

Training, Professional Development and Oversight Program For Pilots at the Port of San Diego

Submitted by
Port of San Diego Pilotage Advisory Council
May 24, 2017

I. Introduction.

This document contains the recommendations of the Port of San Diego Pilotage Advisory Council for revision of the apprenticeship, professional growth and oversight programs for pilots at the Port of San Diego that were originally created in 2004. The revision of the Training, Professional Development and Oversight Program results from the ongoing evaluation of current and past pilotage practices by members of the Pilotage Advisory Council that are appointed by the Executive Director, San Diego Unified Port District, pursuant to the 1997 Memorandum of Agreement between the United States Coast Guard, the State of California, and Certain California Ports Concerning Requirements for Pilots on Vessels Engaged in Foreign Trade. The Council will continue to hold regular meetings, evaluate the pilotage system and practices for San Diego Bay and prepare periodic written reports to the District's Executive Director with findings of reviews and appropriate recommendations.

II. Definitions.

- A. "Board" or "Commission"** means Board of Port Commissioners for the Port of San Diego, San Diego Unified Port District.
- B. "Executive Director"** means the Executive Director of the San Diego Unified Port District.
- C. "Council"** means Pilotage Advisory Council for San Diego Bay.
- D. "Authorized Pilot"** Licensed pilots who are designated by the Board to provide piloting services to vessels entering, leaving, or shifting within the Port of San Diego.
- E. "Pilot Trainee"** means the individual or individuals who are actively engaged in the training program.
- F. "San Diego Bay Pilots' Association, Inc." or "SDBPA"** means the organization consisting of the port authorized pilots and supporting infrastructure providing commercial piloting services for San Diego Bay.
- G. "Training Program"** means the initial training requirements set forth herein for Pilot Trainees and the phased training of newly Authorized Pilots to progressively accomplish the necessary skills to pilot vessels of diverse size and configuration to and from all berths within San Diego Bay.

III. Establishment of Memorandum of Agreement.

The San Diego Unified Port District Act provides for the District to develop, operate, maintain, control, regulate and manage the harbor of San Diego upon the tidelands and lands underlying the inland navigable waters of San Diego Bay, and to promote maritime commerce, navigation, fisheries and recreation thereon. The Board

recognizes that San Diego Bay is an important resource, and it is deemed necessary in the interest of public health, safety, welfare and national security of the nation to regulate the piloting of vessels utilizing the navigable waters of San Diego Bay in order that such resources, the environment, life and property may be protected to the fullest extent possible.

Accordingly, the Board authorized the Port of San Diego to become a signatory to a Memorandum of Agreement, created on February 26, 1997, between the United States Coast Guard, the State of California, and certain existing authority for the regulation of pilotage. It is the intent of the parties to this Agreement to improve the safety of vessel navigation and port and environmental safety through: the establishing of a local Pilotage Advisory Council to assess the risks associated with safe piloting of vessels and make recommendations to improve pilotage requirements or tariffs, including the training and professional development of pilots; the modifying of local port tariffs and regulations to require the use of federally licensed pilots with local knowledge on vessels over 300 gross tons not on enrollment; and, the enforcement of tariffs and requirements for pilot apprenticeship, professional development, and oversight. This system of regulation per the Agreement benefits and protects the public interest by avoiding unnecessary duplication of capital expenses, facilities and regulatory oversight.

IV. Training Program.

The language contained in this training program closely follows the requirements for San Francisco Bay Pilots set forth in California Code of Regulations, Title 7, Harbors and Navigation, Division 2, State Board of Pilot Commissioners for the Bays of San Francisco, San Pablo and Suisun, Article 4, Training Program and Article 5, Licensing. Modifications have been made to fit the Port of San Diego regulatory environment.

A. Pilot Trainees.

1. This section applies only to persons not previously authorized by the Board of Port Commissioners for the Port of San Diego or otherwise exempt from such program.
2. Port authorized pilots hold key positions in the safe passage of ship borne commerce in the San Diego Bay area. They must exemplify the highest standards of leadership, professionalism, and personal integrity. Mariners selected for the training program must demonstrate that they are fully capable of meeting demands of accountability and responsibility associated with such positions. The vital role of appropriately trained pilots in safety of navigation upon the bay cannot be overemphasized.
3. To meet minimum eligibility requirements, each applicant must meet one of the following provisions along with license and work experience:
 - (a) possess a current, valid merchant marine credential with an endorsement as unlimited Chief mate, or unlimited Master, with an unlimited radar endorsement; and, provide documentation demonstrating two years of performance in the rating or piloting

under the authority of the individual's merchant marine credential.

- (b) possess a current, valid merchant marine credential as Master, 1,600 tons with an unlimited radar endorsement; and, provide documentation demonstrating three years of employment and performance in the rating as a ship-assist tugboat captain.
 - (c) possess a current, valid merchant marine credential as Master, 1,600 tons with an Unlimited Radar Endorsement; and, provide documentation demonstrating two years of performance as a pilot in another United States port or United States territory.
 - (d) in addition to either (a), (b), or (c) above, the applicant must possess a current, valid merchant marine credential as a First Class Pilot or have a valid endorsement on their license as First Class Pilot for the pilotage waters of San Diego Bay and approaches.
 - (e) be of good mental and physical health and of good moral character;
 - (f) provide four letters of reference that have been updated within the last 6 months, a copy of the merchant marine credential (both sides), written authorization to conduct a background check using, but not limited to, California Department of Motor Vehicles and Federal Bureau of Investigation data bases and a letter of sponsorship from the San Diego Bay Pilots' Association; and
 - (g) pass a comprehensive medical examination. The examination prescribed herein shall be conducted in accordance with these regulations and the guidelines set forth by the U.S. Coast Guard in Navigation and Vessel Inspection Circular No. 04-08, COMDTPUB 16700.4 dated June 17, 2013 and the REFERENCE GUIDE FOR PHYSICIANS - PHYSICAL EXAMINATION FOR RETENTION OF SEAFARERS IN THE U.S. MERCHANT MARINE as adopted by the Seafarers Health Improvement Program (SHIP) Committee on April 26, 1985, and which is hereby incorporated by this reference, and a copy of which shall be on file in the Port District office. The Port District shall maintain a list of at least five physicians, licensed by the State of California, who have agreed to perform the examinations required by these regulations.
4. The number of applicants to be accepted into the program shall be recommended by the SDBPA and the Council, based on anticipated manpower requirements.

B. Pilot Trainee Training Program

1. In order to be considered for authorization as a pilot, a pilot trainee must successfully complete the training program conducted and supervised by the pilots of the San Diego Bay Pilots Association, Inc.. The SDBPA shall recommend to the Council that the trainee, upon

successful completion of the training program, be authorized to perform Pilotage duties on San Diego Bay.

2. The training program prescribed herein shall include the following topics:
 - (a) area geography;
 - (b) port and waterway configuration;
 - (c) hydrography (channel depths and widths, bottom configuration);
 - (d) hydrology and hydraulics;
 - (e) tides and currents;
 - (f) winds and weather;
 - (g) aids to navigation (interaction with and information they convey);
 - (h) bottom composition;
 - (i) marine facilities;
 - (j) other traffic and operations (including commercial fishing vessels, recreational boating, dredging and marine regattas);
 - (k) air draft;
 - (l) communications;
 - (m) applicable laws, rules and regulations;
 - (n) marine traffic regulation;
 - (o) local and seasonal traffic patterns and densities;
 - (p) ship maneuvering behavior for all vessel types pertaining to San Diego Bay commerce to be or could be piloted including hydrodynamic interactions with respect to other vessels, facilities and channel bathymetry;
 - (q) advantages, limitations and effect on ship handling of various types of main propulsion and auxiliary maneuvering machinery;
 - (r) ship handling for piloting, anchoring, docking and undocking, maneuvering with and without the aid of tugs and emergency situations to vessels associated with San Diego Bay commerce;
 - (s) tug control (for maneuvering assistance);
 - (t) use of ground tackle to aid maneuvering;
 - (u) navigation systems (traditional and electronic);
 - (v) radar systems (manual and automated); and
 - (w) marine and environmental safety requirements.
 - (x) U.S. Navy, U.S. Coast Guard and Port District operations
3. The training program for each pilot trainee shall consist of a minimum of four months of training. The program is to be performance based, may include classroom training and shall include assignments to ride as an observer on tugs engaged in ship assist work. In addition, the program shall include a minimum of 200 transits. However, the 200 transit requirement can be reduced at the discretion of the SDBPA. A summary of the minimum transit and classroom requirements is shown in attached Exhibit "B."
4. The SDBPA may dismiss and advise the Council of the dismissal of a pilot trainee from the training program at any time of training without

cause. The Council may recommend, advise or otherwise authorize the dismissal of a pilot trainee from the training program should conditions warrant.

5. In determining whether a pilot trainee has successfully completed the training program or whether or when the trainee should be authorized as a pilot, the Council shall consider whether the trainee has met federal regulatory, or requirements as listed in this document, and any other statutory prerequisites for being authorized as a pilot and has adequately demonstrated:

- (a) A grasp of fundamentals of ship handling and local knowledge; local knowledge may be measured by the trainee's understanding of the topics listed in the above paragraph IV.B.2. (a) through (i).
- (b) bridge presence, including proper and timely handling of all shipboard communications and overall bridge management;
- (c) proper and timely handling of communications with other vessels, and other entities external to the vessel;
- (d) situational awareness, contingency planning and the ability to keep the vessel on track;
- (e) appropriate and timely use of navigational equipment;
- (f) appropriate vessel speed control;
- (g) appropriate response to vessel traffic;
- (h) docking, undocking and anchoring skills;
- (i) appropriate use of tugs; and
- (j) consistency of acceptable performance.
- (k) completion of the professional development program described in V, B, 1-3.

6. Upon attainment of Authorized Pilot status as conferred by the Board of Port Commissioners, a newly-authorized pilot shall commence performing pilot duties as assigned and directed by the SDBPA. Said assignments shall be made to allow the newly-authorized pilot to progressively take on and acquire the knowledge and skills to accomplish piloting tasks of increasing levels of difficulty.

V. Professional Development Program.

- A.** Every pilot must complete and maintain the professional development program established by this section. Council may recommend and the Executive Director may approve of revoking or suspending the authorization of a pilot if he or she fails to successfully complete the program during the period specified by the Council.
- B.** The program for each pilot shall consist of:
 - 1.** Bridge Resource Management Evaluation using the following methods on a periodic basis:
 - (a) A peer survey assessing each pilot's bridge team integration and communication performance completed at least once annually.

- (b) Surveys will be presented to the Masters of various commercial vessels for feedback and review.
 - (c) At regularly scheduled Council meetings, Pilots, POSD and Coast Guard Sector San Diego will discuss Bridge Resource Management topics, recent and national lessons learned.
2. A SDBPA member will attend and document a professional conference at least every 2 years.
 3. Each SDBPA member must attend or participate in a fatigue mitigation program once every two years that will inform the member of the hazards of fatigue and present effective strategies to prevent fatigue while on duty.
 4. Attendance in any course or training that the Council recommends as being beneficial to the San Diego pilotage system; and,
 5. Participation in local information exchange and working groups such as the San Diego Harbor Safety Committee and stakeholder meetings concerning San Diego Bay held by the U.S. Coast Guard, NOAA, and U.S. Navy, in order to remain current on local and national issues pertaining to the maritime industry.
- C. The SDBPA shall provide the Council and the Port with a training documentation flow sheet outlining historic and planned training elements to be performed by the individual pilots.
- D. The Council shall recommend and the Executive Director shall approve an appropriate mechanism to finance the professional development program, through surcharge or otherwise, to ensure that the pilots maintain an acceptable industry standard level of continuing training.

VI. Oversight.

The Port, as agreed in the Memorandum of Agreement, is responsible for establishing standards that include periodic evaluations to verify that each pilot is maintaining the required level of proficiency. The Port shall maintain such records and tickler system as is necessary to verify compliance with standards outlined within this Training, Professional Development and Oversight Program for Pilots at the Port of San Diego. The following outline provides a framework that will be further developed by the Council, for the oversight of each pilot's performance.

- A. Evaluation Criteria.** The Council will recommend minimum criteria to be used in the evaluation and oversight of a pilot's performance. The criteria will include:
1. Peer review/Check-rides. The performance of each authorized pilot will be reviewed on a specified basis by another member of the SDBPA to allow direct performance feedback. Such reviews shall include: periodic check-rides wherein a pilot's performance will be directly observed while piloting various classes and types of vessels to various facilities in San Diego Bay and a post-action debriefing between both pilots.
 2. Re-qualification check-rides (transits). An authorized pilot who is absent from active piloting duties in San Diego Bay for a period of one

or more months shall complete re-qualification check-rides with a senior pilot prior to performing piloting duties independently.

3. Classroom training. Verification of a pilot's completion of a specified Bridge Resource Management, electronic navigation systems, and other specified courses will be made every five years along with license renewal.
4. Records. Each authorized pilot shall maintain personal records that document the completion of peer review/check-rides; vessel ship handling simulator training; classroom training; actual piloting of vessels including frequency of piloting, characteristics of vessels by type, tonnage, and design, terminals and berths arrived or departed. Pilots shall provide copies of said information for entry into official Port records.
5. Drug/Alcohol Testing Requirements.
6. Physical Examination Requirements.
7. Completion of Pilot Training Program.
8. Participation in Professional Development Program.

B. Safety Review by Pilotage Advisory Council.

1. Non-regulator, informal safety reviews. The oversight program shall include the Council acting in a non-regulatory role to conduct safety reviews of any piloting situations wherein non-routine action was required.
2. Review of formal investigations. The Council may undertake safety reviews of formal investigations completed by the U.S. Coast Guard and/or the Port of San Diego to help it advance its navigational safety role.

C. Fatigue Mitigation Standards.

The following standards are established to implement fatigue mitigation and prevention programs through hours of service rules and continuing education.

1. HOURS OF SERVICE. The following guidelines as promulgated in the 2010 STCW Convention and USCG CG-CVC Policy Letter No. 12-05 (attached Exhibit "A") shall be adhered to by the San Diego Bay Pilots Association:
 - a. Each Pilot should receive a minimum of 10 hours of rest in any 24-hour period and
 - b. a minimum of 77 hours of rest in any 7-day period.
2. EXCEPTIONS. Exceptions to the required hours of rest can be made under the following conditions and as mutually agreed upon, depending upon operational conditions, by the Port of San Diego Pilotage Advisory Council, the Port of San Diego and U.S. Coast Guard Officer in Charge, Marine Inspection (OCM) for the Captain of the Port, Sector-San Diego:
 - a. Exceptional arrangements shall not be extended for more than two consecutive weeks.
 - b. The intervals between two periods of exceptions shall not be less than twice the duration of the exception.

- c. The hours of rest may be divided into no more than three periods, one of at least 6 hours and none of the other two periods less than one hour in length.
 - d. Intervals between consecutive periods of rest shall not exceed 14 hours.
 - e. Exceptions shall not extend beyond two 24-hour periods in any 7-day period.
 - f. Exceptions shall, as far as possible, take into account the guidance regarding prevention of fatigue as found in Section B-VIII/1 of the STCW.
3. DOCUMENTATION. Compliance with “Hours of Service” rules shall be determined from submittal of “Weekly Traffic Dispatch Logs” which shall show the names of each pilot; the name of each job; the job description; the time and date of each job and the total number of hours/minutes for each job. The logs will be reviewed each week by Port of San Diego Maritime Operation’s staff to determine “hours of service”; accuracy and completeness. Any discrepancies will be brought to the attention of the Council for further review, investigation and recommendations.
4. STAND-BY PILOT AVAILABILITY REQUIREMENTS. Qualified Stand-by Pilots must be made available for whenever the above “Hours of Service” rules for any individual Pilot have been exceeded; any of the above “Exception” rules fulfilled; and operational conditions dictate, as determined by the Council, the Port and the Coast Guard Captain of the Port.
5. CONTINUING FATIGUE MITIGATION TRAINING PROGRAM. Each SDBPA member must attend or participate in a fatigue mitigation program once every two years that will inform the member of the hazards of fatigue and present effective strategies to prevent fatigue while on duty.

EXHIBIT “A”
(CG-CVC POLICY LETTER)

EXHIBIT "B"**Minimum transit and classroom requirements for pilot trainees and newly authorized pilots.**

1. Pilot trainees must complete a minimum of 200 transits, while under the direct supervision of a pilot, riding as observer or maneuvering vessels of various sizes and classes on San Diego Bay. However, the 200 transit requirement can be reduced at the discretion of the SDBPA.
2. Assignments shall include rides as observer on tugs engaged in ship assist work, vessels docking or undocking at San Diego Bay shipyards, and dead-tows of vessels incapable of self-propulsion.
3. At least 10 of the transits shall be within the last three months before the recommendation that the trainee be authorized by the SDBPA.
4. Additionally, trainees must complete a minimum of 100 of their 200 required transits within 180 days of the anticipated date that the pilot trainee will be recommended for Port authorization to perform piloting services to vessels entering, leaving, or shifting within the Port of San Diego.
5. Trainees shall complete classroom training in the following courses or topic areas within the last twelve (12) months prior to authorization by the SDBPA:
 - (a) Bridge Resource Management
6. Number and type of progressively-complex piloting tasks for a newly-authorized pilot: Each newly authorized regular or relief pilot shall continue to train under the supervision of senior pilots until the new pilot and the senior pilots agree that the new pilot is proficient at every piloting task. During this ongoing training, the new pilot will incrementally be approved for solo work one berth and one ship class at a time under each challenging environmental condition.