

.TSC-RSPA - 88-5



U.S. Department  
of Transportation

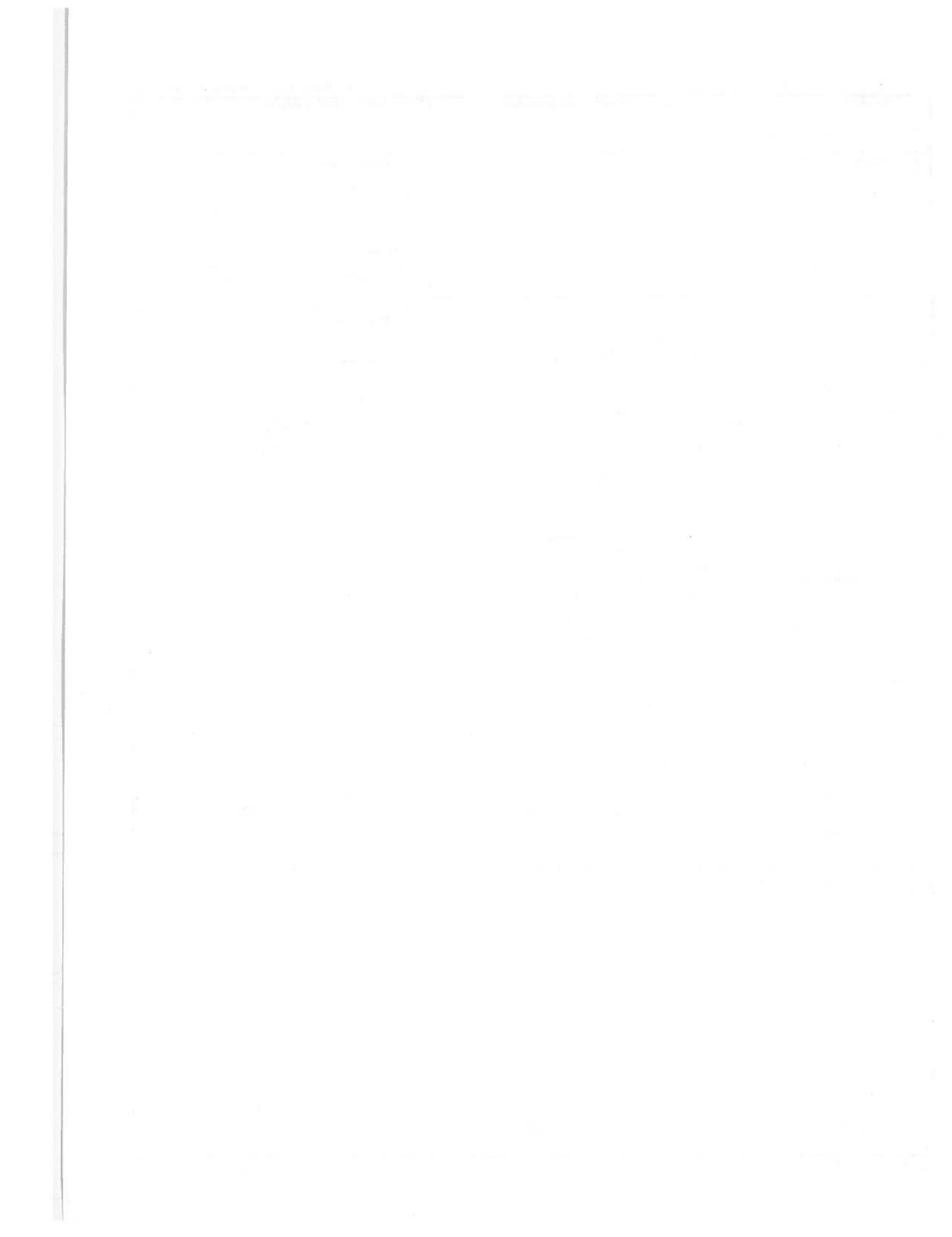
**Maritime  
Administration**

# Federal Port Controller Training Program

Office of Port and Intermodal  
Development  
Washington DC 20590

Transportation Systems Center  
Service Assessments Division

1. Report No. MA-PORT-830-89001	2. Government Accession No.	3. Recipient's Catalog No.	
4. Title and Subtitle FEDERAL PORT CONTROLLER TRAINING PROGRAM		5. Report Date November 1988	
7. Author(s) Robert F. Casey, John J. Malone*		6. Performing Organization Code DTS-49	
9. Performing Organization Name and Address U.S. Department of Transportation Transportations Systems Center Research and Special Programs Administration Cambridge, MA 02142		8. Performing Organization Report No. DOT-TSC-RSPA-88-5	
		10. Work Unit No. (TRAIS) MA910/W9005	
		11. Contract or Grant No. DRTS57-88-P80529	
12. Sponsoring Agency Name and Address U.S. Department of Transportation Maritime Administration Office of Port and Intermodal Development Washington, DC 20590		13. Type of Report and Period Covered Final Report October 1987 - June 1988	
		14. Sponsoring Agency Code MAR-830	
15. Supplementary Notes U.S. Department of Transportation Transportation Systems Center *Under Contract to: Research and Special Programs Administration Cambridge, MA 02142			
16. Abstract The 1988 training program for Federal Port Controllers (FPC's) was designed to review the responsibilities of the FPC's, to stimulate thought concerning actions that might be required in national emergencies, and to discuss and resolve, if possible, unclear issues.  The training program consisted of a one-day seminar containing a formal presentation as well as a discussion element. The seminar was given at three locations around the country.  This report documents the work effort and the instructional material developed for this seminar. The presentation and hand-out materials are included in appendices to this report.  The report concludes with a series of recommendations for modifications to the FPC program and for future training activities.			
17. Key Words Federal Port Controller Training		18. Distribution Statement	
19. Security Classif. (of this report) UNCLASSIFIED	20. Security Classif (of this page) UNCLASSIFIED	21. No. of Pages 104	22. Price



## PREFACE

The Maritime Administration has deemed it desirable to provide a formal training session for Federal Port Controllers each year. For 1988, a one day seminar containing both a presentation element and a discussion element was selected.

The development and presentation of the training seminar was undertaken by the Service Assessment Division, Office of Research and Analysis, Transportation Systems Center. The work was performed by Robert F. Casey, of TSC, and John J. Malone, a consultant. Guidance was provided by John W. Carnes of the Maritime Administration, the sponsor of the activity. Lt. Col. Lee Scarbrough (U.S. Air Force), Military Traffic Management Command, participated in the seminar presentations.

# METRIC CONVERSION FACTORS

Approximate Conversions to Metric Measures				Approximate Conversions from Metric Measures			
Symbol	When You Know	Multiply by	To Find	Symbol	When You Know	Multiply by	To Find
<b>LENGTH</b>				<b>LENGTH</b>			
in	inches	2.5	centimeters	mm	millimeters	0.04	inches
ft	feet	30	centimeters	cm	centimeters	0.4	inches
yd	yards	0.9	meters	m	meters	3.3	feet
mi	miles	1.6	kilometers	km	kilometers	1.1	yards
						0.6	miles
<b>AREA</b>				<b>AREA</b>			
in <sup>2</sup>	square inches	6.5	square centimeters	cm <sup>2</sup>	square centimeters	0.16	square inches
ft <sup>2</sup>	square feet	0.09	square meters	m <sup>2</sup>	square meters	1.2	square yards
yd <sup>2</sup>	square yards	0.8	square meters	km <sup>2</sup>	square kilometers	0.4	square miles
mi <sup>2</sup>	square miles	2.6	square kilometers	ha	hectares (10,000 m <sup>2</sup> )	2.5	acres
	acres	0.4	hectares				
<b>MASS (weight)</b>				<b>MASS (weight)</b>			
oz	ounces	28	grams	g	grams	0.035	ounces
lb	pounds	0.45	kilograms	kg	kilograms	2.2	pounds
	short tons (2000 lb)	0.9	tonnes	t	tonnes (1000 kg)	1.1	short tons
<b>VOLUME</b>				<b>VOLUME</b>			
cup	teaspoons	5	milliliters	ml	milliliters	0.03	fluid ounces
Thsp	tablespoons	15	milliliters	l	liters	2.1	pints
fl oz	fluid ounces	30	milliliters	qt	quarts	1.06	gallons
c	cups	0.24	liters	gal	gallons	0.26	cubic feet
pt	pints	0.47	liters	ft <sup>3</sup>	cubic feet	36	yd <sup>3</sup>
qt	quarts	0.95	liters			1.3	cubic yards
gal	gallons	3.8	liters				
ft <sup>3</sup>	cubic feet	0.03	cubic meters				
yd <sup>3</sup>	cubic yards	0.76	cubic meters				
<b>TEMPERATURE (exact)</b>				<b>TEMPERATURE (exact)</b>			
°F	Fahrenheit temperature	5/9 (after subtracting 32)	Celsius temperature	°C	Celsius temperature	9/5 (then add 32)	Fahrenheit temperature

1 in. = 2.54 cm (exactly). For other exact conversions and more detail tables see NBS Misc. Publ. 286, Units of Weight and Measures. Price \$2.25 SD Catalog

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## THEORY OF THE EARTH

The theory of the earth is a branch of geology which deals with the origin and development of the earth and its various parts. It is a science which seeks to explain the processes which have shaped the earth and its features. The theory of the earth is based on the study of the earth's structure and the forces which have acted upon it. It is a science which is constantly developing as new discoveries are made and new theories are proposed. The theory of the earth is a branch of geology which deals with the origin and development of the earth and its various parts. It is a science which seeks to explain the processes which have shaped the earth and its features. The theory of the earth is based on the study of the earth's structure and the forces which have acted upon it. It is a science which is constantly developing as new discoveries are made and new theories are proposed.

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# **FEDERAL PORT CONTROLLER TRAINING PROGRAM**

## **1. INTRODUCTION**

This document represents the final report on the "Federal Port Controller Training Seminars" program which was developed and presented by the Transportation Systems Center (TSC) under the sponsorship of the Associate Administrator for Marketing, Maritime Administration. This report fulfills the requirements of the final task of the Project Plan Agreement signed in October of 1987 and completes the TSC work on this project.

## **2. SEMINAR OBJECTIVE**

The Maritime Administration (MARAD) feels that annual training sessions for Federal Port Controllers (FPCs) are desirable in order to review the responsibilities of FPCs, to stimulate thought concerning the actions and coordination that could be necessary in certain national emergency situations, and to identify and resolve issues that are unclear at this stage of the FPC program.

As the FPC program was recently revised, prescribed courses of action have not been established for all possible situations that could occur. It was expected that one of the benefits of the training program would be the identification of issues that were unclear to FPCs. Questions arising during the sessions would be answered immediately, if official policy on the issue had been established, or referred to MARAD Headquarters for resolution.

The training program was viewed as particularly valuable for FPCs, or their designees, who have been appointed since the previous training session. MARAD also felt that previous training sessions were lacking in situational analysis material and the particular emphasis on attendees' responses to hypothetical situations in these seminars was intended to correct this

deficiency. An added benefit was expected to be the cross fertilization of ideas and solutions to certain difficult problems that some FPCs have faced.

### 3. APPROACH

The TSC effort consisted of four tasks: (1) the development of a seminar training plan; (2) the development of the seminar training material; (3) the presentation of the seminars; and (4) a final report. MARAD reviewed drafts of the products of each task prior to finalization.

TSC enlisted the services of an expert consultant on port operations, to assist on these tasks, particularly with respect to the hypothetical situations. A representative of the Military Traffic Management Command (MTMC) also participated in the seminars.

MARAD selected a one-day seminar as the forum for the training sessions. The seminar was held at three locations for the convenience of the FPC attendees. The seminars were presented in Washington, DC on June 2, Oakland, CA on June 14, and New Orleans, LA on June 16.

MARAD and TSC decided on a seminar format that consisted of: welcoming remarks by a local MARAD official; opening remarks by Mr. John Carnes (MARAD Headquarters); presentation of instructional material by Mr. Robert Casey (TSC), Mr. John Malone (consultant), and Lt. Col. Lee Scarbrough (MTMC); small group discussions of the hypothetical situations; and a review of the individual groups' responses to the situations. Appendix A contains the program for the one-day seminars.

The presentations were modified slightly after the first seminar to eliminate duplication of information coverage and to provide a better transition between the TSC/consultant and the MTMC material (which was not previously available).

#### **4. CONTENT**

The "Port Emergency Operations Handbook for Federal Port Controllers," produced by MARAD in May 1987, was the major reference for the majority of the instructional material presented during the morning session. Major topics of the seminar instruction consisted of: roles and responsibilities of the Secretary of Transportation, the Maritime Administration, and especially the Federal Port Controller; legal authority for actions that might be necessary during a national emergency; roles and responsibilities of other organizations with whom the FPC must coordinate (with particular emphasis on MTMC); and FPC contract terms including support staff and facility requirements. Appendix B consists of the instructional material which was handed out to seminar attendees. Appendix C contains a copy of the viewgraphs that were shown by TSC and the consultant. The MTMC presentation was not based on the Handbook and was not in printed form.

The afternoon session consisted of the presentation of a series of hypothetical, but realistic, situations. These were handed-out to seminar participants for discussion and response. The port authority representatives were split into groups of four or five in order to keep the discussion groups to a manageable size.

The situations were grouped according to peacetime, rising tension, and national emergency periods. Appendix D contains the situation hand-out material. Responses to each of the questions or situations were solicited from the groups. Comments or MARAD's position on a particular issue were added by the seminar speakers where appropriate. If the discussions of the situations were sufficiently lengthy so as to threaten to pass the adjournment time, the last few situations were not handed out.

#### **5. ATTENDANCE**

A total of 60 people, exclusive of speakers, attended the seminars - 16 in Washington, 18 in Oakland, and 26 in New Orleans. The breakdown of the

attendance by organizations is as follows:

- 40 port representatives (34 different ports)
- 9 MARAD
- 4 Coast Guard
- 3 Naval Reserve
- 2 MTMC
- 1 Corps of Engineers
- 1 DOT

Appendix E contains an attendance list for each seminar.

#### **6. RECOMMENDATIONS - PORT READINESS COMMITTEES AND FPC PROGRAM**

As a result of the comments, questions, and discussions at the seminars, it is recommended that the following actions be considered:

- o Strengthen the relationship between the Naval Control of Shipping Organization and the civilian Maritime Exchanges that have peacetime responsibility for reporting and recording ship arrivals and departures.
- o Emphasize that a combined operations center may not be necessary or desirable in all ports.
- o Emphasize the fact that the Port Readiness Committee (PRC) functions in an advisory capacity at all times. It is a coordinating, rather than an operating, organization.
- o Analyze the security capability of designated deployment ports and design a security program for each one. It is recognized that marine terminal security capability varies from port to port. The study on security at Charleston, SC could serve as a model for coordination between state and local governments.

- o Provide the PRC with a standard format for key port asset identification.
- o Invite terminal operators, waterfront union officials, and local law enforcement officials to participate in the PRC or at least attend regularly scheduled briefings on PRC operations and procedures.
- o Study the perceived problem of continuously changing personnel in the PRC to determine whether this is a serious problem, and, if so, what actions could be taken to rectify the situation.
- o Utilize the "AAPA Advisory" publication to inform ports of ongoing developments in the FPC/PRC program.
- o Have port directors apprise their legal counsels of the potential use of Service Priority and Service Allocation Orders as they may wish to have their marine terminal leases and contracts reflect possible implementation of the Orders.
- o Inform the Governor when an FPC is activated in a state.

## 7. RECOMMENDATIONS - FUTURE FPC TRAINING

Recommendations with respect to future FPC training are as follows:

- o A training session for Federal Port Controllers should be conducted on an annual basis.
- o The training session should continue to be held at three locations (East Coast, Gulf Coast, and West Coast), as opposed to one central location. This will result in higher attendance from the target audience.

- o The duration of the training session should be one day.
- o The material presented should change each year. Only a few basic items, such as a review of the responsibilities and functions of the FPC, should be repeated yearly. These should be discussed at length rather than merely listed.
- o The training should be used to disseminate recent MARAD policy decisions regarding port emergency operations, if any, and to clarify issues known to be confusing or unclear to FPCs.
- o Representatives of other PRC organizations should be enlisted to discuss their organizations' roles and responsibilities in some detail, similar to the MTMC presentation at this year's seminar.
- o A situational analysis element should be retained but should receive less time and emphasis. It should be focussed on a few key items, either ones which MARAD wishes to emphasize or ones that are commonly misunderstood or overlooked.
- o The instructional sessions should be designed for maximum audience participation and discussion rather than formal lectures. They should have a practical, rather than a theoretical, emphasis.
- o FPCs should be encouraged to participate in any local or regional joint exercises that are held.

APPENDIX A  
SEMINAR PROGRAM

APPENDIX A

SEMINAR PROGRAM

**FEDERAL PORT CONTROLLER PROGRAM  
TRAINING SEMINAR OUTLINE**

Introduction of MARAD and Training Program Representatives

Welcoming Remarks by MARAD Representative

Introduction of Seminar Participants

Overview of Federal Port Controller (FPC) Program

Emergency Planning Responsibility

Maritime Administration Emergency Organization

Levels of Preparation & FPC Activation

FPC Responsibilities

FPC Functions

National Port Readiness Network (NPRN)

U.S. Transportation Command (USTRANSCOM)

Review of Cooperating Agencies Responsibilities

Local Port Readiness Committees

General Provisions of 46 CFR Part 340

Services Priority Orders (NSPO's) and Allocation Orders  
(NAO's)

MTMC Representative - MTMC Responsibilities

**BREAK**

The Federal Port Controller (FPC Contract

Federal Port Controller Staff

Operations Facilities & FPC Communications

MARAD Port Information System

National Defense Executive Reserve

Port Mobilization Master Plan

Overview of FPC Exercise Situations

Assignment of Participants to Three or More Discussion  
Teams

**LUNCH**

**EXERCISE PHASE I - "PEACETIME"**

**Port Directors Preparation for Activation as FPC**

Training Programs (PRC Situations)

Allocation of Physical Facilities

**EXERCISE PHASE II - "RISING TENSION"**

**Port Directors Review of Available Resources**

Marine Terminals & Equipment

Planning FOC Staff Assignments (full & part-time)

Allocation of Maritime Services 46 CFR 340

**EXERCISE PHASE III - "NATIONAL EMERGENCY"**

**Emergency Situations**

Activation of FPC Staff

Coordination of Facility Availability with Cooperating Agencies

**BREAK**

Emergency and Routine Situations Involving Deployment of Defense Materials Through the Port

**CRITIQUE OF SEMINAR WITH PARTICIPANTS**

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## APPENDIX B

## INSTRUCTIONAL MATERIAL HAND-OUT

## FEDERAL PORT CONTROLLER PROGRAM

### Introduction

This seminar for Federal Port Controllers (FPC's) will be based, for the most part, on MARAD's "Port Emergency Operations Handbook for Federal Port Controllers" and the results of the Port Readiness Command Post Exercises (CPX's) that were held in November, 1987. The exercises revealed that both the military and civilian participants have need for better knowledge of the other participating services' responsibilities.

The seminar will cover three phases of port readiness that will be designated as Peacetime, Rising Tension and National Emergency. Although the port director is not officially activated as FPC until a national emergency is declared, he must be prepared to assume FPC duties on short notice and should therefore take full advantage of the peacetime phase by training and preparing for contingencies.

### Emergency Planning Responsibility

Executive Order 11490, as amended, assigns emergency planning and preparedness functions to the Secretary of Transportation. Title 49 of the Code of Federal Regulations, Part 1.45 further delegates this authority "to prepare national emergency plans and develop preparedness programs covering federal emergency operational control responsibilities with respect to ocean

shipping, ports, and facilities," to the Maritime Administration (MARAD), U.S. Department of Transportation. Specific procedures and instructions for the emergency utilization and control of commercial port facilities and services in the United States are published in Title 46 of the Code of Federal Regulations, Part 340 through 347.

The Secretary of Transportation is responsible for the emergency management of the Nation's total civil transportation resource. This includes:

- responsibility for the development and coordination of overall policies, plans and procedures for the provision of centralized control of all modes of civil transportation in an emergency,
- responsibility for the movement of passengers and freight traffic of all types, and
- the determination of the proper apportionment and allocation of the total civil transportation capacity, or any portion thereof, to meet essential civil and military needs.

To its various modal administrations, the Secretary delegates with the authority to exercise emergency transportation responsibilities. With respect to MARAD, these responsibilities fall primarily within the areas of ship operations, ship production and port operations.

MARAD's port emergency responsibilities include providing berthing facilities, services, equipment and material for U.S.-flag and allied-flag merchant vessels. MARAD must also be prepared to effect a rapid, orderly and efficient transition of U.S. ports from peacetime to mobilization.

#### Maritime Administration Emergency Organization

The National Shipping Authority (NSA) is the emergency operating agency of the Maritime Administration. The NSA has continuing existence in peacetime and would be brought into full operation should the decision be made to requisition vessels to meet national emergency needs. In wartime, the NSA will manage shipping and commercial activities to the extent that federal involvement is necessary. It will also execute ship production, conduct maritime labor and training activities, and administer other regular and emergency operating and support programs.

MARAD OPLAN 001, Basic War Plan, is the major reference for fully activating the NSA. This internal document includes a description of the functions of the NSA, provides a basic organizational plan, and tasks NSA functions to particular peacetime organizational units of MARAD.

Staffing for the NSA is drawn primarily from MARAD personnel, augmented as may be necessary by personnel from the private sector and from other government agencies and departments.

In peacetime, the NSA Director of Ports and National Cargoes serves as MARAD Associate Administrator for Marketing.

The Director, Ports and National Cargoes serves to coordinate NSA activities in the movement of cargoes and the utilization of port services and facilities.

On order, the Director of MARAD's Office of Port and Intermodal Development (OPID) becomes the Assistant Director of Port Operations, (NSA). The Assistant Director is to notify MARAD/NSA regional offices of the activation of standby FPC service agreements.

Selected U.S. ports and other maritime-related firms enter into contractual FPC service agreements with the National Shipping Authority (NSA) of the Maritime Administration. In the event of a war or national emergency, these "standby" service agreements (contracts) can be activated. The powers and authorities of the FPC are vested in the incumbent who hold the executive position comparable to Port Director as specified in each particular contract. In addition to the FPC designee, other positions are identified in Schedule "A" of each contract as FPC support staff.

Federal NSA/MARAD Port Controllers (FPC's) have been designated to serve as NSA/MARAD agents to local maritime communities during emergency and wartime conditions. Under mobilization, FPC's under contract to NSA become the senior Federal government officials ports under emergency situations (Title 46 CFR Part 346). FPC's are in place to facilitate the orderly and efficient operations of ports for all parties concerned, and to

resolve resource claimancy matters between federal defense agencies and the private sector as they relate to port services.

MARAD Federal Port Controllers and FPC support staff should be aware of the command chain that links their position with the various regional and headquarters offices of MARAD/NSA. Figure 4 shows a simplified emergency port organization chart for a sample MARAD region.

Federal Port Controllers are responsible to headquarters, but will coordinate their activities with the MARAD regions and should rely on the regions for advice and any technical assistance that is within the capacity of the regions.

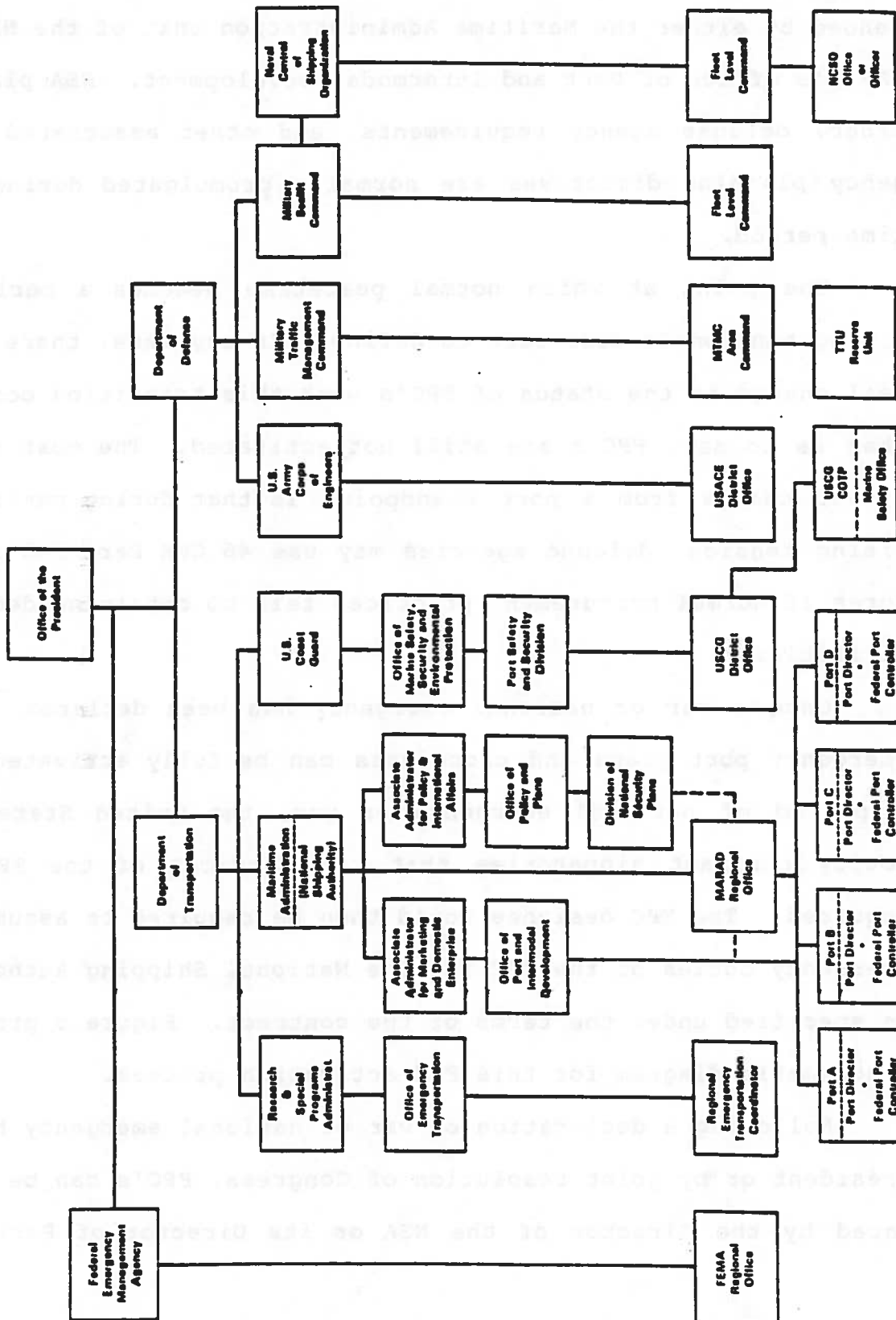
#### Levels of Preparation and FPC Activation

It is during peacetime periods that most FPC contracts are executed between MARAD and ports. Under normal peacetime conditions, FPC service agreements are not active but are in a "standby" condition. No duties are required by FPC designees.

FPC's should begin to assemble a collection of reference materials on port emergency operations for their own use. This collection of materials should include information on port-owned terminal facilities and available cargo-handling equipment, a telephonic list of personnel involved in local-level port emergency planning.

A framework for utilizing the capabilities of FPC support staff personnel, prepared by the FPC, should specifically outline the responsibilities and functions that will be delegated to support staff personnel.

# **An Emergency Planning Organizational Diagram for a Sample MARAD Regional Area**

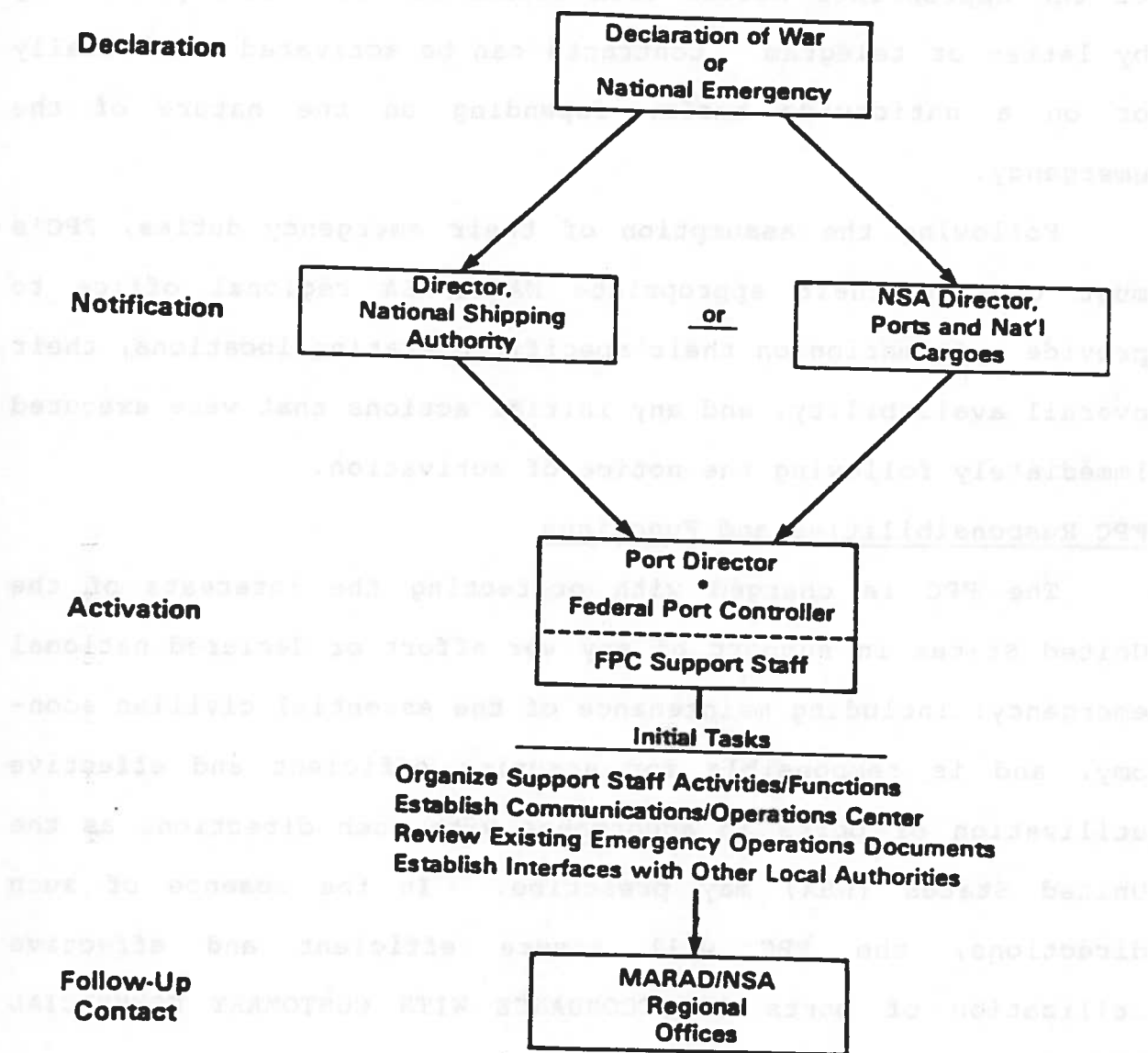


Occasional training seminars and exercises may be recommended by either the Maritime Administration unit of the NDER or MARAD's Office of Port and Intermodal Development. NSA planning order, defense agency requirements, and other associated emergency planning directives are normally promulgated during this time period.

The point at which normal peacetime becomes a period of rising tension is difficult to define. In any case, there is no real change in the status of FPC's when this transition occurs - that is to say, FPC's are still not activated. The most significant change from a port standpoint is that during periods of rising tension, defense agencies may use 46 CFR Part 340 procedures if normal procurement practices fail to obtain needed port facilities.

Once a war or national emergency has been declared, MARAD emergency port plans and procedures can be fully activated. In a period of national emergency or war, the United States may notify contract signatories that the services of the FPC are required. The FPC designee would then be required to assume the emergency duties of the FPC for the National Shipping Authority, as specified under the terms of the contract. Figure 5 provides a schematic diagram for this FPC activation process.

Following a declaration of war or national emergency by the President or by joint resolution of Congress, FPC's can be activated by the Director of the NSA or its Director of Ports and



**Figure 5**  
**Communication Procedures for FPC Activation**

National Cargoes. . Official activation will be through receipt of the appropriate notice from either NSA official, presumably by letter or telegram. Contracts can be activated individually or on a nationwide basis, depending on the nature of the emergency.

Following the assumption of their emergency duties, FPC's must contact their appropriate MARAD/NSA regional office to provide information on their specific operating locations, their overall availability, and any initial actions that were executed immediately following the notice of activation.

#### FPC Responsibilities and Functions

The FPC is charged with protecting the interests of the United States in support of any war effort or declared national emergency; including maintenance of the essential civilian economy, and is responsible for ensuring efficient and effective utilization of ports in accordance with such directions as the United States (NSA) may prescribe. In the absence of such directions, the FPC will ensure efficient and effective utilization of ports IN ACCORDANCE WITH CUSTOMARY COMMERCIAL PRACTICE.

##### (a) Responsibilities

generally include:

- (1) Formulation of port coordination and support policy and assurance of adherence thereto;

(2) Expediting of ship turnaround and prevention of congestion of ships and cargo in port;

(3) Correlation of arrangements for rapid clearance and rapid transit of commodities through the port;

(4) Correlation of arrangements for berthing ships and their loading and discharging;

(5) Provision through port control agency channels, of advice on daily port capacities and workload; and

(6) Disposition of frustrated cargo to prevent reduction of port capacity.

(b) Functions Subject to the direction and control of the NSA, in accordance with such policies, programs, allocations, and priorities, as may be adopted or established, the Federal Port Controller will:

(1) Furnish the NSA necessary information based upon the local situation and conditions, for establishment by the NSA, of periodic maximum quotas of cargo ocean lift for the port. As appropriate, such information shall include but not be limited to, estimates of port capacity; the port work load; and availability of berths, vessels, cargoes, labor and equipment.

(2) Recommend changes of destination of ships or cargo to appropriate representatives of the NSA.

(3) Coordinate port operations to accommodate ships diverted in emergencies by naval authorities.

(4) Coordinate through the Federal agency responsible for land transportation, movement of traffic to and from port areas and, as necessary, exercise controls in coordination with said agency, over the movement of traffic into, within, and out of port areas in accordance with requirements and available port capacity for transshipment.

(5) Administer priorities for the movement of traffic through port areas.

(6) Provide guidance for the coordination of port terminal and forwarding operations; exercise control over the utilization of port facilities, port equipment, and port services, public and private, except those owned by, or organic to any agency or department of the United States and promote maximum efficiency.

(7) Coordinate and make recommendations with respect to the development of port facilities and rehabilitation of substandard port facilities; recommend restoration or replacement of damaged or destroyed port facilities and direct, coordinate and control the activities of Federal, state, local and private agencies in carrying out such restoration or replacement work as may be authorized by proper authority.

(8) Furnish the NSA with pertinent information and data with respect to local port operations in order to assist the NSA in performing its responsibilities at the national level.

(9) Handle "claimaint" requests and problems arising at the local level within authorities delegated by the NSA.

(10) As directed, furnish current information to the Federal agency responsible for land transportation in order that it may approve and issue block releases for port bound traffic to the Department of Defense with respect to oceangoing traffic, in accordance with firm cargo ocean lift schedules for the port. Shipper agencies may provide individual permits to shippers and depots for specific movement to the port areas. Advise the Federal agency responsible for land transportation where circumstances warrant institution of control by the latter agency over traffic-bound inland from the port area in order to minimize congestion in the port.

#### National Port Readiness Network (NPRN)

Through its participation on the National Port Readiness Steering Group (NPRSG), established through a memorandum of understanding with five other federal agencies, MARAD is able to coordinate its port emergency planning activities on an inter-agency basis. This ensures a timely exchange of port security, mobilization and preparedness information, as well as a clear delineation of authorities and jurisdictions. The Steering Group is comprised of senior executives and flag officers of each of the six agencies that were signatories to the memorandum. The six agencies are the U.S. Coast Guard, U.S. Army Corps of Engineers, Military Traffic Management Command, Naval Control of Shipping Organization, Military Sealift Command, and MARAD.

A brief review of their roles is as follows:

U.S. Coast Guard USCG) - Responsible for assuring safety and security of U.S. ports.

U.S. Army Corps of Engineers (USACE) - Constructs, operates and maintains navigation projects in ports and waterways.

U.S. Army Military Traffic Management Command (MTMC) - Manages Department of Defense land transportation, military ocean terminals, and intermodal containers.

U.S. Naval Control of Shipping Organization (NCSORG) - Provides for a safe ocean movement of merchant shipping in time of war or during a contingency.

U.S. Navy Military Sealift Command (MSC) - Manages Department of Defense ocean transportation.

U. S. Transportation Command (USTRANSCOM)

The United States Transportation Command (USTRANSCOM) was activated in 1987 and is expected to become fully operational by late 1988. This organization puts the Army's Military Traffic Management Command, the Navy's Military Sealift Command and the Air Forces' Military Airlift Command under one command structure. When the command is fully operational, all military common-user transportation forces will be under the operational command of USTRANSCOM.

**PORT EMERGENCY ROLES AND RESPONSIBILITIES  
U.S. MARITIME ADMINISTRATION (MARAD)**

**TABLE 1**

<b>PORT FUNCTIONS FOR WHICH MARAD IS RESPONSIBLE</b>	<b>REQUIRED FOR</b>	<b>COORDINATED WITH</b>	<b>AGENCIES TO BE INFORMED</b>
Vessel Berth Assignment	MSC	MTMC	NSCG/NCSORG
NDRF Activation	MSC	MTMC/USCG	N/A
Vessel Characteristics	MSC/MTMC	N/A	NCSORG/USCG
Vessel Requisitioning	MSC	USCG/MTMC	N/A
Vessel Crewing W/MTMC	MSC	USCG/OWN-OP	NCSORG/MTMC
DOD Berth Designation	MSC/MTMC	USCG/OWN-OP	USCG
Terminal Services	MSC/MTMC	USACE	N/A
		N/A	

**TABLE 2**

<b>PORT FUNCTIONS REQUIRING MARAD COORDINATION</b>	<b>RESPONSIBLE AGENCY</b>	<b>REQUIRED FOR</b>
Vessel Berth Notification	MSC	MSC/MTMC
Vessel Scheduling	MSC	MTMC
Comm. Vsl. Cert./Doc.	USCG	MSC
Vessel Husbanding W/MTMC/USCG/USACE	MSC	MSC
Dispersal Instructions W/NCSORG/MTMC	USCG	MSC
Vessel Repair W/MTMC/USCG	MSC	MSC
Waterside Security	USCG	MSC/MTMC
Cargo Identification W/USCG/MTMC/OWN-OP	MTMC	USACE
Frustrated Cargo Disp. W/USCG/MTMC/OWN-OP	MTMC	MTMC
Limited Access Designation W/MTMC/MTMC	USCG	MTMC
Limited Access Enforcement W/MTMC/MTMC	USCG	MSC/MTMC
Port Safety W/OWN-OP/ALL	USCG	MSC/MTMC
Water Pollution Responsibility	USCG	ALL
		ALL

**NOTE:** Federal Port Controller (FPC) acts for MARAD (National Shipping Authority)

**PORT EMERGENCY AGENCY ROLES AND RESPONSIBILITIES  
UNITED STATES COAST GUARD (USCG)**

**TABLE 3**

<b>PORT FUNCTIONS FOR WHICH USCG IS RESPONSIBLE</b>	<b>REQUIRED FOR</b>	<b>COORDINATED WITH</b>	<b>AGENCIES TO BE INFORMED</b>
Waterside Security	MSC	MTMC	USACE/MARAD
Cargo Compatibility	MTMC/MSC	OWN-OP	N/A
Vessel Traffic Control	MSC	USACE/MTMC	MARAD/NCSORG
Nav. Safety/Law Enf.	MSC	NCSORG/OWN-OP	MARAD
Harbor Defense Inspection	MSC	NCSORG/OWN-OP	MARAD/MTMC
Commer. Vsl. Cert./Doc.	MSC	MARAD	N/A
Dispersal Instruction	MSC	NCSORG/MTMC	USACE
		MARAD	
Harbor Escort	MSC	N/A	N/A
Waterside Security	MSC/MTMC	MARAD	N/A
	USACE		
Shoreside Phys. Sec. W/MTMC	OWN-OP	MTMC	MARAD
Personnel access Control W/MTMC	MSC	OWN-OP	N/A
Port Safety	ALL	ALL/OWN-OP	N/A
Waterways Safety	MSC	USACE	MARAD
Water Pollution Resp.	ALL	ALL	N/A
Aids to Navigation	MSC	USACE	NCSORG
Limited Access Designation	MSC/MTMC	MTMC/MSC	USACE/NCSORG
		MARAD	
Access Enforcement	MSC/MTMC	MTMC/MSC	USACE/NCSORG
		MARAD	
Anchorage Control	MSC	USACE	N/A

**PORT EMERGENCY AGENCY ROLES AND RESPONSIBILITIES  
UNITED STATES COAST GUARD (USCG)**

**TABLE 4**

<b>PORT FUNCTIONS REQUIRING USCG COORDINATION</b>	<b>RESPONSIBLE AGENCY</b>	<b>REQUIRED FOR</b>
Personnel Security Access Control	MSC	MSC
Onboard Vessel Security W/OWN-OP	MSC	MSC
Vessel Loading W/OWN-OP	MTMC	MSC
Vessel Stow Plans W/OWN-OP	MSC	MTMC/MSC
DRF Activation W/MTMC	MARAD	MSC
Vessel Requisitioning W/MTMC	MARAD	MSC
Marshalling Convoy	NCSORG	MSC
Pre-Sail Board W/OWN-OP	NCSORG	MSC
Vessel Crewing W/OWN-OP	MARAD/MSC	MSC
Vessel Husbanding W/MTMC/MARAD/USACE	MSC	MSC
Vessel Repair W/USCG/MARAD	MSC	MSC
cargo Space Cleaning	MTMC/MSC	MSC/MTMC
Port Berth Designation W/OWN-OP/USACE	MARAD	MSC/MTMC
Security Enhancement Construction W/OWN-OP	USACE	MTMC
cargo Area Expansion W/OWN-OP	USACE	MTMC
Transport Facility Expansion W/OWN-OP	USACE	MTMC
Real Estate Acquisition W/OWN-OP	USACE	MTMC
Stock Operations	USACE	MTMC
cargo Handling Operations W/OWN-OP/MSC	OWN-OP	MTMC
cargo Safety (Hazmat, Fire) W/OWN-OP/MSC	OWN-OP	MTMC
Physical Security W/OWN-OP/MSC	OWN-OP	MTMC
cargo Identification W/OWN-OP/MARAD/MSC	MTMC	MTMC
Stranded Cargo Dis. W/OWN-OP/MARAD/MSC	MTMC	MTMC
Intermodal Equip. Acquisition	MTMC/MARAD	MTMC
Channel Dredging & Maintenance	USACE	MSC/MTMC
Emergency Obstruction Removal	USACE	MSC/MTMC

**PORT EMERGENCY AGENCY ROLES AND RESPONSIBILITIES  
MILITARY TRAFFIC MANAGEMENT COMMAND (MTMC)**

**TABLE 5**

<b>PORT FUNCTIONS FOR WHICH MTMC IS RESPONSIBLE</b>	<b>REQUIRED FOR</b>	<b>COORDINATED WITH</b>	<b>AGENCIES TO BE INFORMED</b>
Vessel Loading	MSC	USCG/OWN-OP	MARAD
Vessel Berthing-Military Fac.	MSC/MTMC	MARAD	USCG-NCSORG
Cargo Space Cleaning-W/MSC	MSC/MTMC	USCG	N/A
Shoreside Security W/USCG	OWN-OP	MTMC	MARAD
Personnel Access Control-USCG	MSC	OWN-OP	N/A
Frustrated Cargo Disposition	MTMC	MARAD/USCG	N/A
		OWN-OP/MSC	
Container/Intermodal	MTMC	MARAD	N/A
Equipment Acquisition		USCG	

**TABLE 6**

<b>PORT FUNCTIONS REQUIRING MTMC COORDINATION</b>	<b>RESPONSIBLE AGENCY</b>	<b>REQUIRED FOR</b>
Waterside Security	USCG	MSC
Security Access Control W/USCG	MSC	MSC
Vessel Berth Assignment	MARAD/MSC	MSC
NDRF Activation	MARAD	MSC
Vessel Traffic Control W/USACE	USCG	MSC
Vessel Requisitioning W/USCG	MARAD	MSC
Vessel Husbanding W/MARAD/USCG/USACE	MSC	MSC
Dispersal Instruction W/MARAD & NCSORG	USCG	MSC
Vessel Repair W/USCG & MARAD	MSC	MSC
Shoreside Security	USCG	OWN-OP
Limited Access Designation	USCG	MSC/MTMC
Limited Access Enforcement	USCG	MSC/MTMC
Port Safety	USCG	ALL

**PORT EMERGENCY AGENCY ROLES AND RESPONSIBILITIES  
MILITARY SEALIFT COMMAND (MSC)**

**TABLE 7**

<b>PORT FUNCTIONS FOR WHICH MSC IS RESPONSIBLE</b>	<b>REQUIRED FOR</b>	<b>COORDINATED WITH</b>	<b>AGENCIES TO BE INFORMED</b>
Personnel Access Control	MSC	USCG/MTMC	MARAD
Onboard Vessel Security	MSC	USCG/OWN-OP	N/A
Vessel Stow Plans	MTMC/MSC	USCG/OWN-OP	MARAD
Vessel Berth Notification	MTMC/MSC	MARAD	USCG/NCSORG
Vessel Scheduling	MTMC	MARAD	USCG/NCSORG/USACE
Vessel Crewing W/MARAD	MSC	USCG/OWN-OP	NCSORG/MTMC
Vessel Husbanding	MSC	MTMC/USCG	N/A
Vessel Repair	MSC	MARAD/USACE	MTMC/NCSORG
		MTMC/USCG	
		MARAD	

**TABLE 8**

<b>PORT FUNCTIONS REQUIRING MSC COORDINATION</b>	<b>RESPONSIBLE AGENCY</b>	<b>REQUIRED FOR</b>
Cargo Handling W/OWN-OP/USCG	OWN-OP	MTMC
Safety (Hazmat. Fire) W/OWN-OP/USCG	OWN-OP	MTMC
Physical Security W/OWN-OP/USCG	OWN-OP	MTMC
Cargo Identification W/OWN-OP/USCG/MARAD	MTMC	MTMC
Frustrated Cargo Disposition W/OWN-OP/USCG/MARAD	MTMC	MTMC
Port Safety W/OWN-OP/ALL	USCG	ALL
Water Pollution Responsibility W/ALL	USCG	ALL
Limited Access Designation W/MTMC/MARAD	USCG	MS?/MTMC
Limited Access Enforcement W/MTMC/MARAD	USCG	MSC/MTMC

**PORT EMERGENCY AGENCY ROLES AND RESPONSIBILITIES  
NAVAL CONTROL OF SHIPPING ORGANIZATION (NCSORG)**

**TABLE 9**

<b>PORT FUNCTIONS FOR WHICH NCSORG IS RESPONSIBLE</b>	<b>REQUIRED FOR</b>	<b>COORDINATED WITH</b>	<b>AGENCIES TO BE INFORMED</b>
Marshalling of Convoy	MSC	USCG	MARAD
NCSORG Pre-Sail Board W/OWN-OP/MARAD	MSC	OWN-OP/USCG	MARAD
Voyage Certification	MSC	N/A	USCG/MARAD

**TABLE 10**

<b>PORT FUNCTIONS REQUIRING NCSORG COORDINATION</b>	<b>RESPONSIBLE AGENCY</b>	<b>REQUIRED FOR</b>
Vessel Nav. Safety/Law Enf. W/OWN-OP	USCG	MSC
Harbor Defense Inspection W/OWN-OP	USCG	MSC
Dispersal Instruction W/MTMC/MARAD	USCG	MSC
Port Safety W/OWN-OP/ALL	USCG	ALL
Water Pollution Responsibility W/ALL	USCG	ALL

**PORT EMERGENCY AGENCY ROLES AND RESPONSIBILITIES  
U.S. ARMY CORPS OF ENGINEERS (USACE)**

**TABLE 11**

PORT FUNCTIONS FOR WHICH USACE IS RESPONSIBLE	REQUIRED FOR	COORDINATED WITH	AGENCIES TO BE INFORMED
Staging Area Security Enhancement	MTMC	USCG/OWN-OP	MARAD
Cargo Operations Area Expansion	MTMC	USCG/OWN-OP	MARAD
Transp. Facility Expan. Bypass	MTMC	USCG/OWN-OP	MARAD
Real Estate Acquisition	MTMC	USCG/OWN-OP	MARAD
Lock Operations	MTMC	USCG	N/A
Channel Dredging	MSC/MTMC	USCG	MARAD/NCSORG
Channel Clearing	MSC/MTMC	USCG	MARAD/NCSORG
Channel Obstruction Removal	MSC/MTMC	USCG	MARAD/NCSORG

**TABLE 12**

PORT FUNCTIONS REQUIRING USACE COORDINATION	RESPONSIBLE AGENCY	REQUIRING FOR
Vessel Traffic Control W/MTMC	USCG	MSC
DOD Port Berth Designation W/USCG/OWN-OP	MARAD	MSC/MTMC
Waterways Safety	USCG	MSC
Water Pollution Resp./ALL	USCG	ALL
Aids to Navigation	USCG	MSC
Anchorage Control	USCG	MSC
Port Safety W/OWN-OP	USCG	ALL

### Local Port Readiness Committees

The formation of local Port Readiness Committees (PRC's) has been completed in all mobilization ports. These committees are provided for by a "Memorandum of Understanding (MOU) on Port Readiness" signed in January, 1985 by representatives of the Departments of Defense and Transportation. The MOU's objective is "to ensure military and commercial port readiness to support deployment of military personnel and cargo in the event of mobilization or national defense contingency through enhanced coordination and cooperation among the signatory agencies".

The PRC's by agreement of the National Steering Committee, are to be chaired by the local Coast Guard captain of the port. The PRC's will include local representatives of the six national agencies, including MARAD. MARAD's representative will be the designated local Federal Port Controller (FPC).

### General Provisions of 46 CFR Part 340

As mentioned previously, federal regulation 46 CFR Part 340 prescribes the procedures for requesting and granting the priority use of port facilities and the allocation of port and other maritime-related services, prior to and during a war or national emergency. It provides for formal coordination and communication between defense agencies and port facility owners and operations.

## Service Priority Orders (NSPO's) and Allocation Orders (NAO's)

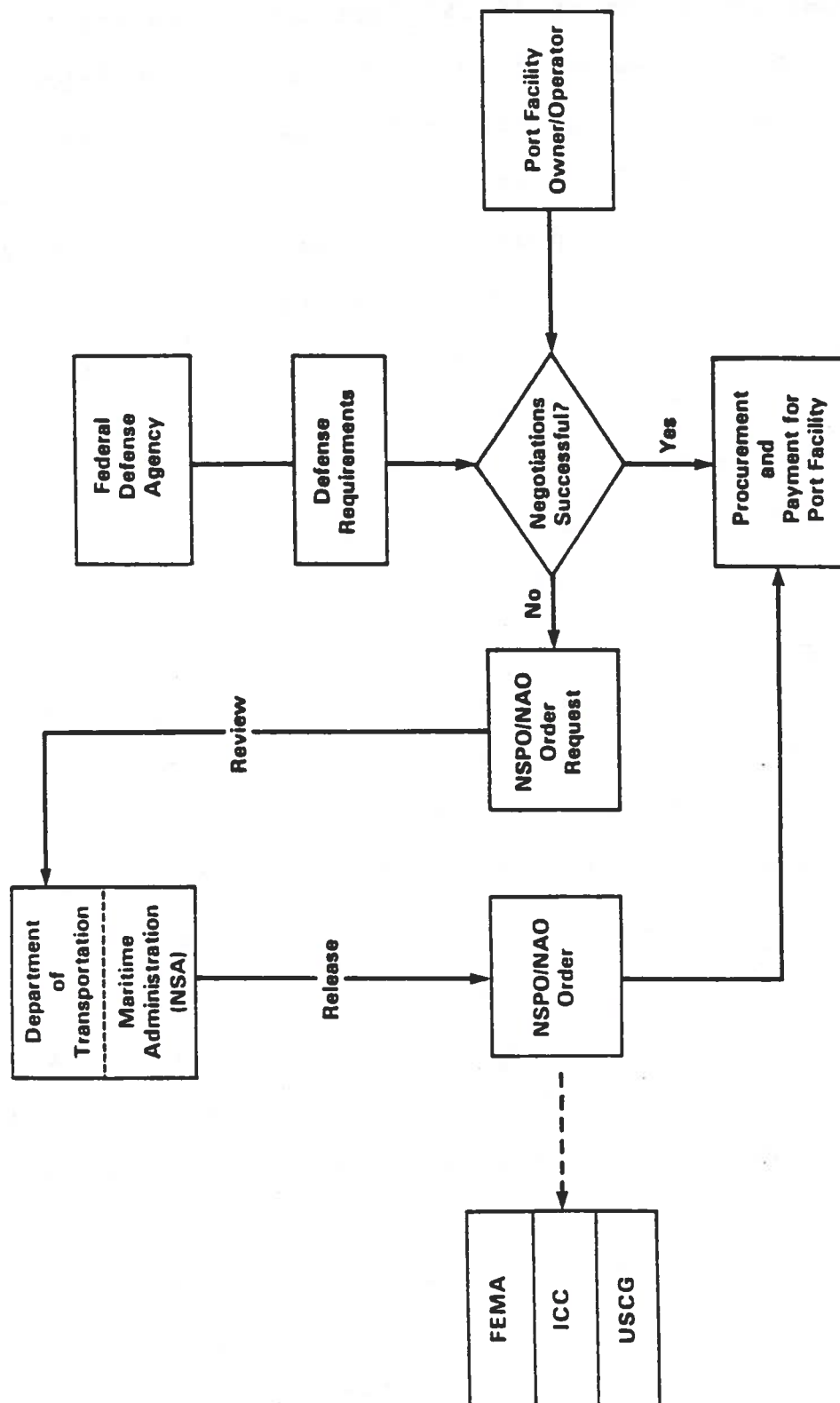
Under the terms of 46 CFR Part 340, there are two types of National Shipping Authority Orders: NSA Service Priority Orders (NSPO's) and NSA Allocation Orders (NAO's). These orders are authorized by the Secretary of Transportation, upon the request of the federal agency involved, when essential to ensure the use of a port facility or port-related service.

The Service Priority Order or NSPO is used to obtain "priority" use of a facility or service for a particular event, mobilization or for the rapid movement of "surge" cargoes in the first stages of a national emergency.

The Allocation Order or NAO is used to obtain "exclusive" use of services or facilities "on a continuing basis".

The service priority use and allocation provision of 46 CFR Part 340 are only used "in connection with deployment of the Armed Forces of the United States, or other requirements of the Nation's defense," and then only when, "a defense agency requires use of port facilities and services not obtainable through established transportation procurement procedures". Thus, the provisions set forth by this regulation can be used both prior to and following a state of emergency. Both NSPO's and NAO's have special information exchange requirements that port directors/FPC's should be aware of.

The NAO's and NSPO's each have their peacetime counterparts in the form of Planning Orders issued by MARAD which describe the port services and facilities that have been identified for potential use during emergency situations by federal agencies.



**Figure 6**  
*Application of Title 46 CFR Part 340 Procedures  
 Prior to and Following a State of Emergency*

### The Federal Port Controller (FPC) Contract

The firm or agency which employs the designated FPC is responsible for providing the office facilities, equipment, transportation, and other administrative and support services necessary for the effective performance of FPC emergency duties. A pre-designated listing of these services, facilities, and equipment is agreed by MARAD and each signatory organization, and is included in each contract. Compensation for the FPC personnel salaries and support services provided by the designee's firm or agency will be paid for by MARAD, under the terms of the contract.

### Federal Port Controller Staff

The contractor shall provide, in support of the Federal Port Controller, the staff personnel necessary to coordinate actions to overcome any constraints on the effective and efficient conduct of port operations as well as clerical staff to meet the administrative requirements of the Federal Port Controllers.

Typically, the following types of personnel will be selected as support staff:

- Executive-level personnel which exercise delegated authority for the port director, such as a deputy director or assistant general manager;
- Operations and facilities personnel such as operations managers or terminal superintendents;
- Security personnel including chiefs, roundsmen, and guards;
- Clerical personnel that are able to handle the paperwork and communications requirements of the foregoing groups.

## Operations Facilities and FPC Communications

FPC's are required, under the terms of each service agreement, to provide facilities during emergency situations and should plan for the prompt reallocation or procurement of the necessary equipment and office space. Since FPC's generally serve as port directors in peacetime, it is presumed that they will be in a position to requisition portowned office space to fill this need.

Included in any operational facility established for use by FPC personnel during an emergency should be: secure and open communications systems, (TELEX, TWX, telephone, and electronic mail, for example), microcomputer and database management hardware (where available), photocopy equipment, graphics boards (for vessel tracking; etc.), and a collection of essential port emergency reference documents such as this handbook. Port situation information, when collected and displayed in one place, will have to be protected as security information in wartime.

### MARAD Port Information System

MARAD's Office of Port & Intermodal Development has contracted for collection of data for a prototype of a Federal Port Controller Information Management System (FPCIMS). This project will provide FPC's and other emergency planning personnel with a database of information pertaining to the functions and responsibilities, legal authorities, lines of communication, and specific personnel involved in port emergency activities. In the first phase of the project, information specific to four test ports (Philadelphia, Baltimore, Wilmington, DE and Hampton Roads) will be collected for seven agencies on the national, regional, and local levels: MARAD, DOT's Office of Emergency

Transportation, USCG, FEMA, USACE and MSC/NCSORG. At a later stage, this information will be configured onto a national user-friendly database management system and provided as a training and decision-making tool to MARAD FPC's. While this is basically a MARAD program, it will be available to other agencies.

#### National Defense Executive Reserve (NDER)

The NDER is a program for recruiting and training experienced business executives and other civilian personnel to serve in key government positions during the periods of national emergency.

FPC's are enrolled in the Maritime Administration unit of the National Defense Executive Reserve. Membership in the NDER provides the security clearances, official identification, and supplementary information necessary to perform emergency functions as an FPC.

#### Port Mobilization Master Plan (PMMP)

Mobilization Master Plans are extensive plans previously done for various military units which detailed the many aspects of mobilization. The National Port Readiness Steering Group (NPRSG) funded the US Army Corps of Engineers (USACE) to do an MMP for one port. The port selected was Wilmington, NC. It was never anticipated that it would be necessary to do a Port Mobilization Master Plan (PMMP) for each port. It is believed that one extensive plan for one port will be an excellent guide for all Port Readiness Committees (PRC's) to utilize for their eventual internal planning. The PMMP will be available in October of 1988, and will be distributed to all PRC's.

### Overview of FPC Exercise Situations

The time remaining in this seminar will be devoted to the presentation and discussion of a series of situations that a Port Director or Federal Port Controller might expect to encounter in the transition from peacetime, through a period of rising tension and finally, during a declared national emergency. The situations may be applied to either the port you are employed in, or another port with which you are familiar. To put the issues and events in perspective, we will agree that they occur over a period of one month. This then is a relatively quick-response scenario that assumes that the Port Readiness Committees have completed their peacetime tasks and that the cooperating agencies are prepared to move military cargoes through to designated ports on short notice.

JJM:tb

U.S. DEPARTMENT OF TRANSPORTATION

MARITIME ADMINISTRATION

NATIONAL SHIPPING AUTHORITY

Planning Order (Service Priority) No. 006

PORT/USER: TACOMA/MTMC

DATE: August 21 1987

THIS ORDER IS ISSUED FOR  
PLANNING PURPOSES ONLY

To

Mr. Udo Mehlberg  
Director, Maritime Services  
Port of Tacoma  
P.O. Box 1837  
Tacoma, Washington 98401

Preamble

Title I of the Defense Production Act (DPA), 1950, as amended, authorizes the President to require that performance under contracts or orders (other than contracts of employment) which the President deems necessary or appropriate to promote the national defense shall take priority over performance under any other contract or order. That authority has been delegated to the Secretary of Transportation with respect to civil transportation services by section 322.3(b) of Title 44, Code of Federal Regulations. Part 340 of Title 46, Code of Federal Regulations, establishes procedures by which the Maritime Administrator, in accordance with Secretarial review as defined in section 340.2 of that part, may issue orders regarding priority use and allocation of shipping services and facilities, under commercial terms, in connection with imminent or actual deployment of the Armed Forces of the United States.

PLANNING ORDER  
(SERVICE PRIORITY)  
NUMBER: 006

PAGE 2

PORT: TACOMA  
OWNER: TACOMA I  
DATE:

Order

Under the provisions of 46 CFR 340 (49 FR 49630) you are requested and required to be PREPARED to grant PRIORITY OF USE of

Specific facilities

Blair Terminal, Berths A and B; 12 acres open storage; 32 acres adjacent backup open storage; 2 backup warehouses at Port of Tacoma Road - Bldgs 2602 and 2608 (102,400 square feet each)  
Terminal 7, Berths A and B; 10 acres open storage; 1 warehouse - Bldg 2206, (96,000 square feet)

User

to the Military Traffic Management Command  
Department of Defense

represented by Major General John H. Stanford  
Commander, or successor,

NSPO

effective upon the issuance of a National Shipping Authority Service Priority Order (NSPO) under the provisions of 46 CFR Part 340,

Effective date

with beneficial occupancy by the User on the date specified in such NSPO but not less than 48 hours from the time of delivery of such NSPO to you,

Period

for such period as may be specified in such NSPO but not more than 30 days unless renewed by a subsequent NSPO.

Delivery of NSPO

The Maritime Administrator may deliver such NSPO by letter or electrical message (which may be a telegram, TELEX or facsimile message). You may be given advance notice by telephone of the intent to issue such NSPO but the 48 hour period mentioned under Effective date will not begin until the written notice is delivered to you.

Action required

Upon receipt of such NSPO, you are required to:

(1) make such dispositions of commercial cargoes and ships loading or discharging commercial cargoes as may be necessary to accommodate priority movement of the User's cargoes; and

(2) ensure receipt, in-transit handling and outloading of the User's cargoes as rapidly as possible.

Financial provisions

The User will pay for use of the facilities covered by such NSPO on the basis of commercial tariffs, or on the basis of contracts for the specified facilities concluded between you and the User, or on the basis of existing contracts where you and the User so agree. In particular, the User shall be responsible for payment of costs arising from:

(1) shifting ships to free berths for the User's use;

(2) discharging commercial cargo to free ships for the User's use; and

(3) such other costs as may be agreed between you and the User.

Consequential damages

Payment will not be made for consequential damages arising from application of priority orders issued under authority of the Defense Production Act of 1950.

Coordination

You are encouraged to coordinate in advance with the User on arrangements to meet the requirements projected in this Planning Order as far as possible under regular operating and procurement procedures and, in any case, with minimum disruption for commercial activities

Points of contact

The User's point of contact for coordination of this Planning Order is Mr. Bernard J. Rysavy; MTMC HQ; 5611 Columbia Pike; Falls Church, Virginia 22041-5050; (703)756-1218.

The Maritime Administration's point of contact for coordination of this Planning Order is Mr. John W. Carnes; MARAD HQ; MAR-830; Room 7201; 400 7th Street S.W.; Washington, DC 20590; (202)366-4357.

Inability to comply

You are required to notify the Maritime Administrator without undue delay if you anticipate that you would have difficulty in complying with an NSPO granting priority of use of the facilities specified in this Planning Order, with explanation of the reasons therefor.

Change of facilities

This Order will not be modified. If and when changes are necessary, it will be rescinded and a new Order will replace it.

Acknowledged

-----  
ASSOCIATE ADMINISTRATOR  
FOR MARKETING AND DOMESTIC  
ENTERPRISE  
MARITIME ADMINISTRATION

8/21/87  
(date)

(date)

USACE - Army Corps of Engineers  
CONUS - Continental United States  
COPT - Captain of the Port (USCG)  
CORE - Contingency Response Program  
CPX - Command Post Exercise  
DEFCON - Defensive Condition  
DOD - US Dept. of Defense  
DOT - US Dept. of Transportation  
DOTOET - Depart. of Transportation Emergency Organization  
FAA - Federal Aviation Administration  
FEMA - Federal Emergency Management Agency  
FHWA - Federal Highway Administration  
FPC - Federal Port Controller  
HAZMAT - Hazardous Material  
ICC - Interstate Commerce Commission  
JCS - Joint Chiefs of Staff  
MARAD - Maritime Administration  
MARDEZ - Maritime Defense Zone  
MDZ - Maritime Defense Zone  
MIO - Marine Inspection Office (USCG)  
MOB - Mobilization  
MOBDES - Mobilization Designee  
MOT - Military Ocean Terminal  
MOU - Memorandum of Understanding  
MSC - Military Sealift Command  
MSEL - Master Scenario Events List  
MSO - Marine Safety Office (USCG)  
MTMC - Military Traffic Management Command

NAO - National Shipping Authority Allocation Order  
NATO - North Atlantic Treaty Organization  
NCSO - Naval Control of Shipping Office  
NCSORG - Naval Control of Shipping Organization  
NDER - National Defense Executive Reserve  
NPRSG - National Port Readiness Steering Group  
NPRWG - National Port Readiness Working Group  
NSA - National Shipping Authority  
NSPO - National Shipping Authority Service Priority Order  
OCA - Operational Control Authority  
OET - Office of Emergency Transportation  
OPID - Office of Port and Intermodal Development  
PRC - Port Readiness Committee  
RETCO - Regional Emergency Transportation Coordinator  
RETREP - Regional Emergency Transportation Representative  
THREATCON - Threat Condition  
TRANSCOM - Transportation Command  
TTU - Transportation Terminal Unit  
USACE - US Army Corps of Engineers  
USCG - US Coast Guard  
VNCS - Volunteer Naval Control of Shipping  
VTS - Vessel Traffic Service  
VTU - Volunteer Training Unit

**APPENDIX C**

**VIEWGRAPH MATERIAL**

## **FEDERAL PORT CONTROLLER SEMINAR**



US Department  
of Transportation  
Maritime  
Administration

**PORT EMERGENCY OPERATIONS HANDBOOK  
FOR  
FEDERAL PORT CONTROLLERS**

May 1987

Prepared by:

Maritime Administration  
Office of Port and Intermodal Development  
Washington, D.C.

**PORT READINESS PHASES**

**PEACETIME**

**RISING TENSION**

**NATIONAL EMERGENCY**

**EMERGENCY PLANNING RESPONSIBILITY**

**SECRETARY OF TRANSPORTATION - OVERALL EMERGENCY PLANNING AND  
PREPAREDNESS FUNCTIONS**

**MARAD - DELEGATED RESPONSIBILITY FOR OCEAN SHIPPING, PORTS, AND PORT  
FACILITIES**

**SECRETARY OF TRANSPORTATION**

**RESPONSIBLE FOR DEVELOPMENT AND COORDINATION OF POLICIES, PLANS AND  
PROCEDURES FOR PROVISION OF CENTRALIZED CONTROL OF ALL CIVILIAN  
MODES IN EMERGENCY SITUATIONS**

**DETERMINES ALLOCATION OF CIVILIAN TRANSPORTATION CAPACITY FOR  
ESSENTIAL CIVIL AND MILITARY NEEDS**

**DELEGATES TO MODAL ADMINISTRATIONS THE AUTHORITY TO EXERCISE  
EMERGENCY TRANSPORTATION RESPONSIBILITIES**

**MARITIME ADMINISTRATION**

**PROVIDE BERTHING FACILITIES, SERVICES, AND EQUIPMENT FOR US-FLAG AND  
ALLIED-FLAG MERCHANT VESSELS**

**BE PREPARED TO EFFECT RAPID TRANSITION OF US PORTS TO MOBILIZATION  
STATUS**



**MARAD EMERGENCY ORGANIZATION**

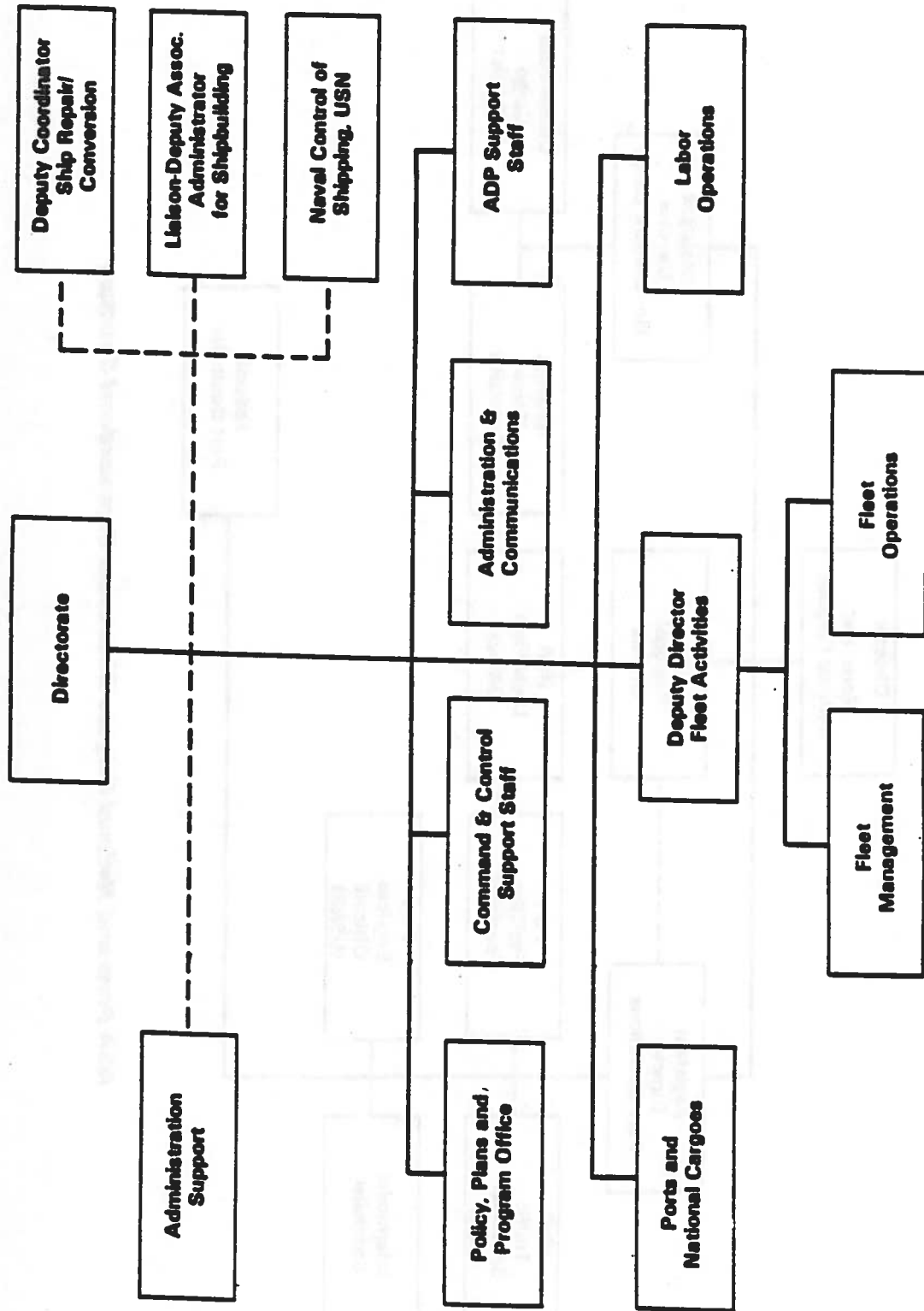
**NATIONAL SHIPPING AUTHORITY (NSA) IS EMERGENCY OPERATING AGENCY OF  
MARAD**

**NSA EXISTS IN PEACETIME**

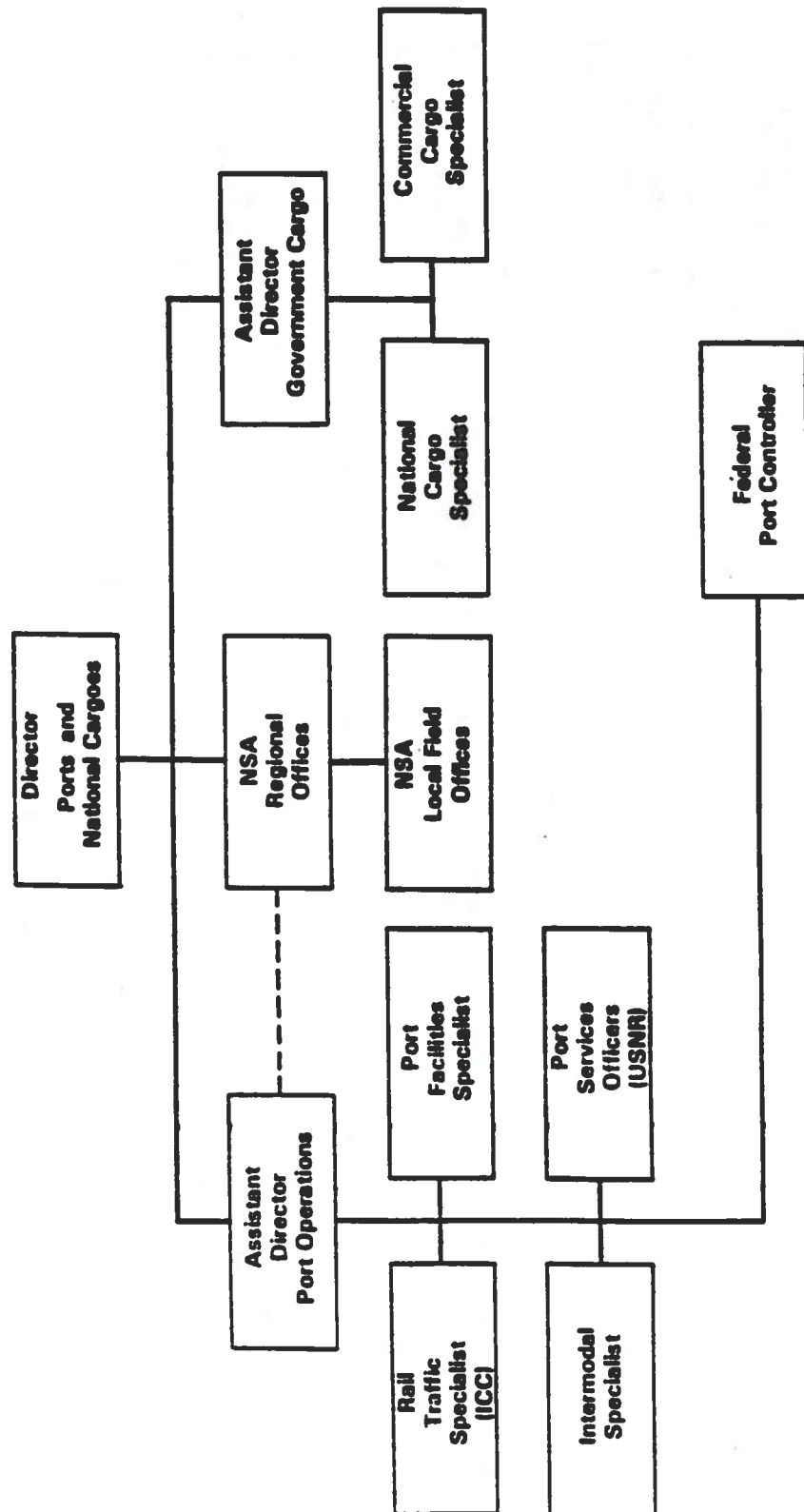
**NSA MANAGES SHIPPING AND COMMERCIAL ACTIVITIES IF FEDERAL  
INVOLVEMENT IS NECESSARY**

**NSA EXECUTES SHIP PRODUCTION, CONDUCTS LABOR AND TRAINING  
ACTIVITIES, AND ADMINISTERS OTHER OPERATING AND SUPPORT PROGRAMS**

**MARAD OPLAN 001 (BASIC WAR PLAN) IS REFERENCE FOR FULLY ACTIVATING  
NSA**



*NSA Organizational Structure*



*NSA Ports and National Cargoes Directorate Organizational Structure*

**FEDERAL PORT CONTROLLER (FPC) CONTRACTS**

**NSA ENTERS INTO CONTRACTUAL AGREEMENTS WITH US PORTS OR  
MARITIME-RELATED FIRMS FOR FPC SERVICE**

**CONTRACTS ARE IN STANDBY STATUS DURING PEACETIME**

**CONTRACTS ARE ACTIVATED IN WARTIME OR NATIONAL EMERGENCY  
SITUATIONS**

**FEDERAL PORT CONTROLLER RELATIONSHIPS**

**FPC'S ARE NSA/MARAD AGENTS**

**THE FPC IS THE SENIOR FEDERAL GOVERNMENT PORT OFFICIAL AT A PARTICULAR PORT**

**FPC'S ARE RESPONSIBLE TO HEADQUARTERS BUT COORDINATE WITH MARAD REGIONS. REGIONS PROVIDE TECHNICAL ASSISTANCE WHENEVER POSSIBLE**

**LEVELS OF PREPARATION AND FPC ACTIVATION**

**PEACETIME**

**FPC CONTRACTS ARE EXECUTED (STANDBY STATUS)**

**ASSEMBLAGE OF PORT EMERGENCY OPERATIONS REFERENCE MATERIALS**

**DEVELOP FRAMEWORK FOR USING SUPPORT STAFF**

**ATTEND TRAINING SEMINARS AND EXERCISES**

**RECEIVE AND ASSIMILATE PLANNING ORDERS AND PLANNING  
DIRECTIVES**

**LEVELS OF PREPARATION AND FPC ACTIVATION (CONTINUED)**

**RISING TENSION**

**NO CHANGE IN FPC STATUS**

**46 CFR PART 340 MAY BE INVOKED IF NEEDED**

**WAR OR NATIONAL EMERGENCY**

**ACTIVATION OF FPC CONTRACTS BY NSA**

**CONTACT WITH MARAD/NSA REGIONAL OFFICE TO PROVIDE INFORMATION**

**FEDERAL PORT CONTROLLER RESPONSIBILITIES**

- (1) FORMULATE PORT COORDINATION AND SUPPORT POLICY
- (2) EXPEDITE SHIP TURNAROUND
- (3) OVERSEE ARRANGEMENTS FOR RAPID TRANSIT OF COMMODITIES THROUGH THE PORT
- (4) OVERSEE ARRANGEMENTS FOR SHIP BERTHING AND LOADING AND DISCHARGING
- (5) PROVIDE ADVICE ON DAILY PORT CAPACITIES AND WORKLOAD, AND
- (6) DISPOSITION OF FRUSTRATED CARGO

**FEDERAL PORT CONTROLLER FUNCTIONS**

- (1) FURNISH NSA WITH INFORMATION NECESSARY TO ESTABLISH MAXIMUM PORT OCEAN LIFT CARGO QUOTA
- (2) RECOMMEND CHANGES IN SHIP OR CARGO DESTINATIONS
- (3) COORDINATE SHIP DIVERSIONS
- (4) COORDINATE AND CONTROL LAND TRANSPORTATION INTO, WITHIN, AND OUT OF PORT AREAS
- (5) ADMINISTER PRIORITIES FOR MOVEMENT OF MILITARY AND CIVILIAN CARGOES THROUGH THE PORT

**FEDERAL PORT CONTROLLER FUNCTIONS (CONTINUED)**

- (6) **PROVIDE GUIDANCE FOR THE COORDINATION OF PORT TERMINAL AND FORWARDING OPERATIONS; CONTROL THE UTILIZATION OF PORT FACILITIES, EQUIPMENT, AND SERVICES**
- (7) **RECOMMEND DEVELOPMENT OR REHABILITATION OF PORT FACILITIES; RECOMMEND AND DIRECT THE RESTORATION OR REPLACEMENT OF DAMAGED OR DESTROYED PORT FACILITIES**
- (8) **FURNISH NSA WITH LOCAL PORT OPERATIONS INFORMATION NEEDED TO PERFORM ITS NATIONAL RESPONSIBILITIES**
- (9) **HANDLE "CLAIMANT" REQUESTS, AND**
- (10) **ADVISE AGENCIES RESPONSIBLE FOR LAND TRANSPORTATION ON THE NEED FOR CONTROLS ON LAND TRAFFIC TO AND FROM THE PORT IN ORDER TO MINIMIZE CONGESTION**

**NATIONAL PORT READINESS NETWORK**

**NATIONAL PORT READINESS STEERING GROUP (NPRSG)**

**SIX AGENCY MEMORANDUM OF UNDERSTANDING (MOU)**

**FLAG OFFICERS OR SENIOR EXECUTIVES ASSIGNED TO NPRSG**

**MISSION TO COORDINATE PORT EMERGENCY PLANNING**

**MEMBERSHIP**

**MARAD  
USCG  
USACE  
MTMC  
NCSORG  
MSC**

**U.S. MARITIME ADMINISTRATION (MARAD)**

**TABLE 1**

<b>PORT FUNCTIONS FOR WHICH MARAD IS RESPONSIBLE</b>	<b>REQUIRED FOR</b>
Vessel Berth Assignment	MSC
NDRF Activation	MSC
Vessel Characteristics	MSC/NTMC
Vessel Requisitioning	MSC
Vessel Crewing W/MS	MSC
DOD Berth Designation	MSC/NTMC
Terminal Services	MSC/NTMC

TABLE 2

PORT FUNCTIONS REQUIRING  
MARAD COORDINATION

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Vessel Berth Notification  
Vessel Scheduling  
Comm. Vsl. Cert./Doc.  
Vessel Handling W/NTMC/USCG/USACE  
Dispersal Instructions W/NCSORG/NTMC  
Vessel Repair W/NTMC/USCG  
Waterside Security  
  
Cargo Identification W/USCG/NSC/OWN-OP  
Frustrated Cargo Disp. W/USCG/NSC/OWN-OP  
Limited Access Designation W/NTMC/NSC  
Limited Access Enforcement W/NTMC/NSC  
Port Safety W/OWN-OP/ALL  
Water Pollution Responsibility

TABLE 3

PORT FUNCTIONS FOR WHICH USCG IS RESPONSIBLE	REQUIRED FOR
Waterside Security	MSC
Cargo Compatibility	NTMC/MS
Vessel Traffic Control	MSC
Nav. Safety/Law Enf.	MSC
Harbor Defense Inspection	MSC
Commer. Vsl. Cert./Doc.	MSC
Dispersal Instruction	MSC
Harbor Escort	MSC
Waterside Security	MSC/NTMC
Shoreside Phys. Sec. W/MTMC	USACE
Personnel access Control W/NTMC	OWN-OP
Port Safety	MSC
Waterways Safety	ALL
Water Pollution Resp.	MSC
Aids to Navigation	ALL
Limited Access Designation	MSC
Access Enforcement	MSC/MTNC
Anchorage Control	MSC/MTMC
	MSC

**MILITARY TRAFFIC MANAGEMENT COMMAND (MTMC)**

**TABLE 4**

PORT FUNCTIONS FOR WHICH MTMC IS RESPONSIBLE	REQUIRED FOR
Vessel Loading Vessel Berthing-Military Fac. Cargo Space Cleaning-W/MSC Shoreside Security W/USCG Personnel Access Control-USCG Frustrated Cargo Disposition	MSC MSC/NTMC MSC/MTMC OWN-OP MSC NTMC
Container/Intermodal Equipment Acquisition	NTMC

MILITARY SEALIFT COMMAND (MSC)

TABLE 5

PORT FUNCTIONS FOR WHICH MSC IS RESPONSIBLE	REQUIRED FOR
Personnel Access Control	MSC
Onboard Vessel Security	MSC
Vessel Stow Plans	MTMC/MSC
Vessel Berth Notification	MTMC/MSC
Vessel Scheduling	MTMC
Vessel Crewing W/MARAD	MSC
Vessel Husbanding	MSC
Vessel Repair	MSC

NAVAL CONTROL OF SHIPPING ORGANIZATION (NCSORG)

TABLE 6

PORT FUNCTIONS FOR WHICH NCSORG IS RESPONSIBLE	REQUIRED FOR
Marshalling of Convoy	MSC
NCSORG Pre-Sail Board W/OWN-OP/MARAD	MSC
Voyage Certification	MSC

**U.S. ARMY CORPS OF ENGINEERS (USACE)**

**TABLE 7**

PORT FUNCTIONS FOR WHICH USACE IS RESPONSIBLE	REQUIRED FOR
Staging Area Security Enhancement Cargo Operations Area Expansion Transp. Facility Expan. Bypass Real Estate Acquisition Lock Operations Channel Dredging Channel Clearing Channel Obstruction Removal	NTMC MTMC MTMC MTMC MTMC MSC/NTMC MSC/NTMC MSC/NTMC

**LOCAL PORT READINESS COMMITTEES**

**MEMORANDUM OF UNDERSTANDING BETWEEN DEPARTMENTS OF DEFENSE  
AND TRANSPORTATION**

**CHAIRER BY COAST GUARD CAPTAIN OF THE PORT**

**INCLUDES LOCAL REPRESENTATIVES OF THE SIX NATIONAL AGENCIES**

**FPC IS MARAD'S REPRESENTATIVE**

**GENERAL PROVISIONS OF 46 CFR PART 340**

**PRIORITY USE OF PORT FACILITIES**

**ALLOCATION OF MARITIME SERVICES**

**COORDINATION BETWEEN DEFENSE AGENCIES AND  
CIVILIAN PORT INTERESTS**

**NSA SERVICE PRIORITY ORDERS (NSPO'S)**

**AUTHORIZED BY SECRETARY OF TRANSPORTATION**

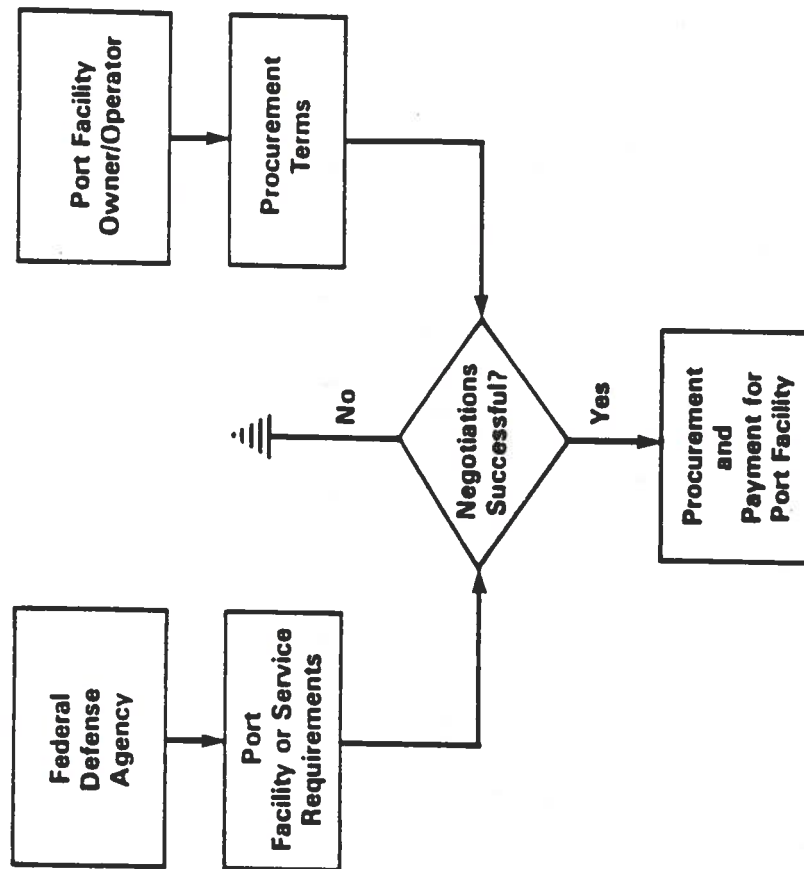
**USED FOR PARTICULAR EVENT OF SHORT DURATION**

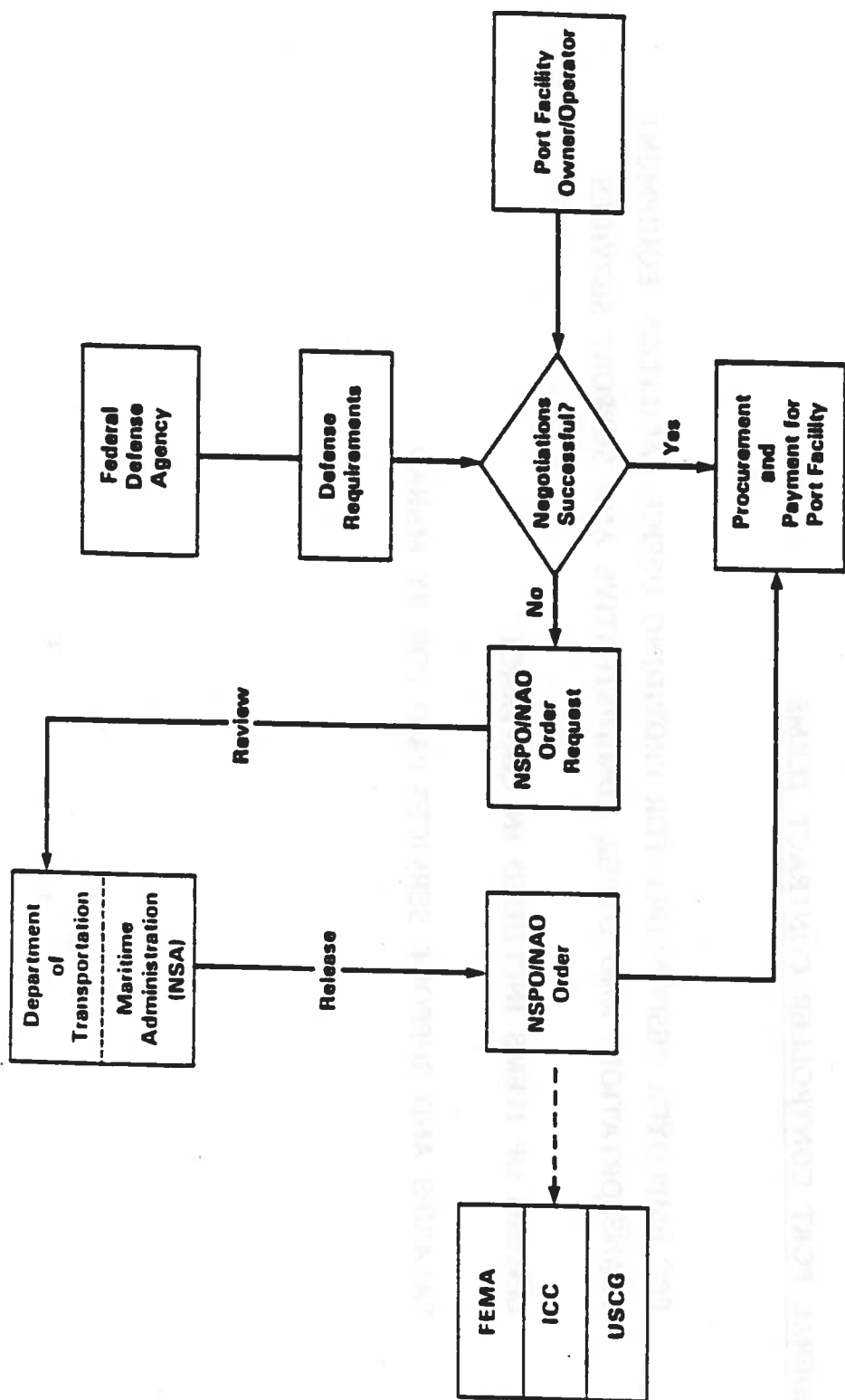
**USED FOR DEPLOYMENT OR NATIONAL DEFENSE**

**PEACETIME COUNTERPART IN FORM OF PLANNING ORDERS**

**NSA ALLOCATION ORDERS (NAO'S)**

**AUTHORIZED BY THE SECRETARY OF TRANSPORTATION  
USED TO OBTAIN EXCLUSIVE USE OF SERVICES OR FACILITIES  
DESIGNED FOR USE EXCEEDING 30 DAYS  
HAS PEACETIME COUNTERPART IN FORM OF PLANNING ORDERS**





*Application of Title 46 CFR Part 340 Procedures  
Prior to and Following a State of Emergency*

**FEDERAL PORT CONTROLLER CONTRACT TERMS**

**FPC EMPLOYER RESPONSIBLE FOR PROVIDING OFFICE FACILITIES, EQUIPMENT,  
TRANSPORTATION, AND OTHER ADMINISTRATIVE AND SUPPORT SERVICES**

**LISTING OF ITEMS INCLUDED IN CONTRACT**

**SALARIES AND SUPPORT SERVICES PAID FOR BY MARAD**

**FEDERAL PORT CONTROLLER STAFF**

**EXECUTIVE LEVEL PERSONNEL**

**OPERATIONS AND FACILITIES PERSONNEL**

**SECURITY PERSONNEL**

**CLERICAL PERSONNEL**

**OPERATIONS FACILITIES AND FPC COMMUNICATIONS**

**ALLOCATION/PROCUREMENT OF OFFICE SPACE AND EQUIPMENT**

**COMMUNICATIONS SYSTEMS**

**PORT EMERGENCY REFERENCE DOCUMENTS**

**PORT SITUATION DATA COLLECTION AND DISPLAY**

**MARAD PORT INFORMATION SYSTEM**

**FEDERAL PORT CONTROLLER INFORMATION MANAGEMENT SYSTEM (FPCIMS)**

**IDENTIFIES SPECIFIC PORT EMERGENCY PERSONNEL**

**IDENTIFIES LEGAL AUTHORITIES AND LINES OF COMMUNICATION**

**DESCRIBES FUNCTIONS AND RESPONSIBILITIES**

**FOUR TEST PORTS IN FIRST PHASE OF PROJECT**

**EVENTUAL DEVELOPMENT INTO NATIONAL DATABASE MANAGEMENT SYSTEM**

**PARTICIPATING AGENCIES**

MARAD	FEMA
OET(DOT)	USACE
USCG	MSC/NCSORG

**NATIONAL DEFENSE EXECUTIVE RESERVE (NDER)**

**MARAD UNIT OF NDER**

**BUSINESS EXECUTIVES AND OTHER CIVILIAN PERSONNEL**

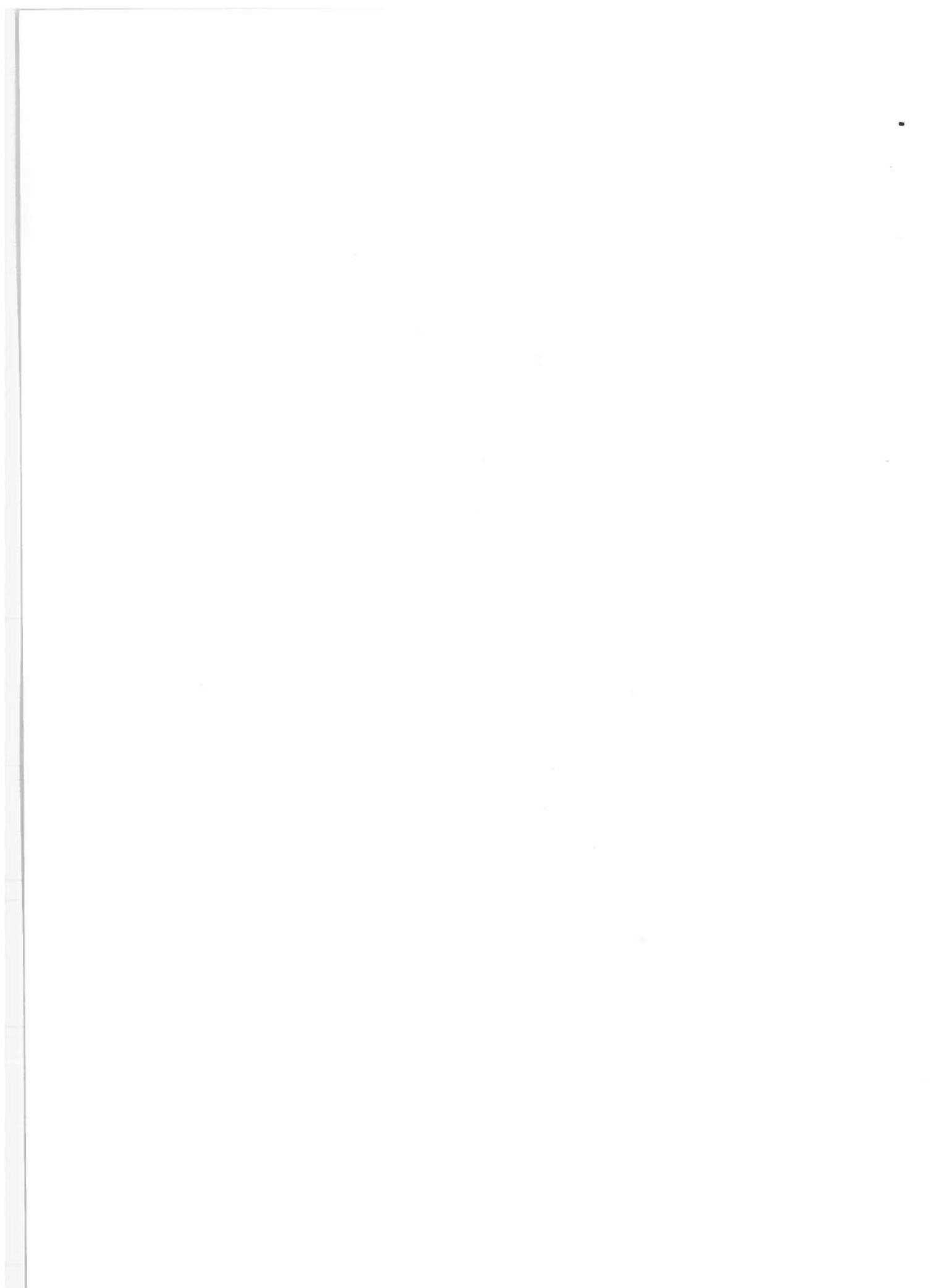
**NDER PROVIDES SECURITY CLEARANCE AND OFFICIAL IDENTIFICATION**

**PORT MOBILIZATION MASTER PLAN (PMMP)**

**NPRSG FUNDED TO DEVELOP A PROTOTYPE PMMP BY 10/88**

**PMMP DETAILS MANY ASPECTS OF MOBILIZATION**

**PORTS AND PRC'S MAY UTILIZE PMMP AS A GUIDE FOR INTERNAL  
PLANNING**



FEDERAL BOMB CONTROL TRAINING CENTER

EXERCISE SITUATIONS

Phase I - Overview

What have you done to date with regard to the situation?

During the exercise?

## APPENDIX D

### SITUATION MATERIAL HAND-OUT

What is the situation of the Port of New York Authority?

What are the responsibilities of the FBI in your region?

Involved in the event?

**FEDERAL PORT CONTROLLER TRAINING SEMINAR**

**Exercise Situations**

**Phase I - Peacetime**

What have you done to date with respect to the FPC functions during peacetime?

What is the mission of the Port Readiness Committee in peacetime? What activities has the PRC in your region been involved in to date?

In the event of a national emergency, explain whether the PRC representatives in your port would operate more effectively from a combined Operations Center or from their own offices. Would you suggest any alternatives for your port?

The Port Director is a member of the Port Readiness Committee (PRC) and has National Defense Executive Reserve (NDER) security clearance. He wishes to have his Operations Manager, who does not have security clearance, represent him at the next PRC meeting. How is the security matter resolved?

## Phase II - Rising Tension

What is expected of a port authority during a period of rising tension?

Military Traffic Management Command (MTMC) requires the use of commercial ship Berths #1 & #2 on Terminal "A" for a period of twenty days. What acquisition procedures are available and what organizations are involved.

Terminal "A", Berth #1 must be cleared of cargo immediately but terminal operator refuses to cooperate. What alternatives are available to the Port Director and what agencies are involved?

Commercial vessel in Terminal "A", Berth #1 has completed cargo operations and is ready to sail at noon but has engine trouble. Estimated time of repairs: 4 hours. Captain requests to remain at pier until repair completed. MSC vessel at anchor requests docking prior to 1 PM. Who resolves the dispute and what is the appropriate solution?

### Phase III - National Emergency

Port agency receives message from the Maritime Administration (MARAD) activating the Federal Port Controller Service Agreement. The Port Director is designated as the Federal Port Controller (FPC) in the agreement. What immediate steps should he take with respect to affirming his position and establishing his operating program? What personnel and equipment will be needed?

How is the FPC's port agency compensated under the FPC Service Agreement for facilities and personnel?

What is the relationship between the Military Traffic Management Command (MTMC) and a Terminal Transportation Unit (TTU)? At a commercial berth, would a TTU normally perform stevedoring on a vessel operated by a military agency? On a commercial vessel loading military cargo?

MTMC needs use of a berth with RoRo capability to load one vessel with heavy equipment. What is the procedure by which MTMC attempts to obtain the berth? Under what circumstances does the FPC get involved? What information would the FPC require to select a suitable berth?

Commercial vessel is about to complete loading military cargo. Terminal Transportation Unit makes a last minute decision to load three heavy lifts on deck despite Vessel Master's concern that vessel stability may be affected. Under what circumstances could the FPC get involved? Who makes the final decision?

The FPC receives a phone call from a marine terminal operator (MTO) advising that a USCG officer has arrived with orders from the Captain of the Port to take over control of the terminal. The MTO requests clarification. What action can the FPC take?

Vessel loaded except for 3,000 tons vehicle spare parts due to arrive by rail 2 hours after vessel's scheduled departure time to join convoy forming at sea buoy. MTMC wants equipment loaded on this vessel. Naval Control of Shipping Organization (NCSORG) orders vessel to sail as scheduled. Who makes the final decision?

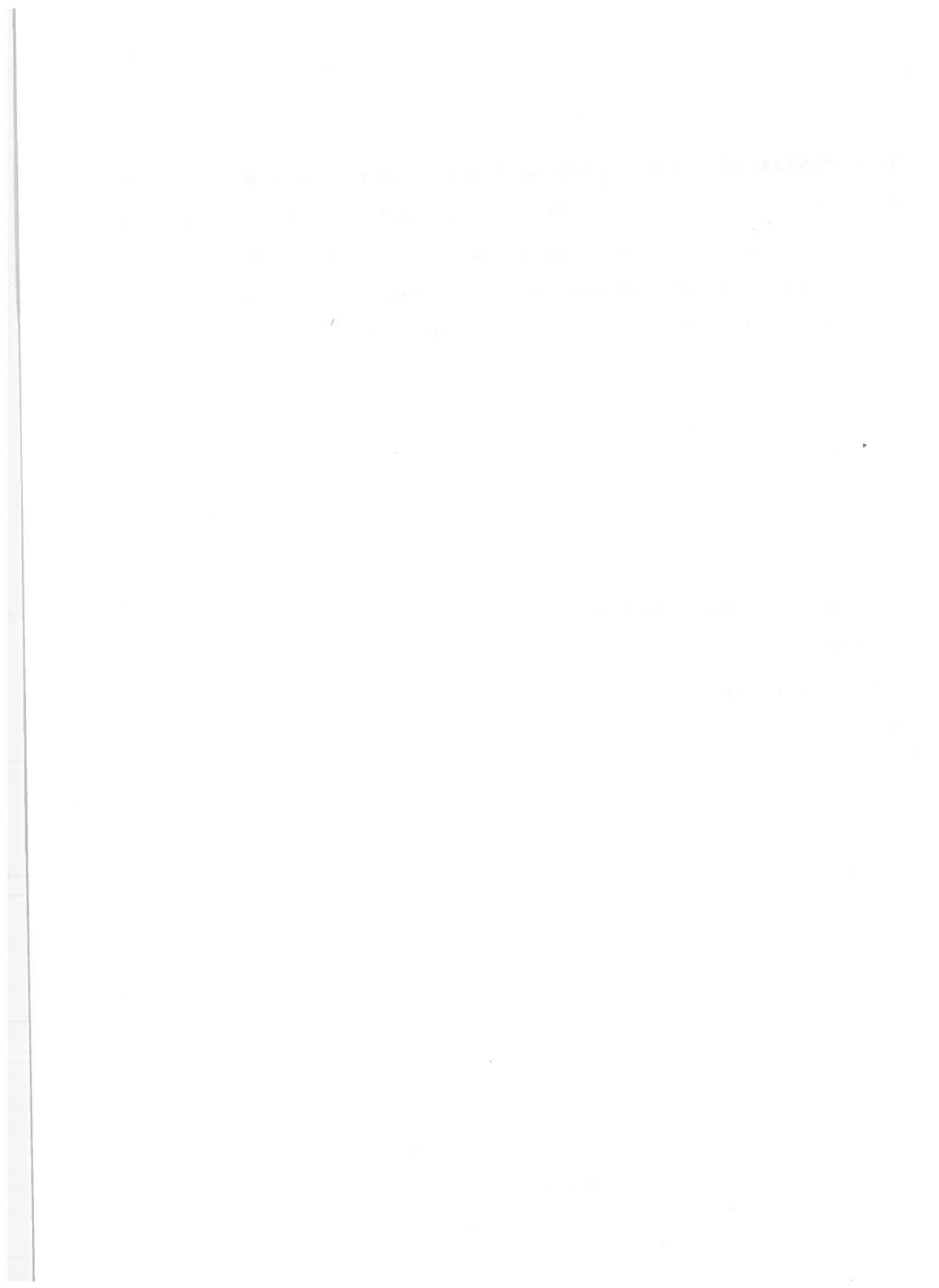
Main line rail track and switch near marine terminal damaged in an accident. Priority military export cargo due next day by rail. Operating railroad cannot guarantee timely availability of repair crew. What action can the FPC take?

What status does the Port Readiness Committee have during a national emergency? Is its function suspended, does it continue as an advisory body, or does it become more involved in the decision-making process?

A commercial vessel is loading military cargo at a commercial berth when protestors outside the terminal gate become violent and interfere with the flow of cargo to the vessel. The terminal has only elderly civilian watchmen on duty. The FPC is requested to send assistance. What authority does the FPC have in this situation? What organizations can he call on?

Port congested. NSA vessel with 5,000 tons military cargo due at sea buoy within 48 hours. Current military priorities preclude working this vessel for at least a week. FPC recommends diversion to another port. Who is consulted and what is the communications chain to notify vessel if diversion is approved?

MTMC requests FPC assistance in locating and leasing additional property on the waterfront for staging wheeled military equipment. What is the normal communications channel for such a request? How can the FPC assist?



## SEMINAR ATTENDANCE LISTS

U.S. Maritime Administration  
Federal Port Controller Seminar  
Washington, D.C. 6/2/88

Attendance List

Portsmouth NH	-	Ernest Connor	
Providence RI	-	John D'Antuono	
Ogdensburg NY	-	Salvator Pisani	
New York NY	-	Matthew Smith	
Philadelphia PA	-	William Bennington	
Wilmington DE	-	John Penn, Jr.	
Baltimore MD	-	Thomas Powers	
Hampton Rds, VA	-	Todd Coyle - Samuel Weiss	
Wilmington NC	-	Joseph Corbin	
Savannah GA	-	John Donaldson	
N. Orleans LA	-	LT. Cliff Johnson, USNR	
MTMC Wash., DC	-	LCL Lee Scarbrough USAF	
MARAD	-	John W. Carnes	- Washington
		Carl Sobremisana	- Washington
		Charles Stewart	- NY
		Robert McKeon	- NY
		John Bishop	- Norfolk
U.S.DOT/TSC	-	Robert F. Casey	- John J. Malone

U.S. Maritime Administration  
Federal Port Controller Seminar  
Oakland, CA 6/14/88

Attendance List

Everett WA	-	Ed Paskovskis	
Seattle WA	-	Jan Kelly	
Tacoma WA	-	Mike Sawers	
Portland OR	-	Del Pearson - John Hachey	
Oakland CA	-	Robert Cathy	
Stockton CA	-	Neil Weiman	
Long Beach CA	-	Charles Connors	
San Diego CA	-	William Garrett	
MTMC Wash., DC	-	LCL Lee Scarbrough USAF	
MTMC WA	-	James Politano	
U.S. Coast Guard	-	CDR Wynn Harper	- Seattle
		LCDR Bud Leland	- San Francisco
		LCDR Bill Whitson	- Long Beach
U.S. DOT REG. 9	-	Edward Henry	
MARAD	-	John W. Carnes	- Washington, D.C.
		Carl O. Otterberg	- Western Region
		Lyn McClelland	- Seattle
		John Puller	- Portland
		Han Laws	- Long Beach
U.S.DOT/TSC	-	Robert F. Casey	- John J. Malone

U.S. Maritime Administration  
Federal Port Controller Seminar  
New Orleans, LA 6/16/88

Attendance List

Philadelphia	PA	-	Raymond Heinzelmann
Charleston	SA	-	W. Don Welch - Joseph Bryant
Jacksonville	FLA	-	Neal Ganzel
Canaveral	FLA	-	R.W. McMann
Miami	FLA	-	Frank Dapena
Manatee City	FLA	-	Claude McGavic
Tampa	FLA	-	Joseph Valenti
Panama City	FLA	-	Tommy Berry
Mobile	ALA	-	Ted McDonald - A.J. Poillon
Pascagoula	MS	-	Paul Smith
New Orleans	LA	-	Michael Orlesch - Kenneth Parker
Baton Rouge	LA	-	Richard Savoy
Beaumont	TX	-	Terry Jordan
Galveston	TX	-	Billy Read
Houston	TX	-	James D. Pugh
Corpus Christi	TX	-	Harry Plomarity
Brownsville	TX	-	Gene Cockrill
MTMC Wash	DC	-	LCL Lee Scarbrough USAF
MTMC Gulf		-	David Warren
Corps of Engineers		-	Richard Baldini
U.S. Coast Guard		-	LTJG T.W. Brandsma
U.S. Naval Reserve		-	Capt. Robert Schenk CDR. Earl Higgins
MARAD		-	John W. Carnes - Washington, D.C. James Murphy - Central Region
U.S. DOT/TSC		-	Robert F. Casey - John J. Malone