



Board of Pilot Commissioners
FOR THE BAYS OF SAN FRANCISCO, SAN PABLO, AND SUISUN

ANNUAL LEGISLATIVE REPORT 2025



STATE OF CALIFORNIA



Board of Pilot Commissioners

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as of December 31, 2025

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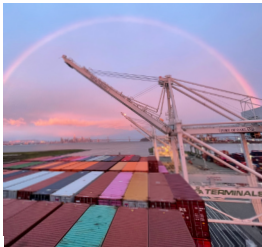
REPORT DATE: April 1, 2026



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Introduction and Board Overview

In 2025, the Board of Pilot Commissioners for the Bays of San Francisco, San Pablo, and Suisun celebrated 175 years of service to the people of California. Since 1850, the Board has played a critical role in protecting California’s coastline and driving the state’s economy.

The Board of Pilot Commissioners for the Bays of San Francisco, San Pablo, and Suisun, also known as the BOPC, the Board, or the Pilot Commission, licenses, trains, and regulates up to 60 maritime pilots (Board-licensees) who guide ships of 750 gross tons or greater on the Bays of San Francisco, San Pablo, Suisun and Monterey, and tributaries to ports in Stockton and Sacramento. For business purposes, the pilots organize themselves as the “San Francisco Bar Pilots.”

The Board was created by the first legislative session of the State of California in 1850. It has served continuously since, operating on a part-time basis, meeting monthly. Statutory references to the Board can be found in the Harbors and Navigation Code §1100 et seq. Board regulations can be found in California Code of Regulations, Title 7, §201 et seq.

The Board consists of eight Commissioners. Seven of its members are appointed by the Governor and confirmed by the Senate, and are drawn from the public, Board licensees, and industry stakeholder groups. The eighth Commissioner is the California Secretary of Transportation who serves as an ex officio, non-voting member who may exercise all other privileges of a member of the Board. The detailed composition of the Board is:

- Two are pilots licensed by the Board.
- Two are shipping industry members, one from the tanker industry and one from the dry cargo industry.
- Three are public members who are neither pilots nor work for companies that use pilots.

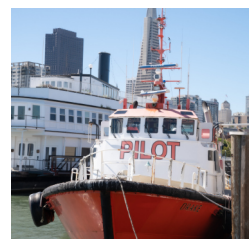
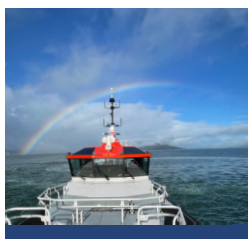
- The Secretary of the California Transportation Agency serves as an ex officio non-voting member.

The Board also has several committees that assist with its work. Committees consist of Board members and volunteers who provide subject matter expertise. Committees hold public meetings throughout the year and make recommendations to the Board.

Board licensees charge pilotage fees (tariffs) to the shipping industry for the delivery of pilotage services. Board licensees also charge, collect, and remit, or expend various surcharges paid by the shipping industry as set and directed by the Board. These surcharges fund the Board’s operations and programs, pilot boats and other assets owned and used by Board-licensees, and the San Francisco Bar Pilot Pension Plan.

By statute, the Board must submit a report of its activities to the Secretary of the Senate, the Chief Clerk of the Assembly, and the Secretary of the California Transportation Agency on or before April 15th of each year describing the Board’s activities for the preceding calendar year and providing certain specified information.

The statutory annual reporting requirements include the following data: the number of vessel movements across the bar (a sand bar approximately 11 miles west of the Golden Gate Bridge); the number of vessel movements on the bays and on the rivers within the Board’s jurisdiction; the names of pilots and trainees and license status; and summaries of closed and open navigational incident or misconduct reports involving a pilot or pilot trainee. The following report is hereby submitted in compliance with the statutory requirements.





Board Accomplishments in 2025

INTRODUCTION

2025, marked the 175th anniversary of the Board’s founding in 1850. Over the course of the year, consistent with its long history, the Board has continued to work on strengthening the pilotage system on the waters under its jurisdiction, improving oversight and accountability, and modernizing processes to better serve its stakeholders and the people of California. This summary captures the major actions and initiatives that the Board undertook in 2025 to advance its mission into the next decade and beyond.

NEW PILOTAGE RATE SETTING REGULATIONS: STREAMLINED AND TRANSPARENT

Ensuring the safe, reliable and efficient operations of the San Francisco Bay pilotage system is the Board’s most important responsibility. To support that mission, the

Board must ensure that pilotage tariffs are “fair, just, reasonable, and sufficient rates for the provision of a safe, competent, reliable, and efficient pilotage service” (Harbors and Navigation Code §1250). On a day-to-day basis, rates set by the Board fund the operations of the San Francisco Bar Pilots (SFBP) and the Board, and the Board’s various programs, including Pilot Training, Pilot Continuing Education, and Pilot Vessel Construction and Maintenance.

In 2025, the Board developed proposed regulations to implement statutes chaptered in 2022. For historical context, those 2022 statutes were enacted in response to the financial challenges the Board (and the SFBP) experienced during the COVID-19 pandemic. During that period, the Board formed the Ad Hoc Committee to Review the Pilotage Rate Setting Process (Committee) to evaluate whether changes to the pilotage rate-setting



transferring authority to determine and set pilotage rates from the Legislature to the Board. Under the prior framework (in place since the 1970s), bar pilotage rates were set through specific legislative statutes rather than through Board rulemaking. The updated statutes effectively transitioned pilotage rate setting from a statutory process to a regulatory process overseen by an administrative law judge.

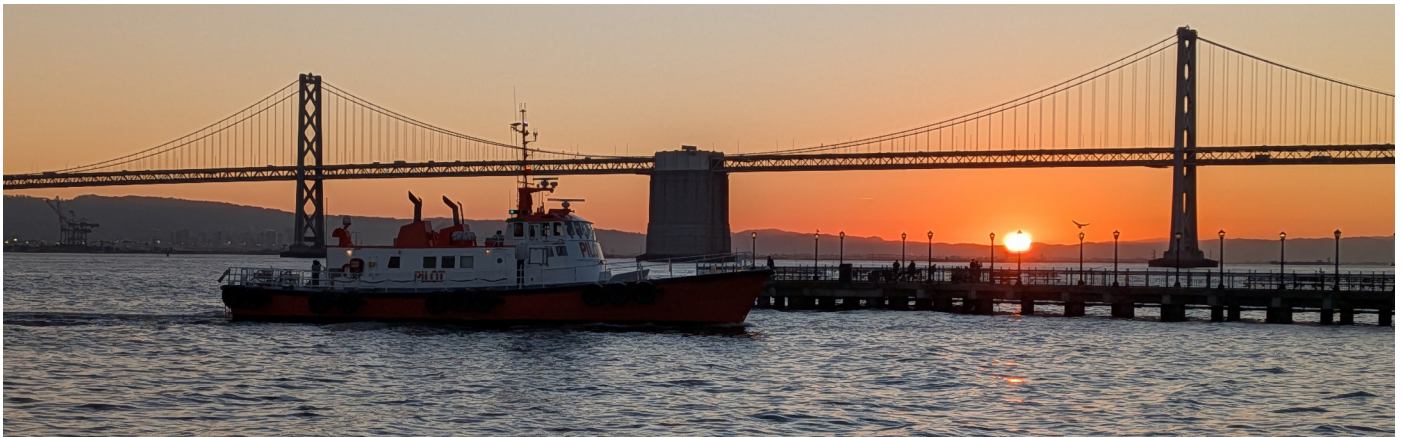
With responsibility shifted from the Legislature to the Board, the 2025 proposed regulations are intended to clarify and specify the roles and duties of the parties

involved in the rate-setting process, including the Board, the Executive Director and staff, and stakeholders. For example, section 236.6 lists the Executive Director's ministerial duties; section 236.7 addresses ex parte communications for the Board and staff; section 236.8 identifies which parties have standing and the criteria for determining it; and section 236.9 confirms the Board's authority to initiate a rate-setting proceeding on its own.

process would benefit the State, Board licensees, and the shipping industry. The Committee included Board members representing the SFBP, the public, and the shipping industry. Meetings were also attended by stakeholders, including representatives from the shipping industry, the SFBP, and the public. The Committee reviewed the Board's existing statutory rate-setting process, the Board's historical practices spanning roughly five decades, and pilotage rate-setting approaches in other jurisdictions, including Washington, Oregon, and Hawaii.

In addition to implementing the 2022 statutes, the proposed regulations would also remove regulatory steps that were tied to the former requirement for legislative action on rate adjustment petitions. This is intended to reduce delays and uncertainty caused by conflicting or outdated statutory and regulatory language. The draft regulations were recommended to the Board and were approved unanimously

That review resulted in recommendations to the Board, and those recommendations were later reflected in legislation establishing new statutes governing the rate-setting process (Chapter 6 of Division 5 of the Harbors and Navigation Code, commencing with Section 1250, effective September 29, 2022). These 2022 statutory changes marked a major shift by



at the Board’s regular August 2025 meeting. The Board anticipates the new pilotage rate-setting regulations will take effect in 2026.

TRAINING THE NEXT GENERATION OF PILOTS

In addition to streamlining the process used to fund the pilotage system, the Board also began planning for the 2026 Pilot Trainee Training Selection Examination (Examination) in 2025. Administered approximately every three years, this rigorous, multi-part examination is designed to identify highly qualified candidates for entry into the Board’s Pilot Trainee Training Program.

Developing and delivering the Examination is a months-long effort that requires careful project planning, coordination, and quality control. The process relies on the expertise and collaboration of Board staff, CalHR, current Board licensees, and industry subject matter experts. Together, these partners support examination development activities such as defining the competencies to be assessed (job task analysis), developing exam resources, designing and validating exam components, ensuring fairness and consistency in scoring, and aligning the examination process with applicable state standards.

The Examination is critical to maintaining a safe, reliable, and highly professional pilotage

system. Because marine pilots operate in complex, high-risk environments where sound judgment and technical competence are essential, the examination helps ensure the Board selects candidates with the aptitude, foundational knowledge, and decision-making skills needed to succeed in intensive training and ultimately protect public safety, commerce, and the environment. By using a structured, competitive, and job-related assessment process, the Board also promotes fairness, transparency, and consistency in candidate evaluation, supporting workforce readiness and long-term continuity of pilotage services.

NEW TECHNOLOGY FOR EFFICIENT OPERATIONS

The Board launched a multi-year Information Technology Modernization Project (ITMP) aimed at automating key administrative processes, including pilot licensing and training. The ITMP also involves digitizing historical records for research, reporting, and disaster recovery. In Fiscal Year 2023-24 the Board received authority from the Legislature via the budget change proposal process approved by the Department of Finance to fund engagement of the California Department of Technology’s Project Approval Lifecycle (PAL) and began PAL Stage 2 in May

2024. This work is ongoing, and the Board anticipates entering PAL Stage 3 in the Spring of 2026, and selecting an IT solution for the ITMP in 2026.

FIRST-EVER BOARD OFFSITE MEETING

In 2025, the Board held its first-ever offsite, a full-day meeting where sessions were designed to step back from routine agenda items and focus on bigger-picture strategic priorities. The day provided dedicated time for open discussion, alignment on mission and strategic direction, and deeper exploration of actions for the Board. By creating space for candid dialogue and collaborative problem-solving, the offsite helped strengthen shared understanding across the Board and clarified near- and medium-term goals.

Holding a day-long offsite delivered clear value by enabling richer conversations than a standard Board meeting format typically allows. It supported stronger relationships among Board members, improved alignment with staff and stakeholders, and surfaced decisions and action items that can be carried forward with accountability. Overall, the offsite served as an investment in governance effectiveness: helping the Board operate more cohesively, make more informed decisions, and maintain focus on the outcomes that matter most.

OTHER BOARD ACTIVITIES

The Board consists of eight members. Seven member are appointed by the Governor and confirmed by the Senate, consisting of two pilots licensed by the Board, two members representing the shipping industry, and three public members representing the people of

California. The eighth member of the Board is the Secretary of the Transportation Agency, who is an ex officio non-voting member.

In July 2025, Governor Newsom appointed a wet cargo shipping industry representative to the Board, further strengthening its leadership and oversight. As of this report, there are no vacancies on the Board.

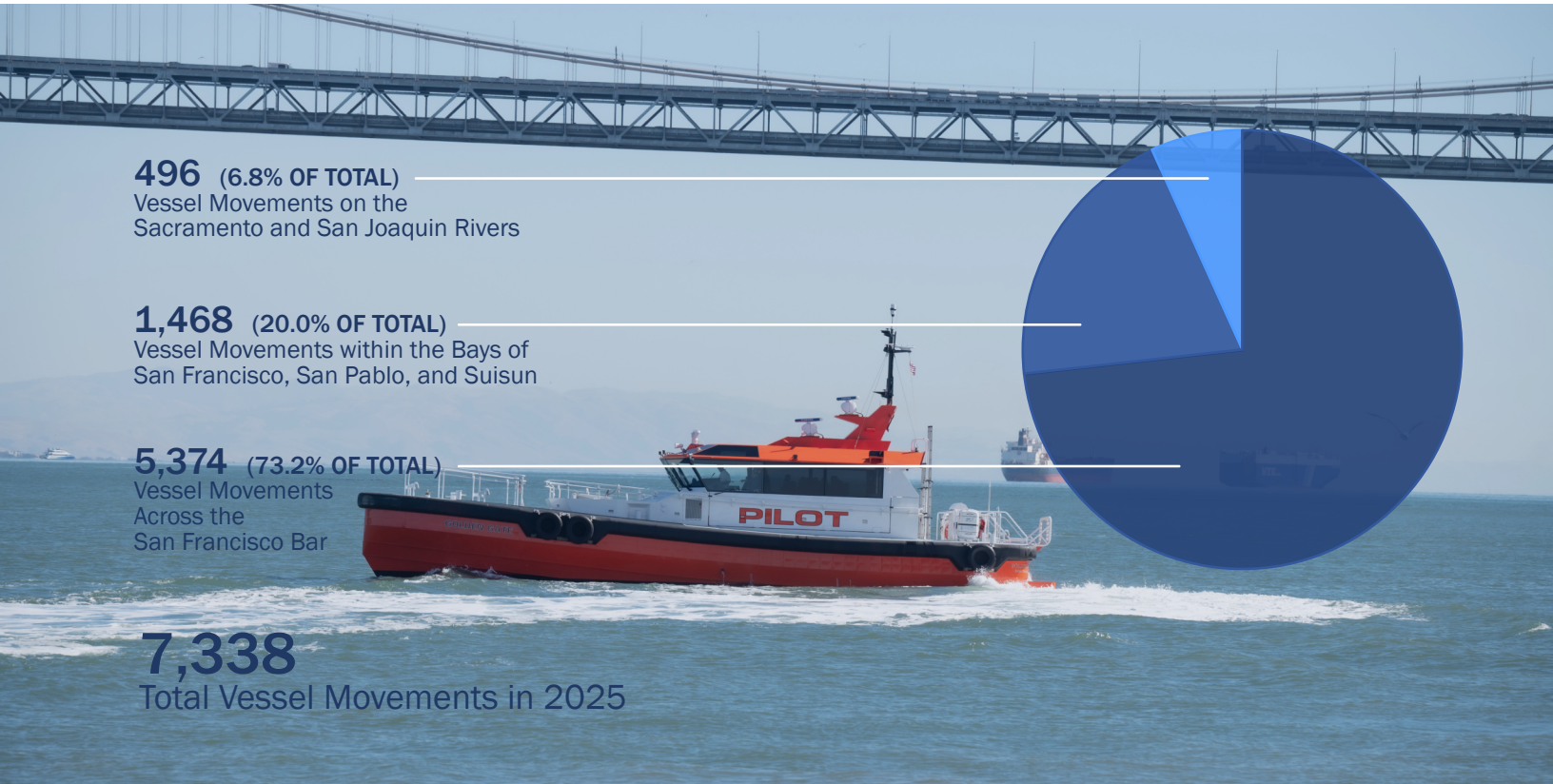
The Board's five staff positions support its day-to-day operations and programs. As of this report, all five positions are filled. Given its small size, the Board supplements its administrative, programmatic, and technical needs through agreements with other governmental entities and private contractors, ensuring the efficient and effective fulfillment of its responsibilities. These government agencies and private contractors include the Department of Justice, the California Highway Patrol, the Department of Transportation, the California Department of Human Resources, the State Controller's Office, the Department of Technology, the Cal Poly Maritime Academy, the Regents of the University of California, the Department of General Services, Maritime (Incident) Investigators, the San Francisco Bar Pilots, and the Artelia Group (Port Revel).

LITIGATION

In 2025, the Board was a party to litigation arising from a pilot licensing matter involving Captain Ronald Greger, including proceedings before an administrative law judge and a petition for writ of administrative mandamus. The Board anticipates the matter will remain pending and continue into 2026.

Vessel Movements

Harbors and Navigation Code Section 1157.5(a) mandates that the Board provide a report of the number of vessel movements across the bar, on the bays and on the rivers within the Board's jurisdiction.



496 (6.8% OF TOTAL)
Vessel Movements on the Sacramento and San Joaquin Rivers

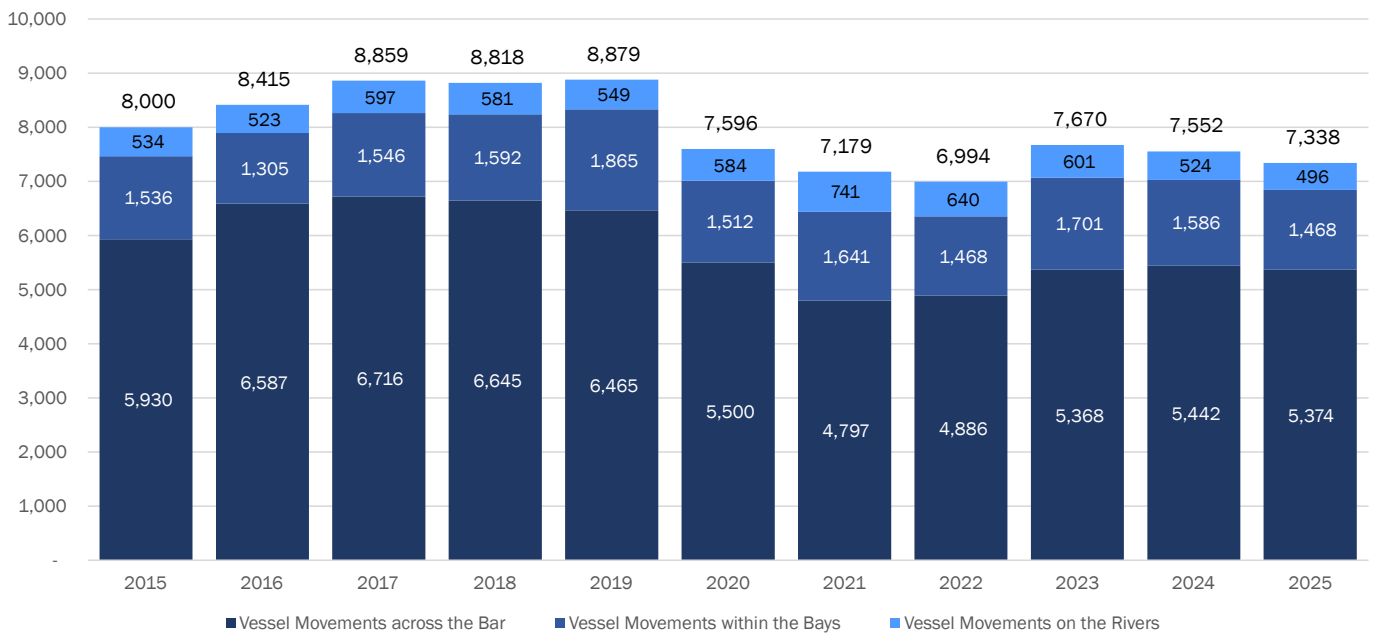
1,468 (20.0% OF TOTAL)
Vessel Movements within the Bays of San Francisco, San Pablo, and Suisun

5,374 (73.2% OF TOTAL)
Vessel Movements Across the San Francisco Bar

7,338
Total Vessel Movements in 2025



Historical Vessel Movements, 2015 thru 2025



Board Licensees and Trainees

Table 1. Status of Board Licensees

| Pilot | Original License Date | Last Date Licensed | Licensed and Fit for Duty Dates | License Renewed Date ¹ | Licensed and Not Fit for Duty Dates | Licensed and Authorized Manned Model Training Dates | Licensed and Authorized Combination Course Training Dates |
|--------------------|------------------------|--------------------|--|-----------------------------------|-------------------------------------|---|---|
| Alfers, Douglas | 9/28/2017 | | 1/1/2025 - 12/31/2025 | 9/27/2025 | | | |
| Barron, Christian | 5/15/2025 ⁴ | | 5/15/2025 - 12/31/2025 | | | 9/8/2025 - 9/12/2025 | |
| Barnum, Mark | 12/8/2022 | | 1/1/2025 - 12/31/2025 | 12/7/2025 | | | |
| Benedict, William | 1/28/2021 | | 1/1/2025 - 12/31/2025 | 1/27/2025 | | | |
| Billingsley, Neil | 4/28/2016 | | 1/1/2025 - 12/31/2025 | 4/27/2025 | | | |
| Bridgman, Daniel | 4/1/2010 | | 1/1/2025 - 12/31/2025 | 3/31/2025 | | | 3/3/2025 - 3/7/2025 |
| Burns, Mathew | 8/24/2023 | | 1/1/2025 - 12/31/2025 | 8/23/2025 | | | |
| Carlier, John | 1/20/1989 | | 1/1/2025 - 12/31/2025 | 1/19/2025 | | | |
| Carr, Robert | 6/27/2013 | | 1/1/2025 - 7/6/2025 12/23/2025 - 12/31/2025 | 6/26/2025 | 7/7/2025 - 12/22/2025 ³ | | 3/3/2025 - 3/7/2025 |
| Corbett, David | 4/25/2019 | | 1/1/2025 - 12/31/2025 | 4/24/2025 | | | 5/5/2025 - 5/9/2025 |
| Crowl, Casey | 7/25/2019 | | 1/1/2025 - 12/31/2025 | 7/24/2025 | | | |
| Cvitanovic, David | 6/22/2017 | | 1/1/2025 - 3/20/2025 8/7/2025 - 12/31/2025 | 6/21/2025 | 3/21/2025 - 8/6/2025 ³ | | 3/3/2025 - 3/7/2025 |
| D'Aloisio, Samuel | 7/1/2014 | | 1/1/2025 - 12/31/2025 | 6/30/2025 | | | 3/3/2025 - 3/7/2025 |
| Deisher, Nicholas | 5/27/2021 | | 1/1/2025 - 12/31/2025 | 5/26/2025 | | | |
| Epperson, Dylan | 12/15/2016 | | 1/1/2025 - 12/31/2025 | 12/14/2025 | | | |
| Favro, Orrin | 12/14/2012 | | 1/1/2025 - 12/31/2025 | 12/13/2025 | | | 5/5/2025 - 5/9/2025 |
| Fawcett, Erik | 6/23/2011 | | 1/1/2025 - 12/31/2025 | 6/22/2025 | | | |
| Freese, Kevin | 11/15/2018 | | 1/1/2025 - 12/31/2025 | 11/14/2025 | | | 11/17/2025 - 11/21/2025 |
| Hirschfeld, Jubal | 2/25/2016 | | 1/1/2025 - 12/31/2025 | 2/24/2025 | | | |
| Johnson, Eric | 12/13/2012 | | 1/1/2025 - 12/31/2025 | 12/12/2025 | | | 3/3/2025 - 3/7/2025 |
| Kellerman, Zachary | 1/28/2011 | | 1/1/2025 - 12/31/2025 | 1/27/2025 | | | |
| Laakso, Kristopher | 8/26/2011 | | 1/1/2025 - 12/31/2025 | 8/25/2025 | | | |
| Larwood, Dan | 7/1/1998 | | 1/1/2025 - 12/31/2025 | 6/30/2025 | | 9/8/2025 - 9/12/2025 | 11/17/2025 - 11/21/2025 |

¹ Pilot was determined by a Board-appointed physician as fit for duty. The term of a license renewal is one year.

² Pilot retired. One pilot retired in 2025. The Board approved on 2/27/2025, that the pilot's retirement be backdated to be effective on 3/27/2024.

³ Indicates period of time a pilot was deemed not fit for duty by a Board-appointed physician.

⁴ One original license was issued in 2025.

Table 1. Status of Board Licensees, continued

| Pilot | Original License Date | Last Date Licensed | Licensed and Fit for Duty Dates | License Renewed Date ¹ | Licensed and Not Fit for Duty Dates | Licensed and Authorized Manned Model Training Dates | Licensed and Authorized Combination Course Training Dates |
|---------------------------|-----------------------|------------------------|--|-----------------------------------|--------------------------------------|---|---|
| LeSieur, Cevan | 9/26/2014 | | 1/1/2025 - 12/31/2025 | 9/25/2025 | | | 3/3/2025 - 3/7/2025 |
| Lingo, Matthew | 2/22/2013 | | 1/1/2025 - 3/20/2025 10/1/2025 - 12/31/2025 | 2/21/2025 | 3/21/2025 - 9/30/2025 ³ | | |
| Long, Joe | 7/1/2008 | | 1/1/2025 - 3/23/2025 5/27/2025 - 12/31/2025 | 6/30/2025 | 3/24/2025 - 5/26/2025 ³ | | 11/17/2025 - 11/21/2025 |
| Manes, Mark | 6/28/2012 | | 1/1/2025 - 12/31/2025 | 6/27/2025 | | | |
| McCloy, David | 6/1/2008 | | 1/1/2025 - 12/31/2025 | 5/31/2025 | | | 5/5/2025 - 5/9/2025 |
| Merritt, David | 8/26/2010 | | 1/1/2025 - 12/31/2025 | 8/25/2025 | | 9/8/2025 - 9/12/2025 | 5/5/2025 - 5/9/2025 |
| Meyer, John | 11/2/2023 | | 1/1/2025 - 12/31/2025 | 11/1/2025 | | | |
| Murney, James | 9/23/2021 | | 1/1/2025 - 12/31/2025 | 9/22/2025 | | | |
| Murray, Andrew | 4/28/2016 | | 1/1/2025 - 12/31/2025 | 4/27/2025 | | | |
| Nyborg, Einar | 7/1/1995 | | 1/1/2025 - 12/31/2025 | 6/30/2025 | | 9/8/2025 - 9/12/2025 | |
| Olmsted, Jonathan | 9/21/2023 | | 1/1/2025 - 12/31/2025 | 9/20/2025 | | | 3/3/2025 - 3/7/2025 |
| Pascucci, James | 8/24/2023 | | 1/1/2025 - 12/31/2025 | 8/23/2025 | | | |
| Pullin, Jesse | 1/24/2019 | | 1/1/2025 - 12/31/2025 | 1/23/2025 | | | 11/17/2025 - 11/21/2025 |
| Pyne Mercier, Christopher | 3/26/2020 | | 1/1/2025 - 12/31/2025 | 3/25/2025 | | 9/8/2025 - 9/12/2025 | 11/17/2025 - 11/21/2025 |
| Ridens, Raymond | 1/1/2007 | | 1/1/2025 - 10/24/2025 | 12/31/2025 | 10/25/2025 - 12/31/2025 ³ | | |
| Robinson, Eric | 1/1/2004 | | 1/1/2025 - 12/31/2025 | 12/31/2025 | | | 11/17/2025 - 11/21/2025 |
| Rogers, Nicholas | 1/28/2021 | | 1/1/2025 - 12/31/2025 | 1/27/2025 | | | |
| Rubino, Michael | 3/22/2017 | | 1/1/2025 - 12/31/2025 | 3/21/2025 | | | |
| Ruff, Paul | 1/27/2011 | | 1/1/2025 - 9/23/2025 | 1/26/2025 | 9/24/2025 - 12/31/2025 ³ | | 11/17/2025 - 11/21/2025 |
| Sappington, Bart | 4/27/2023 | | 1/1/2025 - 12/31/2025 | 4/26/2025 | | | |
| Slack, Dustin | 7/1/2008 | | 1/1/2025 - 12/31/2025 | 6/30/2025 | | | |
| Snapp, Spencer | 1/26/2023 | | 1/1/2025 - 12/31/2025 | 1/25/2025 | | | |
| Starnitzky, Maximilian | 8/22/2019 | | 1/1/2025 - 12/31/2025 | 8/21/2025 | | | |
| Stevens, Matthew | 1/28/2021 | | 1/1/2025 - 12/31/2025 | 1/27/2025 | | | |
| Stultz, Joshua | 2/23/2012 | | 1/1/2025 - 12/31/2025 | 2/22/2025 | | | |
| Teague, Steven | 1/1/2007 | 3/26/2024 ² | | | | | |
| Vogel, Jason | 11/16/2017 | | 1/1/2025 - 12/31/2025 | 11/15/2025 | | | 5/5/2025 - 5/9/2025 |
| Weber, Eric | 12/9/2021 | | 1/1/2025 - 12/31/2025 | 12/8/2025 | | | |
| Wehr, Shane | 6/1/2008 | | 1/1/2025 - 12/31/2025 | 5/31/2025 | | | |
| Weiss, David | 9/10/1993 | | 1/1/2025 - 12/31/2025 | 9/9/2025 | | | |

Table 2. Detailed Status of Board-Licensed Pilots

| Status | Number |
|------------------------------------|--------|
| Pilots who Passed Away | 0 |
| Pilots on Active Military Duty | 0 |
| Pilots on Leave of Absence in 2025 | 0 |
| Licensed Pilots Suspended in 2025 | 0 |

Table 3. Status of Pilot Trainees

Sorted by Training Program Entrance Date and Alphabetically by Last Name

| Name of Trainee | Trainee Program Entrance Date | Status as of December 31, 2025 |
|-------------------|-------------------------------|--|
| Barron, Christian | August 22, 2023 | Graduated on May 15, 2025 |
| Gallo, Lillian | August 22, 2023 | In Training |
| Johnson, Carl | January 9, 2024 | In Training |
| Johnston, Todd | May 8, 2024 | Dismissed by the Board on August 28, 2025 ¹ |
| Thinger, Daniel | October 29, 2024 | In Training |
| Ahrens, Nicholas | December 4, 2024 | Resigned on April 17, 2025 |
| Roberts, Brendan | August 19, 2025 | In Training |

¹ After a hearing, the Board determined Trainee Johnston committed an act of misconduct in his time card reporting of his pilot trainee assignments, in violation of California Code of Regulations, Title 7, section 214(f), and dismissed him from the program.

Summary of Reports of Navigational Incidents Acted On or In Progress

Subdivision (c) of Section 1157.5 of the Harbors and Navigation Code requires the Board to provide summaries of each report of misconduct or navigational incidents involving pilots, or other matters for which a license issued by the Board may be revoked or suspended. The summaries must provide a description of findings made by the Board’s Incident Review Committee (IRC), the resulting action taken by the Board, as well as a summary of any prior reportable incidents of which a finding of pilot error was made for the pilots involved. For those cases that are still under investigation, the summary shall include a description of the reported incident and an estimated completion date for the investigation.

There were no reportable navigational incidents in 2025. Two incidents, which occurred in 2024, were decided by the Board in 2025. These incidents are summarized as follows.

1. M/V KONA TRADER

| | |
|--|--|
| PILOT | Captain Christian Stevens |
| INCIDENT DESCRIPTION | M/V KONA TRADER made unintended contact with a pier at the Port of Stockton in Stockton, California. |
| LOCATION | Stockton, California |
| DATE OF EVENT | September 25, 2024 |
| BOARD ACTION | The Board found for pilot error. |
| DATE OF BOARD ACTION | Reviewed on June 27, 2025 and confirmed on August 28, 2025. |
| REPORTABLE INCIDENTS OF PRIOR PILOT ERROR/ MISCONDUCT | N/A |

2. M/T PLATANOS

| | |
|--|--|
| PILOT | Captain Daniel Weiss |
| INCIDENT DESCRIPTION | M/T PLATANOS made unintentional contact with the pier at Shell Martinez in Martinez, California. |
| LOCATION | Martinez, California |
| DATE OF EVENT | October 14, 2024 |
| BOARD ACTION | The Board found for pilot error. |
| DATE OF BOARD ACTION | September 25, 2025 |
| REPORTABLE INCIDENTS OF PRIOR PILOT ERROR/ MISCONDUCT | N/A |