

Date: June 23, 2026	Board of Pilot Commissioners for the Bays of San Francisco, San Pablo, and Suisun 660 Davis Street, San Francisco, CA 94111 PILOT CONTINUING EDUCATION COMMITTEE MEETING MINUTES	Page 1 of 7
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ATTENDANCE

Committee Members Present via Webex:

Captain John Carlier, San Francisco Bar Pilots (SFBP) President and Port Agent
Joanne Hayes-White, Public Member
Karen Tynan, President, Public Member, Chair

Committee Members Absent:

None

Staff Present via Webex:

Allen Garfinkle, Executive Director
Matthew Millspaugh, Assistant Director
Alethea Wong, Licensing and Training Programs Manager
Greg Shepherd, Records Management and Program Support Coordinator
Mari Ayala, Board Administrative Coordinator
Roma Cristia-Plant, Consultant to the Board

Public Via Webex:

Captain Anne McIntyre, SFBP Business Director
Kevin Baldwin, SFBP General Counsel
Captain Joshua Stultz, SFBP
Captain Robert Carr, Commissioner
Captain Mark Barnum, SFBP

OPEN MEETING

1. Call to order and roll call. (Chair Tynan)

Chair Tynan called the meeting to order at 9:37 a.m. Board Administrative Coordinator Ayala called the roll and confirmed a quorum.

2. Public comments on matters on the agenda or not on the agenda.

None.

3. Review and approval of Committee meeting minutes. (Chair Tynan)

A) Possible Committee action to approve the minutes from the Pilot Continuing Education meeting held on August 4, 2020.

MOTION: Committee Member Hayes-White moved to approve the draft August 4, 2020, Pilot Continuing Education Committee meeting minutes. Chair Tynan seconded the motion.

VOTE: YES: Carlier, Hayes-White, and Tynan.

NO: None.

ABSTAIN: None.

ACTION: The motion was approved.

B) Possible Committee action to approve the minutes from the Pilot Continuing Education meeting held on June 8, 2021.

MOTION: Committee Member Hayes-White moved to approve the draft June 8, 2021, Pilot Continuing Education Committee meeting minutes. Chair Tynan seconded the motion.

VOTE: YES: Carlier, Hayes-White, and Tynan.

NO: None.

ABSTAIN: None.

ACTION: The motion was approved.

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C) Possible Committee action to approve the minutes from the Pilot Continuing Education Committee meeting held on June 21, 2021.

- MOTION:** Committee Member Hayes-White moved to approve the draft June 21, 2021, Pilot Continuing Education Committee meeting minutes. Chair Tynan seconded the motion.
- VOTE:** YES: Carlier, Hayes-White, and Tynan.
NO: None.
ABSTAIN: None.
- ACTION:** The motion was approved.

4. Review and possible recommendation to the Board regarding the minimum contractor services necessary to provide manned model ship handling training. (Executive Director Garfinkle/Assistant Director Millspaugh)

Possible Committee recommendation to Board staff to revise manned model training provider criteria.

Executive Director Garfinkle stated that the current contract for pilot continuing education manned model training (with Artelia, at Port Revel) will expire June 30, 2027. He stated that the new contract would take significant time to implement so immediate action is recommended. He listed three contracting methods and noted that the sole source method, while employed previously, may not be available this time around. The contract options and details included:

- **Invitation for Bid (IFB)** – cost is the sole determining factor for selection.
- **Request for Proposals (RFP)** – scoring method would need to be established for selection.
or (if determined there is only one entity that can satisfy all required elements of the training):
- **Sole Source (Non-Competitive Bid (NCB))** – robust justification would be needed to explain why no other contractors would be able to meet contract needs.

Assistant Director Millspaugh stated that regardless of which option is selected, it will be a lengthy process that must start with confirming the minimum qualifications and then releasing a Request for Information (RFI). The Committee must discuss whether potential changes to the minimum qualifications would be appropriate. All changes to the minimum qualifications must be finalized prior to the RFI distribution.

Executive Director Garfinkle encouraged the Committee to review the meeting minutes they approved in Agenda Item 2 because they may provide considerations for this discussion which were thoroughly reviewed in the previous meetings but may not be applicable now.

Executive Director Garfinkle mentioned the proposal to transition the Continuing Education administration from the Board to the SFBP, which would allow the potential of more diverse training to address pilot issues regarding the monotony of the current training provided. Since this transition would require both regulatory and legislative changes that cannot be completed prior to the current contract expiration, regardless of whether the Committee chooses to move forward with transitioning the administration of continuing education or not the Board will need to implement a new contract for manned model training.

In response to Chair Tynan's question regarding the minimum qualification criteria, Executive Director Garfinkle stated that the details are listed in the current contract's Statement of Work (SOW). He summarized the prior SOW requirements for the Committee.

Committee Member Carlier stated that he didn't think changes to the criteria were necessary.

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In response to Chair Tynan's question regarding SFBP taking over the contract for the pilot Continued Education:

- Executive Director Garfinkle stated the conversation would continue under agenda item 7.
- Assistant Director Millspaugh stated that, if the Committee decided to approve that transition, it would most likely not take effect until late 2027. The current manned model contract will expire prior to that. He recommended simultaneously pursuing the necessary legislative changes to transition administration of training and a contract for manned model training.

In response to Captain McIntyre's recommendation to visit other schools before considering sending pilots to them (to assess environmental issues, such as high winds that would limit the feasibility of classes):

- Assistant Director Millspaugh stated that visiting other schools could be part of the evaluation process if it was built into the RFP process as part of the evaluation criteria.
- Executive Director Garfinkle stated that a requirement regarding the weather could also be included (in the requirements or evaluation process) but it would have to be based on averages; which are difficult to write into contracts.

Committee Member Carlier stated how impressed he was by that Port Revel's willingness to accommodate the Board over the years by getting additional models, tugs, tug pilots, and redesigning the lake (building and creating channels and currents, adjusting currents daily as needed to create various parts), going above and beyond to fulfill the Board's requests and needs.

Captain Stultz suggested adding language in the SOW to require the ability to generate and adjust current, wind, swell, and waves; and requiring specific models that would create relevant experiences/scenarios for the pilots (such as a container vessel).

Assistant Director Millspaugh stated that he could draw up a new RFI draft with revised criteria and provide it to the Committee for comment.

Captain Stultz stated, regarding the contract expiring June 30, 2027, that he scheduled training for groups in mid-June 2027 and September 2027.

Chair Tynan stated that there is institutional knowledge connected with the current contract.

In response to Chair Tynan's suggestion of adding language to set a 5-10% limit on weather inhibiting training, Assistant Director Millspaugh stated that research could be done on what language could be added to ensure the intent of language without over restricting the entity providing the training.

Ms. Cristia-Plant stated that the manned model contractor minimum criteria had slight modifications in several places between the versions listed in the minutes for June 8, 2021 and June 21, 2021. She also suggested requiring the ability to simulate wave action to scale.

Executive Director Garfinkle stated that possible ideas for changes to the SOW requirements included requiring the contractor to have:

- The ability to use tracking through a Global Positioning System (GPS).
- The ability to pass in a narrow channel.
- The ability to simulate ultra-large container vessels encountering a quarter during swell while entering a narrow channel (such as the bar channel).

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Chair Tynan recommended including narrow channel passing and following swell in a narrow channel. Committee Member Carlier stated that, although the current training includes it, it may be difficult to require training on passing in a narrow channel because it is not something pilots are encouraged to do.

Captain Stultz stated that some of the current requirements are vague and need to be clarified, such as the current requirement of 40,000 meters of water, with half of it being shallow water; the requirement should specify that the shallow water “must be 1.5 Under Keel Clearance (UKC) or less” to ensure that the proposed venue incorporates an adequate area for the ship handlers to experience and overcome the effects of shallow water as water depth creates substantial differences in the ability to handle vessels.

In response to Captains McIntyre and Stultz’s request for a copy of the requirements, Executive Director Garfinkle stated that Board staff would put together a list of documents and SOW with minimum criteria to send to Josh Stultz to get feedback to adjust/clarify items.

Chair Tynan requested that Captain Stultz respond with the proposed changes to the contract requirements by August 1, 2026.

5. Report on the contracting process for the next manned model ship handling training contract, including consideration of the potential need for a Request for Information. (Executive Director Garfinkle/Assistant Director Millspaugh)

Assistant Director Millspaugh stated that, to create a defensible process, the Committee must approve the requirements necessary to ensure all mandatory training elements are satisfied. Once approved, Board staff can distribute the RFI to potential facilities and CalProcure; and, based on the responses, initiate an RFP or NCB as appropriate.

Executive Director Garfinkle stated that it must be demonstrated that no other contractors meet the requirements if the Board pursues an NCB.

6. Report on the status of the current Combination Course and associated contracting, with the California Polytechnic State University (Cal Poly) Maritime Academy (previously The California State University Maritime Academy [CMA]) (Executive Director Garfinkle/Assistant Director Millspaugh)

Executive Director Garfinkle stated that, due to the impact of the Cal Poly merger, the level of continued internal focus on CMA’s Professional and Continued Education (PaCE) program has become uncertain. The loss of the radar program reduced the PaCE program’s momentum and creation of their own curriculum for the Board’s course has ceased. If new content is needed or desired, the Board would have to have each instructor create it.

Captain Stultz stated scheduling concerns, including unresponsiveness to scheduling until two months prior to class date (instead of the year lead time preferred), and additional scheduling restrictions added to prioritize school schedule. He also stated that he started researching other facilities to see if any can meet the statute requirements.

Captain McIntyre stated that she attended some of Cal Poly’s meetings and understood they have hired a new head of PaCE and are looking to grow the program, but she is uncertain that their focus includes the Board’s training and Cal Poly Maritime may to be able to provide level of service needed.

Assistant Director Millspaugh stated that the combination course contract would have to be taken over by another public entity or the Board would have to demonstrate that no public entity can meet the requirements.

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In response to Captain McIntyre's statement regarding adding scheduling and availability to the required criteria for the contract, Assistant Director Millspaugh stated that it would be possible to add scheduling and availability to the criteria.

Captain Stultz stated that the Cal Poly scheduling restrictions include a limited timeframe (two weeks available a year, coinciding with a holiday so students are not present) and short notice (waiting to confirm student activities prior to scheduling Board course). Due to these scheduling limitations and delays in responsiveness, it is problematic to continue contracting for the combination course, that requires working with scheduling for multiple entities, including San Jose State / National Aeronautics and Space Administration (NASA) representatives (to lead the Fatigue training for the pilots), attorneys (to lead the legal training), pilot instructors and attendees.

Chair Tynan summarized the two issues to scheduling were: Response times for scheduling (to initiate the training in the pipeline) and the times being offered are not conducive to pilot operations.

Commissioner Carr suggested researching other in-state schools to provide Board training.

Assistant Director Millspaugh stated that, if a shift of contracting authority to SFBP is desired, a shorter agreement term could be written to allow SFBP to take over sooner. The current contract expires June 30, 2027.

Chair Tynan agreed to Assistant Director Millspaugh's suggestion, that he send the SOW information for both contracts (manned model and combination course) to SFBP with the goal of receiving feedback for both contracts by August 1, 2026.

7. Discussion on the proposal to shift Continuing Education contracting from the Board to the San Francisco Bar Pilots (SFBP) and the statutory and regulatory changes necessary to make this shift possible. (Executive Director Garfinkle/Assistant Director Millspaugh)

Possible Committee recommendation to the Board to initiate statutory and regulatory changes shifting Continuing Education contracting responsibilities from the Board to SFBP.

Executive Director Garfinkle listed some benefits and other considerations regarding the potential shift of continuing education contracting from the Board to SFBP. Details included:

- A benefit to shifting contracting to SFBP would be increased pilot autonomy (although all training would still have to meet requirement criteria, and submission of certificates proving attendance would still be required, pilots would have more control over training selection).
- If the Board desired to shift the authority, changes to the legislature would be needed.
- The Board would need to find a sponsor for the bill (ideally The Pacific Merchant Shipping Association (PMSA) or SFBP).

Captain McIntyre stated that, after discussing it internally, SFBP agreed that if they handled the continuing education contract(s), they could ensure training quality. She further stated that, if the statute is to be changed, it would be advisable to look at the whole statute for other desirable changes and make all changes at the same time.

Attendees discussed changing the statute to allow more training flexibility. Discussion points included:

- Captain Stultz suggested changing the statute to allow more flexibility with training variety, scheduling, and duration. He stated that five consecutive days of training leaves a large gap of pilots, so it would be better if pilots could split the training into two shorter sessions. He also questioned the current process of each pilot taking the same training multiple times.

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- Executive Director Garfinkle agreed with the idea of revising the statute to create more flexibility to add new curriculum, stating that there are courses available on subjects that couldn't have been envisioned when the statute was initially drafted.
- Chair Tynan agreed that nimbleness in the statute would be beneficial, stating that it is not known how technology will change or what new technology will be available in the future that may impact training, etc.

MOTION: President Tynan moved to for the Committee to recommend to the Board to initiate statutory and regulatory changes shifting Continuing Education contracting responsibilities from the Board to SFBP; including having an initial agenda item in August 2026. Committee Member Carlier seconded the motion.

VOTE: YES: Carlier, Hayes-White, and Tynan.
NO: None.
ABSTAIN: None.

ACTION: The motion was approved.

Executive Director Garfinkle stated this would be a conceptual item (informational) that Board staff would be working towards this goal (to encourage progress in that direction).

In response to Chair Tynan's request that Board staff include this as a Board agenda item in August and include any historical documents and Board materials that would be helpful for initial discussion and a shared mental model, Executive Director Garfinkle stated that Board staff would compile a staff report that would include information from the June 23, 2026 memo and a funding model similar to the navigation technology (NavTech) equipment and work with SFBP to capture their thoughts as well.

**8. Comments from the public and Committee Members on matters not on the agenda.
(Chair Tynan)**

None.

**9. Schedule the next Committee meeting, and proposals for the next Committee meeting agenda.
(Chair Tynan)**

Committee Members agreed to hold the next Committee meeting on August 6, 2026, at 9:30 a.m. via Webex.

Chair Tynan suggested circulating the draft agenda to Committee members prior to posting it.

10. Adjournment. (Chair Tynan)

Chair Tynan adjourned the meeting at 11:17 a.m.

Submitted by:



Allen Garfinkle
Executive Director

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ACRONYM INDEX

Acronyms / Abbreviations	Definition
AI	Artificial Intelligence
BOPC/Board	Board of Pilot Commissioners
Cal Poly	The California Polytechnic State University
CMA	The California State University Maritime Academy
GPS	Global Positioning System
IFB	Invitation for Bids
NASA	National Aeronautics and Space Administration
NavTech	Navigation Technology
NCB	Non-Competitive Bid
PaCE	Professional and Continued Education (CMA program)
PMSA	The Pacific Merchant Shipping Association
RFI	Request for Information
RFP	Request for Proposal
SFBP	San Francisco Bay Pilots
SOW	Statement of Work
UKC	Under Keel Clearance (the vertical distance between the bottom of a ship's keel and the seabed. When a number is specified (e.g. 1.5 UKC), it refers to the number of meters there are toward the absolute safety margin or the percentage clearance ratio of a ship's beam or draft.)

This and other documents for this meeting can be found on the Board's website www.bopc.ca.gov

