



**BPAC 2015**  
 Hamburg - Germany, 27 May 9.00 - 16.00 and 28 May 9.00 - 10.30

**Agenda**

		Opening of the conference	Host & the BPAC President
Session	Information	Report from the Secretariat	The Secretariat
Session	Information	HELCOM	The President
Session		Status on the Module BPAC education for deep-sea pilots	Sweden/all
Session	Discussion	Status on the Country Questionnaire	Secretariat
Session	Information	North European Deep Sea Pilotage Authorities	Dennis Robinson
Session	Information	Mutual information: Plans and developments in the member states since the last conference on national level	Authorities and providers
Session	Information	Information from EMPA & IMPA	EMPA IMPA
Session	Information	PAF - Pilotage Authorities Forum	Denmark Frank Adler Gottlieb
Session		Any other business	The President
Session	Information	Date and location of the next meeting	The President
Session	Information	Report on the Kiel Canal	Germany
		Closing of the conference	Host & the BPAC president



## **BPAC 2015 Draft Summary**

### **Opening of the Conference**

The President of the German Federal Maritime and Hydrographic Agency Monika Breuch-Moritz welcomed the BPAC 2015 participants and wished everyone an excellent return on the time and efforts invested in the meeting. She highlighted the importance of protecting the sensitive marine environment of the Baltic Sea and referred to personal experience from a former position in the Federal Ministry of Transport & Digital Infrastructure and from participation in earlier BPAC conferences that pilots make a substantial and most welcome contribution to achieving this goal.

The BPAC President Pernilla Wallin also welcomed all participants and expressed in particular her gratitude to the German authorities for preparing and hosting the BPAC 2015 conference. The 2015 agenda included a number of traditional issues and did not seem to focus on items of a particularly contentious or time consuming nature. The attendees followed up with brief introductions of their backgrounds and interests in the BPAC 2015 Conference. Next, they approved the Summary of the BPAC 2014 Conference without any reservations.

### **Report from the Secretariat**

The BPAC Secretary General Frank Gottlieb reported that the Secretariat had not received any calls or statistics on deep sea pilotage over the last year. He also noted that the BPAC website on the link [balticpilotage.org](http://balticpilotage.org) continues to be in good working order, but no improvements and updates have taken place since last year's meeting. Any requests for modification of the website would be most welcome, and he urged all to forward their proposals, if any, directly to him through [fgo@dma.dk](mailto:fgo@dma.dk).

He also reported that the former BPAC Secretary Inger Andersen had retired after many years of dedicated and highly appreciated service. The BPAC President, therefore, called on the Secretary General to convey the BPAC's as well as her personal best wishes to Inger Andersen for a long and happy retirement.

### **HELCOM**

The BPAC President mentioned that a group of experts was in the process of drawing up a paper under the aegis of HELCOM on the issue of under keel clearance in the Baltic Sea Region. The idea is to improve the safety at sea through deeper and better understanding of the challenges related to this important subject. She therefore recommended that the BPAC 2015 participants contact their national HELCOM representatives to obtain copies for further study. She also emphasized that the document is of an informative and descriptive nature and should not be considered legally binding.

### **Status on the BPAC Module Course for Education of Deep Sea Pilots**

Nautical Administrative Officer Johan Wahlström stated that Swedish Authorities have published version 1.0 of the BPAC module course and are prepared to follow its guidelines when defining the requirements for Baltic deep sea pilots as well as for pilotage service providers. He kindly invited participants to forward any comments on the course through [johan.wahlstrom@transportstyrelsen.se](mailto:johan.wahlstrom@transportstyrelsen.se). That goes in particular for proposals to develop and improve the course.



The BPAC Secretary General Frank A. Gottlieb indicated that efforts would be made to integrate the module course in Danish legislation so as to oblige new Danish deep sea pilots to follow it in its entirety. The BPAC President considered the module course an issue important enough to deserve inclusion as a regular item on future BPAC agendas.

Next, a table round showed that opinions on the module course are divided. Finland appreciates it, but has no plans to use it. At this point in time the German supply of deep sea pilots is satisfactory. Consequently, there is no urgent need to focus on the issue. Nevertheless, the module education will be kept in mind as a source of inspiration. Norway has no deep sea pilots and does not need the kind of guidance offered by the module course.

Poland is prepared to study the pros and cons of the module course further, but needs more time for decision making. Russia is also studying the module course. As the current supply of deep sea pilots is sufficient, there is time enough to consider the next step. Nautical Administrative Officer Johan Wahlström commented that national authorities are, of course, free to pick and choose the elements from the module course that fit into their own training programmes.

#### **Status on the Country Questionnaire**

The BPAC Secretary General Frank A. Gottlieb noted that the Secretariat would be grateful for receiving statistics from all BPAC member states on the number of deep sea pilotage operations. Data on the deep sea boarding positions currently in use would be most welcome, too. He therefore kindly invited all national representatives to forward updated data at their earliest convenience. The BPAC President and the German representative Daniela Nissen supported the invitation. Captain J.D. Robinson from Trinity House indicated that data of this kind might in some cases be considered commercially sensitive and would not necessarily filter through to the BPAC.

#### **North European Deep Sea Pilotage Authorities**

Captain Dennis Robinson from Trinity House made a presentation based on the file “BPAC 2015 - presentation - Trinity House - 28.05.2015.pptx”. The file is available on [balticpilotage.org](http://balticpilotage.org) under the item “Links and docs”. He explained that pilots attend a revalidation interview once a year to check their certification, competency and knowledge of recent changes, e.g. in routing measures and regulation. During these sessions interviewers invite pilots to share their personal experience on relevant pilotage issues. Recent pilot feedback indicates, i.a., that electronic charts are rarely fully updated with relevant Navtex maritime safety information and Admiralty changes.

He further noted that deep sea pilot candidates are now subject to a new, standardized and updated examination interview based, i.a., on a common exam checklist, an exam power point presentation and voyage questioning. The test also includes checks of the examinee’s knowledge of trends and changes in current pilotage conditions of a more general nature.

Next, he indicated that Trinity House would like to draw up a comprehensive and easily accessible radio frequency list to contact deep sea pilots. In this context a questionnaire on the subject has been circulated to some European maritime authorities. Captain Robinson kindly invited the BPAC members to help identifying the relevant radio frequencies.



Finally, he followed up on questions from the BPAC members with confirmations that

- the requirements to become a UK licensed deep sea pilot are equal for UK and non-UK nationals,
- pilots can report incidents anonymously to the UK Coast Guard,
- deep sea pilots are subject to the same medical checks as other pilots and that
- he was unaware of cases in which wind farms had impacted on the efficiency of radars in the UK.

### **Mutual Information**

Contributions to this agenda item were based, i.a., on presentations in the files listed below. These files are available from [balticpilotage.org](http://balticpilotage.org) under the item “Links and docs”.

- 1 : “BPAC 2015 - presentation - Denmark - 28.05.2015.pptx”
- 2 : “BPAC 2015 - presentation - Finland - 28.05.2015.pptx”
- 3 : “BPAC 2015 - presentation - Germany - 28.05.2015.pptx”
- 4 : “BPAC 2015 - presentation - Norway - 28.05.2015.pptx”
- 5 : “BPAC 2015 - presentation - Poland - 28.05.2015.pptx”
- 6 : “BPAC 2015 - presentation - Russia - 28.05.2015.pptx”
- 7 : “BPAC 2015 - presentation - Sweden - 28.05.2015.pptx”
- 8 : “BPAC 2015 - presentation - Shore Based Pilotage - 28.05.2015.pdf”
- 9 : “BPAC 2015 - presentation - EfficienSea - 28.05.2015.pptx”

### **Denmark**

Pilotage Superintendent Frank A. Gottlieb briefly accounted for new legislation opening the market for transit pilotage in the straits, i.e. the Great Belt and the Sound. The opening will take place in steps from a level of 600 transit operations in 2016 and continue with an additional 200 each year up to a level of 1.200 in 2019. Finally, unrestricted competition will be introduced from 1 January 2020. These developments are expected to lead to, i.a., lower prices, the invention of new pilotage products and improved service levels. As a further consequence more shipowners will consider it advantageous to order pilots for ships transiting the straits. This will improve the safety at sea and safeguard the environment in the straits.

The law calls for competition on equal terms between private, non-subsidized operators, and EU and EEA operators of this kind can make a bid for a share of the market. The law also instructs the Danish state pilotage operator, i.e. DanPilot, to continue guaranteeing the provision of pilotage services in Danish waters, including the straits. More competition increases the need for public control of operators and their staff, and Danish authorities are now developing new control and reporting mechanisms to cope with the challenge, e.g. annual audits of all pilotage operators and cell phone apps allowing for fast-track reporting from pilots.

The Superintendent also mentioned a study from the consulting firm Cowi indicating that shore based pilotage is already technically feasible. However, the costs involved in this option are too high at this stage, and he expected that to remain the case for a long time to come. Time will tell whether the current development of E-navigation technologies can change the game. Shore based pilotage is only relevant, if it produces the same or a higher level of safety at sea at the same or a lower price than is currently the case.



In reply to questions raised by the BPAC members, he confirmed that

- Danish Authorities are as dedicated as ever to watch over the safety at sea in the straits,
- prices on mandatory local pilotage will remain the same, whereas prices on non-mandatory local pilotage might rise as a result of the new legislation on competition,
- the new control mechanisms are financed directly by the pilotage operators and, consequently, indirectly by the users of pilotage services, and that
- pilotage operators are free to choose the quality of their pilot boats as long as they comply with the minimum legal requirements.

#### Finland

Special Adviser Jukka Tuomaala from the Finnish Transport Safety Agency briefly outlined the Finnish pilotage system, including its organizational features, pilotage areas and administrative activities. He emphasized that the number of pilotage operations has been declining for some years and that the Pilotage Act is currently under review. Changes in the legislation would most likely concern issues such as the status of some internal waters, the criteria for compulsory pilotage, the requirements for education providers and the criteria for exemption of small LNG bunker tankers from compulsory pilotage. Details on the new legislation will follow at the 2016 BPAC meeting.

#### Germany

The German representative Daniela Nissen reported that the recruitment of pilots is growing more difficult due to a shrinking pool of experienced ship officers. Access to live and realistic training of prospective pilots has turned out to be a problem, too, and a working group has been established to identify adequate solutions. It might be the right way forward to set up a formal pilot education and training system in close cooperation with, i.a., the sea and harbour pilot brotherhoods as well as the shipowners. However, nothing has been decided yet.

She went on to note that competition is not the only viable mechanism to control the price and cost levels in the pilotage sector. German experience indicates that a combination of administrative pressure and strict management can trim and minimize those levels, too, for the benefit of all parties involved, including shipowners and coast states. Finally, she mentioned that a new SWATH (small waterplane area twin hull) pilot boat is now being tested in German waters. Preliminary test results suggest that the new pilot boat has good technical features and lives up to expectations.

#### Norway

Captain Johannes Sivertsen from the Norwegian Coastal Administration briefly accounted for the Norwegian pilotage statistics in 2014 compared to 2013. The total number of pilotage operations had grown by 1.5 pct., but this upward trend varied considerably from region to region. For instance, the level of activity had dropped by 7 pct. in the Oslo area.

He also disclosed that the government had appointed a committee to consider adjustments of the pilotage act allowing for the same levels of safety and service at lower costs. New regulation might change the criteria for subjecting vessels to compulsory pilotage. The same goes for the criteria to acquire pilotage exemption certificates. Technological progress, e.g. the use of modern types of aids to navigation, might play a role in this context. Reorganization of elements of the pilotage service could also be tabled for discussion. Lowering the costs related to the transportation of pilots to and from the ships through outsourcing seems to be a case in point.



## Poland

Captain Kazimierz Goworowski from UMS MARBALCO Co., Ltd contributed with a presentation that compares, i.a., the number of calls on and departures from Polish ports in 2013 and 2014 as well as the number of pilot services produced in the same two years. The statistics indicate a slight decline in activity levels in 2014 in both cases. The presentation also reports that new terminals in the ports of Świnoujście and Gdańsk are expected to be completed in 2015 and 2016, respectively.

## Russia

Deputy Director of Navigation and Security Andrej Balashov from the Russian federal state unitary enterprise "Rosmorport" outlined the main organizational features of the pilot service and safety navigation system in the Russian Baltic ports. Rosmorport refers to the Federal Agency of Maritime and River Transport that is subject to the Ministry of Transport. Pilot fees represent about 5 per cent of all port fees in the Baltic area, and the fleet of pilot boats is ageing. The legislation allows for a mix of state and private pilots. The latter have a competitive edge in the sense that they can choose and pick among the most profitable pilotage jobs and leave the rest to the state pilots. This state of affairs was most unsatisfactory.

Adviser Vladimir Egorkin followed up with a statement that private operators tend to prioritize their own income opportunities over the public interest in high levels of safety at sea. For instance, they typically avoid reporting to the authorities about irregularities on the ships so as to please and keep their customers. He also argued that some private pilots are inclined to maximize their profits by offering poor quality pilotage at the same price as quality conscious state operators. In other words, competition means a strong focus on personal benefits and can ultimately lead to corruption. He also judged public regulation unfair in cases when it instructs state operators to supply pilotage to any customer at any time and allows private operators to pick and choose their customers at will. Consequently, he considered it of paramount importance to avoid competition in pilotage.

## Sweden

Nautical Administrative Officer Johan Wahlström from the Swedish Transport Agency noted that the total number of pilotage operations, the number of deep sea pilotage missions as well as the number of valid pilotage exemption certificates had declined from 2013 to 2014.

He also explained that Swedish authorities are now carrying out a risk analysis of the local pilotage fairways to determine whether there is cause for adjusting today's criteria for compulsory pilotage. For the time being the risk model operates with about a dozen parameters of a technical nature, e.g. traffic intensity, radar efficiency and turn complexity, but new elements might be added to improve the accuracy of the model. In this context it should not be forgotten that the highest risk is typically related to the person at the helm.

## **Information from EMPA & IMPA**

### EMPA

Pilot and EMPA Vice President Bjarne Caesar Jensen returned to the issue of market liberalization and noted that commercial pressure compromises a pilot's ability to make professional assessments. He also argued that the economies of scale associated with a single operator are lost in a system with competition between many operators with individual administrative and logistical solutions.





Moreover, today's EU thinking about business in ports is now moving towards non-liberalization, and the Danish government, therefore, has ended up in a position out of line with general European trends. Finally, recent history has ample evidence that competition does not work as predicted by theory. Instead, experience from other countries, e.g. Romania, shows that pilot operators might choose to split the market between them so as to avoid price competition at their own expense.

#### **IMPA**

President of Bundeslotsenkammer and IMPA Vice President Hans-Hermann Lückert considered the role of pilots to protect the interests of coast states. The best way to cope with this challenge is to organize pilotage as a public service allowing pilots to focus on safety and environment issues and not as a private industry forcing pilots to concentrate on business and profitability. A case in point relates to Argentinian legislation on competition that has forced pilots to work longer hours and, therefore, to perform less efficiently due to fatigue.

He also referred to the IMO Resolution A.960 that provides a basis for national pilotage regulation, including training and education. Unfortunately, many states fail to follow A.960, and he would very much welcome proposals and initiatives to promote the use of this important resolution.

#### **Competent Pilotage Authorities Forum (CPAF)**

Pilotage Superintendent Frank A. Gottlieb explained that the Competent Pilotage Authorities Forum (CPAF) meets under the auspices of The International Association of Marine Aids to Navigation and Lighthouse Authorities (IALA) to exchange experience and develop guidelines on pilotage, e.g. on the implementation on the recommendations of IMO Resolution A.960. For the moment he had nothing to report, as no CPAF meetings had taken place since the last BPAC conference. However, he felt optimistic that IALA would organize a CPAF meeting in 2016.

#### **Any Other Business & Date and Location of the Next Meeting**

The attendees did not raise any new issues under this item. Nautical Administrative Officer Johan Wahlström followed up with a statement that Sweden would be pleased to arrange the next BPAC conference. Details will follow through the BPAC Secretariat.

#### **Report on the Kiel Canal**

Master Mariner and Head of the Shipping Division at the Kiel Canal Authority Ulrich Bösl made an extensive presentation on the strategic, political and economic importance of the Kiel Canal. The presentation included a broad range of data on future developments of the canal and their technical, logistical, navigational and financial aspects. He considered it likely that the ongoing projects to increase the capacity of the canal could shift some vessel traffic away from the longer North Sea - Skagen - Baltic Sea route and towards the shorter North Sea - Brunsbüttel - Kiel - Baltic Sea route. If so, it might impact on the future demand for pilotage services in the straits.

#### **Closing of the Conference**

The German representative Daniela Nissen thanked all for their contributions to the BPAC 2015 conference. So did the BPAC President and she furthermore availed herself of the opportunity to reiterate her gratitude towards the German hosts for organizing an excellent meeting in Hamburg.



## BPAC 2015 Participation

Hamburg, Germany, 27 May 9.00 - 16.00 and 28 May 09.00 - 10.30

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