EXH. IC-23
DOCKET TP-250574
2025 PSP GENERAL RATE CASE
WITNESS: CAPTAIN IVAN CARLSON

BEFORE THE
WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION

WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION, **Complainant,** **v.** **PUGET SOUND PILOTS,** **Respondent.**	**Docket TP-250574**

SEVENTH EXHIBIT (NONCONFIDENTIAL) TO THE PREFILED REBUTTAL TESTIMONY OF

CAPTAIN IVAN CARLSON

ON BEHALF OF PUGET SOUND PILOTS

FEBRUARY 2, 2026

MEETING MINUTES
STATE OF WASHINGTON ~ BOARD OF PILOTAGE COMMISSIONERS
November 21, 2024

REGULAR MEETING – Call to Order

The Regular Meeting of the Board of Pilotage Commissioners was called to order at 10:00 a.m. by Chair Sheri Tonn in the Agate Conference Room, 2901 Third Avenue, Seattle, WA and online via Microsoft Teams.

Present in Person:
Chair: Sheri Tonn
Vice Chair: Eleanor Kirtley (Marine Environment)
Commissioners: Sandy Bendixen (Pilot), Mike Anthony (Pilot), Nhi Irwin (Ecology), Richard Firth (Foreign Shipping)
Administration: Jaimie Bever, Bettina Maki, Jolene Hamel
Port of Grays Harbor: Mike Folkers
Puget Sound Pilots: Severin Knutsen, Ivan Carlson, Scott Brewen
The Northwest Seaport Alliance: Lindsay Wolpa

Present via Teams:
Commissioners: Jason Hamilton (Public), Andrew Drennen (U.S. Shipping), Tim Farrell (Public)
BPC Assistant Attorney General: Albert Wang
Puget Sound Pilots: Ken Grieser, Matt Hannuksela, Travis McGrath
USCG: John Robertson
Pacific Merchant Shipping Association: Jordan Royer
Puget Sound Trainee: Rick Boullion, Derek Britton
UTC: Scott Sevall
Northwest Marine Trade Association: Jay Jennings
Department of Ecology: Haley Kennard
Public: William Brickham, Ann LaRue, Lillie Wightman, Kyle Burleson. Lovel Pratt, Gabriel Gaubert

BPC Staff Report.

- BPC Executive Director Jaimie Bever shared that state agencies have been directed by OFM to propose operating and transportation budget reductions, starting with pauses or delays to programs for the 2025 supplemental budget and 2025-2027 biennial budgets. However, small agencies, boards, and commissions are currently exempt from this request.
- In 2025 the BPC will be having an accountability audit. This audit was anticipated and already accounted for in the 23-25 biennial budget as agencies are required to pay for the cost of their audits. Bettina Maki, BPC Data Analyst, will be acting as the audit liaison and will be working with DES, holder of the majority of the BPC's accounting records.
- The Washington State Legislature has a new website https://leg.wa.gov/. It is vastly improved, especially in searching for bills.
- Bettina Maki, BPC Data Analysist, shared that the KPI Dashboard had been revised to exclude incidents that were without pilot error.

BPC Chair Report.

- BPC Chair Sheri Tonn reported that Commissioners Farrell, Anthony, and Firth will be reappointed and will continue to serve on the Board. Commissioner Bendixen, however, has decided not to seek a second term when her current term is up on December 26, 2024. Captain Severin Knutsen, PSP, will be appointed to fill the vacant Pilot Commissioner seat as of December 27, 2024. PSP President Ivan Carlson took this opportunity to share his heartfelt thanks for all Captain Bendixen has done while serving on the Board. Later in the meeting, both Commissioner Farrell and Training Program Manager Jolene Hamel also thanked Sandy for her leadership and the growth they have seen particularly as TEC Chair.

Activity Reports. John Robertson representing the United States Coast Guard (USCG), Jordan Royer representing Pacific Merchant Shipping Association (PMSA), Lindsay Wolpa representing The Northwest Seaport Alliance (NWSA), Ivan Carlson representing Puget Sound Pilots (PSP), and Mike Folkers representing the Port of Grays Harbor (PGH) offered current and projected statistical data as well as updates on current maritime issues and activities.

PSP President Captain Ivan Carlson reported that in the last six months vessel traffic coming from the West Ridge Terminal in B.C., the terminal for the Trans Mountain Pipeline, resulted in 22 loaded tankers that were over 40,000 DWT and 7 that were under for a total of 29 loaded tankers. He added that all but one of the tankers transited down Boundary Pass through Haro Strait to the pilot station, and then transited back up to Vendovi, Anacortes, or Cherry Point. Captain Carlson estimated this resulted in the addition of about 107 pilot assignments. BPC Data Analyst Bettina Maki shared the pilotage activity dashboard and was available for questions.

NEW BUSINESS

Pilot's Report of Incident: M/V *MILLINOCKET*, 10/24/2024

Commissioner Anthony reported that an incident occurred on October 24, 2024, involving *USNS MILLINOCKET*. The investigation is ongoing, and more information will be shared at the January meeting.

Pilot's Report of Marine Safety Occurrence: *TUG ATHENA (GSL CHRISTEN),* 10/04/2024

Underway in East Waterway	While made fast on vessel *GSL CHRISTEN'S* port quarter, tug *ATHENA* realized that their winch brake was malfunctioning and would only be able to push and not pull on the towline. Quick thinking led to aborting waterway transit and moving safely back into Elliott Bay. *ATHENA'S* towline was released and they were able to determine that it was a faulty hydraulic valve. They were able to replace the valve and waterway transit resumed.	Motion: Firth/ Drennen– File as a Marine Safety Occurrence – Carried.

Pilot's Report of Marine Safety Occurrence: *TUG ARTEMIS (WESTWOOD OLYMPIA),* 10/13/2024

Underway inbound to East Waterway	While inbound to Pier 18-4 in the East Waterway on the *WESTWOOD OLYMPIA*, tug *ARTEMIS* lost power in port drive unit. Tug *ATHENA* was made-up center lead aft and tug *ARTEMIS* was made-up on port shoulder. Vessel had already transited between ships and cranes at 18-3 and Terminal 30 and was just starting to work towards 18-4 at speed of 1.5 knots when the failure occurred. Weather conditions were calm, and vessel was equipped with a 5.4% bow thruster, so job continued without interruption and without the need for tug *ARTEMIS*.	Motion: Farrell/ Anthony – File as a Marine Safety Occurrence – Carried.

Pilot's Report of Marine Safety Occurrence: *NAVIOS ASTERIKS,* 10/13/2024

Moored at Pier 86, Seattle	While preforming pre-departure tests, it was discovered that the S-band radar was not displaying any pictures. After allowing for troubleshooting, VTS was contacted, and a letter of deviation was to be issued, and vessel was allowed to depart. Visibility was clear, weather was good, and the X-band radar was in good working order.	Motion: Farrell/Firth – File as a Marine Safety Occurrence – Carried.

Pilot's Report of Marine Safety Occurrence: *PIER 18 CRANE (YM TIPTOP),* 10/22/2024

Pier 18-3, Seattle	Pilot noticed that both cranes were parked in the wrong position per the Harbor Safety Plan and worked diligently to get this corrected before sailing time. However, pilot was unsuccessful in reaching anyone. The weather conditions and vessel characteristics were such that in this instance the pilot decided to move forward with the sailing. Cranes in incorrect position could cause delays in the future.	Motion: Anthony/Farrell – File as a Marine Safety Occurrence – Carried, with an abstention by Commissioner Bendixen. *Also added to TOWG for inclusion in letter to terminal operators.

Pilot's Report of Marine Safety Occurrence: *BAYLINER CIERA (ATB DUBLIN SEA),* 10/27/2024

Underway near the Hylebos Bridge, Tacoma	While transiting under the Hylebos Bridge, a 31' Bayliner transited inbound at the same time, passing between starboard bow of barge and fender wall on north side of bridge. Vessel passed clear and tug was able to get photos of the offending Bayliner with their Washington State registration number. VTS was contacted. While the Bayliner was clearly in error, pilot determined that the Bayliner would not make contact with *ATB DUBLIN SEA.*	Motion: Firth/Bendixen – File as a Marine Safety Occurrence – Carried. *Captain Anthony will work on drafting a letter to both the Hylebos Marina and to the Bayliner owner.

Pilot's Report of Marine Safety Occurrence: *FISHING NETS (NACC POROS),* 10/28/2024

Duwamish Waterway, Seattle	After getting underway from Tacoma anchorage, VTS indicated that there was heavy gill netting within Elliot Bay and the Duwamish River. Assist tugs with Crowley & Western, along with second pilot boarding the inbound bulker *GLOBAL ARC* via Arrow Launch. *GLOBAL ARC* transited same area 35-40 minutes ahead of *NACC POROS* and pilot onboard the *GLOBAL ARC* provided critical insight and updates concerning net locations. Unfortunately, after they passed through the West Waterway, fishers had reset their nets. With the foreknowledge of nets within the turning basin, the *NACC POROS* pilot decided to turn the vessel outside of the waterway and back all the way into berth for a port side landing. The West Waterway had roughly 10-12 nets fishing, two of which only provided approximately 120' between the buoys with their anchors both leading towards center channel. The edges of the channel were impassable, and only center channel offered an opening of 100' or less between anchors. This left less than 25' (approximately 20' each side) to negotiate safe transit between the two nets. Approaching the Georgetown Reach, the Turning Basing was completely covered with several nets reaching well into the center channel. Fortunately, with a narrow beam, there was enough room on the Westerly edge of the channel to negotiate passage. Only 8-10 more nets between the turning basin and LaFarge Cement. Nets throughout the transit consistently reached well beyond the edges of the navigable channel requiring course alteration from the center to opposing edges of available channel. In hindsight if pilot had known that conditions had changed after the *GLOBAL ARC* transit, they would have chosen to stand down until corrective actions were made.	Motion: Bendixen/Anthony – File as a Marine Safety Occurrence – Carried. *Lindsay Wolpa, NWSA, has agreed to take the lead on convening a group to work with tribes and waterway leadership prior to next fishing season.

Pilot's Report of Marine Safety Occurrence: *FISHING NETS (GLOBAL ARC),* 10/28/2024

Duwamish Waterway, Seattle	Pilot reported 10-14 fishing nets in waterway that impeded voyage. This was the same day and waterway as report above.	Motion: Bendixen/Anthony – File as a Marine Safety Occurrence – Carried.

Pilot's Report of Marine Safety Occurrence: *UNKNOWN VESSEL (MSC LUCY),* 11/03/2024

Underway, inbound traffic lane 1.75 knots from Buoy SE	Container ship *MSC LUCY* was in the inbound lane of the TSS from the pilot station to T5 Seattle. Running between half and full and making a speed of 14.5 knots for the Quiet Sound slowdown. On approach to the SD buoy, pilot visually observed a vessel about 4.5 miles ahead in the vicinity of the SE buoy. This vessel appeared to be on a heading to cross bow with little, if any, CPA. Captain sounded the danger signal on the whistle and went 20 degrees starboard rudder to turn away from the vessel. Pilot alerted VTS over the radio to the situation. Vessel continued to approach in traffic lane. Pilot was unable to identify the trawler by name, as they had no AIS signal and could not see the vessel visually well enough to see a name. They were not participating with VTS. Pilot could not get them to answer on the radio, and neither VTS nor other vessels in the area were able to get them to answer on channels 13 or 14.	Motion: Farrell/Kirtley – File as a Marine Safety Occurrence – Carried.

Pilot's Report of Marine Safety Occurrence: *TUG SPARTAN (MONTUKEA CHIEF),* 11/04/2024

Docking at Everett South Terminal	While originally scheduled as a one-tug job, due to predicted winds of WNW 15-20, a second tug was ordered. Tug *SPARTAN* on starboard shoulder and while on approach to dock, *SPARTAN* reported a fire in the engine room. Vessel *MONTUKEA CHIEF* was able to dock with no damage to either vessel or dock.	Motion: Firth/Farrell – File as a Marine Safety Occurrence – Carried.

Pilot's Report of Marine Safety Occurrence: *MSC SOFIA PAZ,* 11/06/2024

Manchester Anchorage	Starboard anchor chain jammed in spurling pipe to chain locker with 1.5 shots of chain left. The anchor was off the bottom and vessel drifted for approximately 20 minutes while the crew tried to engage anchor windlass and continue heaving, which was unsuccessful. The ship was re-anchored in the same position as before using the port anchor. Finished with the port anchor out, 6 shots in the water.	Motion: Farrell/Hamilton – File as a Marine Safety Occurrence – Carried.

Pilot's Report of Marine Safety Occurrence: *ATB SEA RELIANCE,* 11/09/2024

Underway, 4nm East of Smith Island	*ATB SEA RELIANCE* was en route from Anacortes to Manchester anchorage via east of Smith Island traffic lanes. While underway, vessel's engineer asked to stop the starboard engine. Pilot kept the port engine running ahead and maintained about 6 knots with good steering control. Pilot notified VTS when it was clear that the starboard engine was not going to be restored immediately. Pilot also contacted the tug *TANERLIQ*, which was dismissed from escort duties 10 minutes earlier at Lawson Reef. Pilot informed by engineer that a cooling water hose had broken and needed to be replaced, which was an estimated 20-minute repair. After repair, the starboard engine was up and running again and vessel proceeded to Manchester anchorage without any further issues.	Motion: Firth/Farrell – File as a Marine Safety Occurrence – Carried.

Tug Escort Rulemaking SEPA Update Presentation. BPC Executive Director Jaimie Bever and Department of Ecology's Haley Kennard presented a tug escort rulemaking overview and preliminary

technical findings for priority elements of the EIS. The presentation is available on the BPC website. Q&A with both the Board and the public followed.

Meeting Minutes.
Motion: Hamilton/Anthony – approve the October 17, 2024, Meeting Minutes as written with one minor correction that does not change the intent – Carried.

Committee Actions.
Trainee Evaluation Committee (TEC)

- **Pilot License Upgrade Program: Captain Michael.** Commissioner Bendixen advised that there are currently 15 pilots in their upgrade window in Puget Sound and 2 in Grays Harbor. She also stated the TEC reviewed the upgrade letters for the pilots listed above.
  Motion: Bendixen/Kirtley – approve the pilot license upgrade program for Captain Michael – Carried.
- **Appoint TEC Chair and Member: Captain Bozina.** With Commissioner Bendixen stepping down at the end of the year the TEC has recommended Captain Knutsen step into the TEC Chair role and Captain Bozina join the TEC so there will continue to be 3 active Puget Sound Pilots on the TEC.
  Motion: Bendixen/Anthony – per TEC recommendations, appoint Captain Knutsen as TEC Chair and Captain Bozina TEC pilot member – Carried.
- **Simulator Training: Captains Michelson & Wood.** Commissioner Bendixen advised that Trainees Michelson and Wood are nearing Evaluation and are ready to go through Simulator Training. The TEC pilots have worked with Seattle Maritime Academy and are excited to partner with them on this two-day training on December 12 & 13. Both Captains Anthony and Knutsen will be volunteering their time to lead the training. As in the past, a stipend increase is needed to reimburse the cost of the training.
  Motion: Bendixen/Anthony – approve the one-time stipend increase of $3400 to cover the reimbursement for simulator training for Captains Michelson and Wood – Carried.
- The TEC met yesterday and reviewed all trainee programs. Since the Board last met Trainee Sabbath has resigned from the Puget Sound Training Program to pursue other options. This leaves 6 trainees currently in PS and none in GH. There are 2 trainees in Training, and 4 in Observation. Three of the four in Observation attended the TEC meeting to transition out of familiarization. The TEC has planned for an exit interview with Trainee Sabbath that will be conducted by TEC member (industry representative) Jeff Slesinger.
- The TEC has been reviewing the Grays Harbor request to raise the tonnage levels in anticipation of having a recommendation for the Board in January. Captain Bendixen thanked Captains Leo and Knutsen for doing a deep dive on the current ship traffic and all the good work in the TEC discussions.
- Training Program Manager Jolene Hamel thanked WSF for including BPC Trainees during their training routes. They invited the trainees on a special Clipper Charter on December 7 which will incorporate 6 round trips through Spieden Channel, a particularly hard to get route for trainees.

Diversity, Equity & Inclusion Committee (DEIC)

- Chair Tonn explained that the draft committee charter has been tightened up to focus on the exam, the exam process, and identifying diversity in the existing pilot core and increasing diversity of the applicant pool for the next exam in 2026.
  Motion: Farrell/Firth – approve the draft committee charter, while allowing for some minor grammatical input from Commissioner Kirtley – Carried.

Pilot/Trainee Physical Examination Reports.
Jaimie advised that work is still underway to harmonize BPC annual physical reports with the current USCG forms.
Motion: Farrell/Drennen – approve the pilot physical examination reports for Captains B.R. Jensen, M.B. Cassee, and N.K. Moore for their annual pilot license renewals – Carried.

New Board Designated Physician: Lacreasia Wheat-Hitchings, D.O. (The Doctor's Clinic, Silverdale)
Jolene shared that there is a new physician who has requested to join the Board Designated Physician list from The Doctor's Clinic in Silverdale that was approved in October.

Motion: Farrell/Drennen– approve Lacreasia Wheat-Hitchings, D.O. and add her to the Board Designated Physician List– Carried.

Proposed 2025 Meeting Dates. The Board received the proposed list of 2025 meeting dates. All meetings would take place on the third Thursday of the month except for June (Juneteenth falls on the third Thursday) and December (to best accommodate holiday plans).
Motion: Anthony/Firth– approve the proposed 2025 Meeting Dates as drafted– Carried.

Statement of Policy Concerning Glycols, Polypropylene Tetramers & Nonene.
After consulting with the Department of Ecology and others, the BPC has drafted a statement policy regarding definitions for the 3 categories of chemicals: glycols, polypropylene tetramers, and nonene. These will be added to the definition of oil for clarification.
Motion: Bendixen/Drennen – Accept the policy statement as written – Carried.

Jaimie thanked Captain Bouma for all of his help on this issue and in turn Chair Tonn thanked Jaimie for her and the OTSC's work on this.

UTC Proposal for Puget Sound Tariff Training Surcharge Increase.
Chair Tonn introduced BPC staff recommendations for petitioning the UTC to increase the Puget Sound Tarriff Training Surcharge. The current surcharge is set at $19.00 per trainee and was put into effect by the UTC in early 2021. The first step is for the Board to approve the increase proposal and then the proposal will go to the UTC to be ruled on. Once in place, the Board will make decisions on some of the proposed uses. These include ongoing simulator training, psychometric review of the training program, DEI consulting, and more.

The Board was provided with a list of the number of trainees receiving stipends over the last four years since 2021, showing the monthly surcharge amount. For example, in February 2021, there were 9 trainees taking the stipend at $19.00 per trainee/per assignment. That would mean that any pilotage assignment at that time would include a surcharge of $171. The low was $57 in August of this year, when there were only three trainees taking a stipend. The high was $209 in April and May 2022. This surcharge goes on top of what the pilots charge for pilotage. The current training surcharge is 3.56% of the total pilotage cost. The proposed increase would bring the surcharge percentage to 4.28% of the total pilotage cost.

Chair Tonn asked for public comment and Scott Sewall from the UTC shared a bit about the UTC perspective and how the request would be handled. Then Jordan Royer from PMSA spoke against the current proposal and asked the Board to make sure that they had read Captain Mike Moore's letter urging a delay on this vote.
Motion: Kirtley/Farrell – Allow the BPC to present the proposal to the UTC with the condition that it will come back to the BPC for Board action once the UTC has ruled on it – Carried.

Appoint Exam Committee.
At previous Board meetings, Commissioner Bendixen shared that the TEC has been discussing the next exam, which will likely take place in Spring of 2026. In order to minimize the workload leading up to the next exam, it is recommended that the Exam Committee be an ongoing committee rather than just the 6 months leading up to an exam. Commissioner Bendixen shared that she and Captain Leo of Grays Harbor worked well together during the last examination, and this allows for both districts to be represented. She and Captain Leo would co-chair the 2026 Exam Committee.
Motion: Anthony/Kirtley – accept Captains Leo and Bendixen as the co-chairs for the 2026 Exam Committee – Carried.

Cancellation of December 2024 Board Meeting.
Chair Tonn stated that there did not seem to be any pressing business that could not wait until the January 2025 meeting and asked if there was any dissent.
Motion: Bendixen/Farrell – Concur with the decision to cancel the December 12 Board Meeting – Carried.

Committee Updates.
Pilot Safety Committee (PSC)

- PSC Co-Chair Drennen shared that the minutes from the last meeting in addition to the ladder safety data were supplied to the Board.

- The PSC looked at reports from July, August and September reports. There was an injury (slip) to a pilot on a cruise ship transfer arrangement and the PSC is looking at recommendations but is awaiting the IMO meeting safety committee decisions which is taking place at the end of the year.
- They discussed engine limiters and are continuing those discussions.
- They continue work on the updated MSO form and hope to be able to share it with the Board soon.
- Captains Leo from GH and Anacker from PS went to Columbia River to participate in their man overboard drill and shared their report and lessons learned.
- The PSC delayed any discussion on comp days due to the absence of key committee members.

Vessel Exemption Committee (VEC)

- The VEC met this week and is working on WAC language for passenger vessels, insurance requirements and increasing exemption fees, which would take legislative action.
- Jolene will be doodling next week to schedule our January meeting.

Oil Transportation Safety Committee (OTSC)

- BPC Executive Director and OTSC Chair Jaimie Bever stated that she has no update other than what she shared in the earlier presentation and that minutes from the last OTSC meeting had been added to the BPC website.

Terminal Operations Work Group (TOWG)

- The TOWG is working to schedule the next meeting and acknowledges the letters the Board has directed it to write and send. The next meeting will be scheduled after Chair Tonn meets with TOWG Chair Captain Coleman.

Confirmation of Next Regular Meeting Dates. Chair Tonn reminded everyone of the meeting in January and wished all Happy Holidays. BPC meetings continue to be hybrid, and all are invited and encouraged to attend in person or online.

Public Comment. Chair Tonn asked for public comment, but none was offered outside of the aforementioned comments by Commissioner Farrell on the departure of Commissioner Bendixen.

Adjourn. Meeting was adjourned by Chair Tonn at 2:05pm.

Respectfully submitted,

Jaimie C. Bever, Executive Director

Sheri J. Tonn, Chair

Eleanor Kirtley, Vice Chair	Commissioner Timothy J. Farrell
Commissioner Andrew Drennen	Commissioner Richard Firth
Commissioner Sandy Bendixen	Commissioner Michael Anthony
Commissioner Jason R. Hamilton	Commissioner Nhi Irwin