

MEETING MINUTES
STATE OF WASHINGTON ~ BOARD OF PILOTAGE COMMISSIONERS
March 16, 2023

KPI Workshop #1

The first of several workshops to discuss Key Performance Indicators was held by the Board of Pilotage Commissioners and convened by Chair Sheri Tonn from 10:00am to 12:00pm. Attending in person were Chair Tonn, Vice-Chair Kirtley, and Commissioners Bendixen, Anthony, Farrell, Drennen and Hamilton; Assistant Attorney General Albert Wang; BPC staff Jaimie Bever, Jolene Hamel, and Bettina Maki and PSP President Ivan Carlson, and Vice-President Eric Klapperich. The workshop was also attended by members of the public via Microsoft Teams.

KPI Process overview

The Board received a packet of documents to help inform the Key Performance Indicator workshop. The packet included a workshop agenda/schedule, some staff-identified potential KPI's corresponding to the BPC's 2023/2025 Strategic Plan, some suggested KPIs drafted by Commissioner Bendixen, KPIs reported quarterly by Pacific Pilotage Authority (PPA) along with PPA's annual report featuring the same KPIs for the full year, and BOPC's annual report. Chair Tonn welcomed Board members to share other pilotage KPI information they might discover.

Time has been set aside for public and stakeholder input to be heard at the end of this session and also the next workshop.

The BPC KPI discussion is organized around the BPC's 6 programs and associated committees: Safety, DEI, Training/Licensing, Investigation, Regulation, and Public Service. The 2023/2025 Strategic Plan is also organized around BPC's programs and is provided for reference.

Vice-Chair Kirtley briefly reviewed the plan and process for the three scheduled workshops, helping orient everyone to the purpose of today's workshop #1: brainstorming KPI's. The workshop #2 in April will focus on refining the KPIs and identifying how they should be calculated and what the desired targets (success criteria) should be. The third workshop will be for further review and refinement and making any needed modifications. Bettina will gather and present relevant data to support the process.

Chair Tonn encouraged commissioners to think about how far back to look in terms of historical data. Changes to pilotage operations at various points in time may limit the usefulness of historical data; nonetheless some BPC data goes back to 1935.

Executive Director Jaimie Bever noted that the BPC Biennial Budget request and Strategic Plan have accompanying performance metrics that are outdated. This work on KPIs, when complete, can be used to update the outdated metrics and improve BPC's strategic alignment.

General thoughts on KPIs before diving in

Vice-Chair Kirtley noted that BPC KPIs need not be limited to numeric values; she suggested that qualitative KPIs be considered where relevant. (Qualitative KPIs are based on opinions, feedback, perceptions, not readily distilled into numbers, but still very valuable in understanding what is working well and what needs improvement.) Commissioner Farrell added that purely quantitative metrics can be of limited usefulness outside of a well-designed Continuous Process Improvement framework. The group was very open to the idea of including both quantitative and qualitative indicators.

Commissioner Farrell requested a consensus definition for the term "efficiency". It currently appears in many BPC documents, but it is not clear what is meant by "efficiency." Chair Tonn agreed and suggested one way to clarify what efficiency means to BPC would be to consider some of the ways efficiency is measured and use that information to describe what efficiency is and isn't.

Jaimie cautioned against identifying too many KPIs. She noted that the State recommends no more than 10 KPIs. Commissioner Hamilton agreed 10 should be the maximum. Focusing on BPC's Mission and Values should help identify the best KPI options. There was some discussion about KPI "subcategories" that should not be counted as separate metrics.

Commissioner Ross recommended using the “SMART” criteria when thinking about KPIs, SMART being an acronym for Specific, Measurable, Achievable, Relevant, and Time-bound. Several other commissioners were also familiar with the SMART criteria and agreed it is a useful tool when measuring performance.

KPIs for Safety

Commissioner Drennen offered that SMART KPIs will measure things BPC has control over, and many safety issues are not controllable by BPC. Bettina mentioned an existing outdated BPC metric that counts MSOs (Marine Safety Occurrences), even though BPC has no control over the number of MSOs. BPC can control what is done in response to MSO reports, if that is something important to measure. Several commissioners pointed out that KPIs can have unintended consequences if not designed thoughtfully, such as encouraging an increase in reporting of irrelevant information, or a decrease in important reporting. After further discussion the consensus was that an MSO-based KPI is not particularly useful even if it focuses on BPC actions in response to reported safety issues. The Board will continue tracking MSOs and taking action as appropriate, but won't try to measure this work using KPIs.

Commissioner Bendixen drafted 5 safety related KPIs and 4 were accepted by the Board:

- Count of Pilot Transfer Arrangements resulting in injury or fatality
- Count of pollution incidents with pilot error
- Count of navigational incidents with pilot error (note that intentional grounding or collision or allision can be the best choice in some circumstances)
- Rest Rule Exceptions as percentage of assignments (excluding emergent situations)

A KPI intended to measure percentage of noncompliant pilot transfer arrangements is not currently doable, without reporting on 100% of ladders.

Commissioner Bendixen suggested a policy or procedure manual might be useful to better to document BPC work that falls outside of the KPIs being established.

KPIs for Diversity, Equity, & Inclusion

BPC Goals are to establish a pilot corps that reflects the people of Washington state by increasing diversity among state licensed pilots, and to establish and maintain regular communication with current and future pilotage pipeline mariners from underrepresented populations. (It was suggested that the term “underrepresented” was more appropriate than referring specifically to “female and BIPOC” mariners.) In response to a question about defining membership in an underrepresented population, Assistant Attorney General Albert Wang noted there are Federal and State guidelines that can provide examples. Some aspects of identity have precise definitions and requirements, but other cultural differences might allow for an agency-established consideration process. Commissioner Farrell emphasized the need to measure what BPC is doing to attract underrepresented mariners to the exam and training program. It is not realistic to measure number of underrepresented mariners who apply because pilotage is at the very end of a long pipeline that BPC has little control over.

There was agreement on 2 DEI metrics measuring BPC actions:

- Frequency of DEI Committee Meetings – quarterly
- Continued BPC Presence/Sponsorship of conferences annually – 1 or 2?

Commissioner Bendixen suggested additional KPIs related to DEI efforts, including analyzing the cost of the exam as a barrier to entry and how to mitigate this, identifying and reducing barriers to meeting sea time requirements, and gathering feedback from any candidates who decline an offer to train. While this work will help BPC reach DEI goals it might not make good KPIs. Measuring frequency of DEI Committee meetings and allowing the DEI Committee to identify what to focus on will lead to this work being done. Commissioner Ross emphasized the importance of documenting BPC efforts to reach out to and maintain contact with underrepresented mariners. Tracking and quantifying this ongoing work is important but it is not clear if it is a meaningful KPI.

KPIs for Training & Licensing

A KPI drafted by Commissioner Bendixen was accepted and discussed at length:

- Number of licensed pilots compared to number authorized (KPI target could increase gradually for the KPI be achievable).

Several inputs were noted that affect the authorized number of pilots and number of licensed pilots, including trainees in the training program, number of pilots who have taken Train the Trainer (affects training capacity), the Target Assignment Level (affects authorized number of pilots) and expected retirements of current pilots. In addition to awareness of future mandatory retirements, there was interest in understanding typical (historic) pilot retirement ages and factors that influence pilot decisions about when to retire. It is not known if current retirements are similar to previous years or if pilots are retiring earlier. Data gathering will be done. Commissioner Anthony suggested one way to look at retention is to gather information comparing pilots' original plans (e.g. to retire at age 70, or 65, or 60) to their present retirement plans and if plans have changed try to ascertain why. Commissioner discussion clarified that these many quantitative and qualitative factors are meaningful as inputs to a KPI that measures if BPC is providing a sufficient number of pilots, but they are not meaningful KPIs on their own.

KPIs for Investigations

General consensus was that this BPC program might not be suited to a KPI because Incident Investigation is an uncommon activity (because incidents are rare).

KPIs for Regulation

Interim vessel exemptions percentage or count was considered as a possible KPI (reflecting effectiveness of outreach about pilotage exemption requirements). The discussion was expanded to include community outreach in general (for example boater education about Rule 10). It is unclear what a meaningful outreach metric might be. There are many ways of measuring social media impact, but it's not clear if these are very relevant to BPC programs.

Current Quantitative Pilotage Activity Data

Commissioner Farrell observed that the pilotage data that BPC receives from PSP and Grays Harbor in activity reports does not serve as useful KPIs on its own; but does relate directly to the number of pilots needed, which is a component of the Training and Licensing KPI identified earlier in the workshop. Commissioner Bendixen noted that the pilotage activity data may show that the authorized number of pilots needs to be reevaluated (for example, significant delays or high percentage of callbacks might indicate the authorized number is too low), and if the number of authorized pilots is increased then the KPI target will become more out of reach. She emphasized the importance of identifying meaningful metrics that provide useful information even if the targets (success criteria) are challenging.

Public Comment

Mike Moore (PMSA) shared his concerns about "efficient management of pilot availability". He believes that inefficient pilot management rather than pilot shortage is the cause of excessive off-watch assignments and delays. Mike referred to a letter he submitted to the BPC shortly before the meeting (the Board will consider the letter at the April meeting) in which he compares PSP Activity Report data from February 2023 to that from July 2021, observing that in February 2023 PSP did 430 vessel moves without delay and in July 2021 they did 657 vessel moves without delay, and attributing the difference to dispatch inefficiencies, or possibly that pilots are not on duty 177 days each year despite claiming to be. Additional calculations in the letter comparing number of pilots to highest number of assignments in a day each month, are also offered as evidence of dispatch inefficiency or pilots not working as much as they are supposed to.

PSP President Carlson responded to Mike Moore's comments, stating that the comparison of July 2021 and February 2023 was misleading and ignored important differences including pilots working mandatory extra days during busier summer months ("peak period work" or PPW), pilots taking time off in slower months like February (using some of the comp days earned doing off watch assignments during busy months), and pilots doing mandatory training during slower months (in February 2023 three pilots attended manned model training which is required every five years).

After hearing Public Comments, Chair Tonn adjourned the workshop for a short break prior to the start of the Closed Session.

CLOSED SESSION

A Closed Session of the Board of Pilotage Commissioners was convened by Chair Sheri Tonn from 12:00pm to 12:45pm to discuss matters relative to the training program. In attendance were Chair Tonn and Commissioners Kirtley, Ross, Bendixen, Anthony, Farrell, Drennen and Hamilton; Assistant Attorney General Albert Wang; BPC staff Jaimie Bever, Jolene Hamel, and Bettina Maki, and Captain Larry Holland.

REGULAR MEETING – Call to Order

The Regular Meeting of the Board of Pilotage Commissioners was convened immediately following the Closed Session by Chair Sheri Tonn via a hybrid of both in person and Microsoft Teams at 12:50pm.

Present:

Chair: Sheri Tonn

Vice Chair: Eleanor Kirtley (Marine Environment)

Commissioners: Sandy Bendixen (Pilot), Timothy J. Farrell (Public), Mike Ross (Foreign Shipping), Jason Hamilton (Public), Andrew Drennen (U.S. Shipping), Mike Anthony (Pilot)

Administration: Jaimie Bever, Bettina Maki, Jolene Hamel

Assistant Attorney General: Albert Wang

Ivan Carlson, Eric Klapperich, Severin Knutsen, Matt Hannuksela, Charlie Costanzo: Puget Sound Pilots

Mike Folkers: Port of Grays Harbor

Mike Moore, Jordan Royer: Pacific Merchant Shipping Association

Laird Hail: USCG

Lindsay Wolpa: The Northwest Seaport Alliance

Ann LaRue: Public

Fred Felleman: Port of Seattle/Friends of the Earth

Jay Jennings: Northwest Marine Trade Association

Harlow Wood, Nick Sabbath: Pilot Candidates

John Harris: Retired pilot

BPC Staff Report.

- Executive Director Jaimie Bever reported that WSDOT email retention policy is changing. Starting in July 2023 users will be able to mark emails to be retained for up to 10 years, but unmarked emails will be automatically deleted after 18 months. Existing old emails can be reviewed and marked through the end of this year, but unmarked emails will be deleted beginning January 2024 if more than 18 months old
- Jaimie and Chair Tonn reported on the successful Cal Maritime Women in Maritime Leadership 2023 Conference, sponsored by both BPC and Puget Sound Pilots. Jaimie and Sheri attended the conference on behalf of BPC, and Captains Bendixen and Bozina were in attendance representing PSP. In addition, both pilots were guests on the Women Offshore Podcast regarding pathways to pilotage. It is available to listen to on their website and typical podcast platforms. While in California, Jaimie and Sheri were also able to meet with the BOPC and with Captain Ann McIntire from the San Francisco Bar Pilots.
- Jaimie thanked Captain Bendixen for the ride along with her on two harbor shifts at the Port of Tacoma, which coincidentally marked International Women's Day on March 8. The entire experience was very beneficial and illuminating.
- Bettina Maki asked if there were any questions regarding the dashboard data. There were none.

BPC Chair Report.

- Chair Tonn thanked Puget Sound Pilots for their role in sponsoring the WIML conference.
- She also thanked Commissioners Bendixen, Hamilton, Kirtley, and Ross who attended the Senate Transportation Work Session and Confirmation Hearing on March 14 in Olympia. It was a positive experience with good engagement from the Senators.
- Chair Tonn also reminded the Commissioners that their annual financial disclosures are due in April.

Activity Reports. Laird Hail representing the United States Coast Guard (USCG), Mike Moore representing Pacific Merchant Shipping Association (PMSA), Ivan Carlson representing Puget Sound Pilots (PSP), Mike Folkers representing the Port of Grays Harbor (PGH), and Lindsay Wolpa

representing The Northwest Seaport Alliance (NWSA) offered current and projected statistical data as well as updates on current maritime issues and activities.

Chair Tonn thanked Mike Moore, PMSA, for the letters he provided to the Board regarding efficiency adding that the letters had been shared with the Board. The contents of the letter will be addressed at the April Board meeting during KPI workshop #2.

Commissioner Drennen thanked PSP for hosting him earlier in the week and giving him a tour of dispatch operations. PSP reported that earlier this month, due to a pilot boat malfunction, they had to obtain the services of Arrow Launch at the Pilot Station for about 45 hours affecting 26 vessels.

NEW BUSINESS

Meeting Minutes.

Motion: Farrell/Drennen – approve the February 19, 2023 Meeting Minutes as drafted with two minor corrections – Carried.

Committee Actions.

Trainee Evaluation Committee (TEC)

- **Consideration of Licensure of PSPD Pilot Candidate: Captain Larry Holland.** On behalf of the Trainee Evaluation Committee (TEC), TEC Chair Bendixen stated that Captain Larry Holland has completed all sections of his Training Program Agreement including successful Portable Piloting Unit (PPU) training and completion of his federal licensing requirements. The Board has received his TPTR Summary and all training comments.

Motion: Bendixen/Anthony – issue Captain Larry Holland state pilot license number 222 for the Puget Sound Pilotage District – Carried with a vote of 6 in favor and 2 opposed.

- **Pilot License Upgrade Program: Captains Siddell & Gartner.** There are currently 14 pilots working on upgrading their pilot licenses.

Motion: Bendixen/Anthony – approve the pilot license upgrade program for Captains Siddell and Gartner as recommended by the TEC. The letters were updated to add the line “All pilot rest rules apply before, during, and immediately following any upgrade trips taken.” – Carried.

- TEC Chair Commissioner Bendixen reported there are no changes regarding COVID. All trainees are following all current COVID protocols and none of the trainees have been slowed down because of COVID.
- The TEC met yesterday and reviewed all trainee progress. There are currently 7 trainees in PS and 1 in GH. In Puget Sound, there are 2 trainees in the Evaluation Phase and 5 in the Training Phase. In Grays Harbor, there is one trainee in the Evaluation Phase, hoping for an April licensure.
- One Puget Sound trainee is ready to attend PPU training and has been assigned substitution trips. He will likely be ready for licensure by the May meeting.
- Work with the USCG on streamlining the federal pilotage process for trainees continues with the REC. However, Captain Bendixen reports that there continue to be several different issues at the REC for trainees. She has reached out to Waterways Commander Looney and has also had a meeting with BPC and WSF in the hopes of working together to get these issues resolved quickly.
- BPC Executive Director Jaimie Bever reported that the BPC is in the final stages of contracting for the 2024 Marine Pilot Exam. The Exam Committee needs to be established and this will be discussed further at the April meeting. Those interested should contact Board staff.

Vessel Exemption Committee (VEC)

- **VEC Committee Appointment.** The VEC has been seeking a replacement for the large yacht/recreational boating representative. The VEC received a recommendation for Captain Skip Sethmann, who has over 40 years working in all phases of the yacht industry and has the availability. His resume was provided to the Board.

Motion: Anthony/Bendixen – approve the appointment of Captain Sethmann to the VEC – Carried

- The VEC is working on getting their next meeting scheduled.

Pilot’s Report of Marine Safety Occurrence: *EVER LEADER*, 02/10/2023

Underway in the Blair Waterway, inbound for PCT.	While starting to enter the Blair turning basin, the vessel received a call that the assist tug, Henry Foss, had a fire in the engine room. Tug was able to get fire	<u>Motion:</u> Farrell/Anthony File as a Marine Safety Occurrence – Carried.
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	out and docking at PCT was completed without further incident.	
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Pilot’s Report of Marine Safety Occurrence: *BBC JUPITER*, 02/26/2023

Underway in the Hylebos Waterway.	While inbound to the Hylebos turning basin, the vessel encountered barges breasted out three deep. The outer barge encroached in the waterway such that the pilot had to position the ship to starboard of channel center to avoid a close quarters situation with the barge. While this job was done safely, it was done sub-optimally due to not being able to use the whole navigable channel.	<u>Motion:</u> Farrell/Hamilton File as a Marine Safety Occurrence and send a letter to operators in the Blair and Hylebos Waterways regarding obstructions – Carried.
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Commissioner Bendixen suggested that the Board write a letter to operators in both the Blair and Hylebos waterways regarding obstructions and proper mooring in response to the *BBC JUPITER* MSO and other similar occurrences. Commissioner Farrell suggested contacting the Port of Tacoma for a contact list. Laird Hail offered to pass this report onto the USCG Waterways staff to see if there is anything they can do.

Commissioner Bendixen mentioned that Columbia River Pilots have updated their guidelines banning having fuel stoppers in place while the vessel is being piloted due to concerns about reduced maneuverability of the vessel. She expressed concern about fuel stoppers in Puget Sound using the *BBC JUPITER* MSO as an example. She recommended that ECY and USCG, when they do their inspections, check and document how frequently it is happening. BPC will contact Laird Hail for more information on current practices.

Exemptions from Pilotage.

Motor Yacht *ICE BEAR* – 175’, 614gt, Cayman Islands registry, Captain Zac Hayes.

Motion: Farrell/Hamilton – concur with Chair Tonn’s granting of the interim 3-month exemption – Carried.

Pilot/Trainee Physical Examination Reports.

Motion: Hamilton/Anthony – approve the pilot physical examination report for Captain S.D. Semler for his annual pilot license renewal – Carried.

Motion: Farrell/Drennen– approve the pilot trainee physical examination report for Captain M.D. Mancini for his annual trainee license renewal – Carried, with abstention from Captain Bendixen.

ESHB 1578 – Reducing the Risks to Southern Resident Killer Whales by Improving Oil Transportation Safety. Executive Director and OTSC Chair Jaimie Bever reported on the current rulemaking and the meetings that have occurred and are upcoming. She reminded everyone regarding the EIS scoping webinar on March 21 and the preliminary results of the Tug Escort Analysis webinar on April 4. Rulemaking workshops are being developed and more information regarding those dates is forthcoming. The next OTSC meeting is May 3.

Committee Updates.

Diversity, Equity & Inclusion Committee (DEIC)

- Chair Tonn and Executive Director Bever already reported on the Women in Maritime Leadership conference at Cal Maritime. They are working to get a revised and robust DEIC underway soon.

Pilot Safety Committee (PSC)

- The PSC has not met since the last Board meeting. Their next meeting is not yet scheduled.
- The Q4 data summary from the online reporting tool for ladder safety data was provided to the Board. PSC Chair Commissioner Drennen gave a brief summary.

Public Comment. Chair Tonn asked for public comment. Fred Felleman asked a question relating to the reports mentioned in the PSC report. Commissioner Drennen provided background for the implementation of the report. Fred also inquired about Marine Safety Occurrence forms and how those are recorded. PSP offered to send him incident details.

Captain Eric Klapperich, PSP, commented on behalf of all the pilots, that they watched the Senate Transportation Work Session and were pleased to hear the positive comments. Hearing no other

comments and there being no further business to come before the Board, Chair Tonn adjourned the meeting at 2:40 p.m.

Confirmation of Next Regular Meeting Dates. Chair Tonn reminded everyone of the upcoming meeting dates and asked the Board to attend in person, if possible, for the April 20 Key Performance Indicator (KPI) workshop #2 and regular meeting. We will likely be in Grays Harbor for the April meeting for the licensure of a Grays Harbor pilot. The plan is to start the workshop at 1000, then start the regular meeting at noon. Please refer to the agenda when published next month.

Respectfully submitted,

Jaimie C. Bever, Executive Director

Sheri J. Tonn, Chair

Eleanor Kirtley, Vice Chair

Commissioner Timothy J. Farrell

Commissioner Andrew Drennen

Commissioner Mike Ross

Commissioner Sandy Bendixen

Commissioner Michael Anthony

Commissioner Jason R. Hamilton

Commissioner Nhi Irwin