspending or adjusting the pilot training program may include the number of trips necessary to receive the maximum stipend allowable under this section as determined by the board. The trainee evaluation committee may further consider additional nonship-board pilot training including, but not limited to, distance learning.

(c) The TEC will define areas that are considered to be hard-to-get, which many differ for trainees depending on their date of entry. It is the pilot trainee's responsibility to make all available hard-to-get trips, as defined and assigned by the TEC. The board may elect not to pay the stipend if the missing trips were available to the pilot trainee but not taken.

(d) The TEC, with approval by the board may allocate, assign or specify training program trips among multiple pilot trainees. Generally, the pilot trainee who entered his/her training program earlier has the right of first refusal of training program trips provided that the TEC may, with approval by the board, allocate or assign training trips differently as follows:

(i) When it is necessary to accommodate any pilot trainee's initial route;

(ii) When it is necessary to spread hard-to-get trips among pilot trainees so that as many as possible complete required trips on time. If a pilot trainee is deprived of a hard-to-get trip by the TEC, that trip will not be considered "available" under (c) of this subsection. However, the pilot trainee will still be required to complete the minimum number of trips for the month in order to receive a stipend, and the minimum number of trips as required to complete his/her training program;

(e) If a pilot trainee elects to engage in any full-or part-time employment, the terms and conditions of such employment must be submitted to the TEC for prior determination by the board of whether such employment complies with the intent of this section prohibiting employment that "prevents (pilot trainees) from devoting themselves on a full-time basis to the completion of the training program."

(f) If a pilot trainee requests to change to a nonstipend status as provided in this section such change shall be effective for a minimum nonstipend period of (~~thirty~~) 30 days beginning at the beginning of a month, provided that before any change takes effect, a request is made to the TEC in writing. The requirement for designated hard-to-get trips is waived during the time the pilot trainee is authorized to be in nonstipend status.

(g) Any approved pilot association or other organization collecting the pilotage tariff levied by WAC 363-116-185 or 363-116-300 shall transfer the pilot training surcharge receipts to the board at least once a month or otherwise dispose of such funds as directed by the board. In the Grays Harbor pilotage district, if there is no separate training surcharge in the tariff, any organization collecting the pilotage tariff levied by WAC 363-116-185 shall transfer sufficient funds to pay the stipend to the board at least once a month or otherwise dispose of such funds as directed by the board. The board may set different training stipends for different pilotage districts. Receipts from the training surcharge shall not belong to the pilot providing the service to the ship that generated the surcharge or to the pilot association or other organization collecting the surcharge receipts, but shall be disposed of as directed by the board. Pilot associations or other organizations collecting surcharge receipts shall provide an accounting of such funds to the board on a monthly basis or at such

other intervals as may be requested by the board. Any audited financial statements filed by pilot associations or other organizations collecting pilotage tariffs shall include an accounting of the collection and disposition of these surcharges. The board shall direct the disposition of all funds in the account.

(11) Trainee evaluation committee. There is hereby created a trainee evaluation committee (TEC) to which members shall be appointed by the board. The TEC shall include at a minimum: Three active licensed Washington state pilots, who, to the extent possible, shall be from the pilotage district in which the pilot trainee seeks a license and at least one of whom shall be a member of the board; one representative of the marine industry (who may be a board member) who holds, or has held, the minimum U.S. Coast Guard license required by RCW 88.16.090; and one other member of the board who is not a pilot. The TEC may include such other persons as may be appointed by the board. The TEC shall be chaired by a pilot member of the board and shall meet as necessary to complete the tasks accorded it. In the event that the TEC cannot reach consensus with regard to any issue it shall report both majority and minority opinions to the board.

(12) Supervising pilots. The board shall designate as supervising pilots those pilots who are willing to undergo such specialized training as the board may require and provide. Supervising pilots shall receive such training from the board to better enable them to give guidance and training to pilot trainees and to properly evaluate the performance of pilot trainees. The board shall keep a list of supervising pilots available for public inspection at all times. All pilot members TEC shall also be supervising pilots.

(13) Training program trip reports. After each training program trip, the licensed or supervising pilot shall complete a training program trip report form (TPTR) provided by the board. Training program trip report forms prepared by licensed pilots who are supervising pilots shall be used by the TEC and the board for assessing a pilot trainee's progress, providing guidance to the pilot trainee and for making alterations to a training program. Licensed pilots who are not supervising pilots may only have trainees on board for observation trips. All trip report forms shall be delivered or mailed by the licensed or supervising pilot to the board. They shall not be given to the pilot trainee. The licensed or supervising pilot may show the contents of the form to the pilot trainee, but the pilot trainee has no right to see the form until it is filed with the board. The TEC shall review these training program trip report forms from time to time and the chairperson of the TEC shall report the progress of all pilot trainees at each meeting of the board. If it deems it necessary, the TEC may recommend, and the board may make, changes from time to time in the training program requirements applicable to a pilot trainee, including the number of trips in a training program.

(14) Termination of and removal from a training program. A pilot trainee's program may be immediately terminated and the trainee removed from a training program by the board if it finds any of the following:

- (a) Failure to maintain the minimum federal license required by RCW 88.16.090;
- (b) Conviction of an offense involving drugs or involving the personal consumption of alcohol;
- (c) Failure to devote full time to training in the Puget Sound pilotage district while receiving a stipend;
- (d) The pilot trainee is not physically fit to pilot;

(e) Failure to make satisfactory progress toward timely completion of the program or timely meeting of interim performance requirements in a training program;

(f) Inadequate performance on examinations or other actions required by a training program;

(g) Failure to complete the initial route requirements specified in subsection (5) of this section within the time periods specified;

(h) Inadequate, unsafe, or inconsistent performance in a training program and/or on training program trips as determined by the supervising pilots, the TEC and/or the board; or

(i) Violation of a training program requirement, law, regulation or directive of the board.

(15) Completion of a training program shall include the requirements that the pilot trainee:

(a) Successfully complete all requirements set forth in the training program including any addendum(s) to the program;

(b) Possess a valid first class pilotage endorsement without tonnage or other restrictions on his/her United States government license to pilot in all of the waters of the pilotage district in which the pilot candidate seeks a license; and

(c) Complete portable piloting unit (PPU) training as defined by the TEC.

[Home](#)

Antonio Machado

Antonio Machado joined the WSPA team in January 2023 and serves as Senior Manager, Northwest Technical. In this role, Antonio coordinates regional member engagement in the Washington and Oregon area and provides with technical, regulatory, and rulemaking strategies on diverse industry related topics.

Prior to joining WSPA, Antonio served as an Operations Superintendent, Logistics Coordinator and Field Health & Safety Supervisor at Phillips 66 in Washington State. He has also worked as a Product Blending Manager and Senior Laboratory Chemist for other oil & gas companies.

Antonio holds a bachelor's of science in chemistry from Brigham Young University. He lives in Washington State with his wife and three children.