Government Cargo Recovery Effort (GOCARE) Program

References: Refer to Enclosure 1.

1. PURPOSE

   a. The purpose of the Government Cargo Recovery Effort (GOCARE) Program, formerly known as the “Department of Defense/General Services Administration (DoD/GSA) Joint Astray Freight Committee,’ is to identify frustrated cargo within the Defense Transportation System (DTS), commercial carrier warehouses, carrier terminals, and along routes that freight travels to its appropriate destination; route frustrated or astray freight (Freight found in commercial carrier possession or delivered to a Government installation for which a valid bill of lading is not available or which is being held for any reason, except transfer or delivery.) to its appropriate destination.

   b. The Defense Logistics Agency (DLA) activities must establish procedures for contact between GOCARE committee members (CM) and commercial carriers; identify procedures to handle astray freight and convey information concerning carrier initiatives, property identification numbers, foreign military sales and legal considerations; assist DLA personnel by identifying frustrated cargo/shipments within the DTS and in commercial carrier terminals and warehouses.

   c. DLA activities must provide guidance in routing freight to the appropriate destination, report the GOCARE visits; encourage DLA civilians, military and contractors to participate in the GOCARE Program to maintain a strong cooperative link between the Government and the commercial carrier industry and the existence of astray freight.

2. APPLICABILITY. This DLA Instruction is applicable to the Defense Distribution Depot (DDC), Defense Energy Support Center (DESC), and Defense Reutilization and Marketing Service (DRMS) personnel.

3. POLICY.

   a. The GOCARE Program is non-adversarial; all participants must ensure the program receives the highest visibility. Positive results of the GOCARE Program provide a basis for much-needed support of DLA commanding officers and transportation personnel.
b. GOCARE CMs are the primary link between the Government and the commercial carrier industry. The continued success and improvement of the program depends upon the cooperation between the commercial carrier and the CMs.

c. Participation as a GOCARE Program CM is an additional duty and as such, supervisors must allow employees the additional time, funding and means to perform the additional GOCARE Program duties. If warranted, the GOCARE Program CMs and GOCARE Committee Chairpersons (CP) should receive appropriate recognition for accomplishments under the program.

d. The GOCARE Quarterly Report, including negative responses, identified at Enclosure 2, Cargo Recovery Effort (GOCARE) Program, must be submitted to the Surface Deployment and Distribution Command (SDDC) Operations Center, ATTN: SDDC-OPCL, to the DDC point of contact (POC) at DDC J-3MC, and to the identified POCs at DESC and DRMS (for the DESC and DRMS participants in the GOCARE program). The quarterly record, in spreadsheet format, of astray freight found and cost of astray freight recovered will be kept by DDC J-3MC.

4. RESPONSIBILITIES

a. Responsibilities of the GOCARE Program CM.

(1) Serve as part of a Program; responsible for covering a specific geographical area.

(2) Serve as the POC between carrier representatives and the U.S. Government for all astray/frustrated cargo problems or questions.

(3) Establish a rapport with local air, motor, rail and water carrier terminal/warehouse managers to encourage commercial carrier participation in the GOCARE Program.

(4) Deliver and post an approved GOCARE Program poster in a commercial carrier terminal or warehouse.

(5) Contact local commercial carrier warehouses/terminals on a quarterly basis, either in person or by telephone.

(6) If DoD astray freight is located in a commercial carrier warehouse/terminal, pay a personal visit to the warehouse/terminal.

(7) Verify astray freight ownership, provide a receipt to the terminal manager, and forward the shipment to a Government location.

(8) Ensure carrier obtains appropriate documentation to obtain payment for transportation.

(9) Document GOCARE Program calls and visits for reference.
(10) Prepare a quarterly GOCARE report; forward to SDDC, DDC, and other Primary Level Field Activities (PLFA); negative responses are required

(11) Identify property and contact carrier, consignee, consignor, item manager, or other personnel to obtain appropriate documentation and disposition instructions for freight shipments.

(12) Arrange with commercial carrier and the local transportation office for delivery of the recovered property.

(13) Develop appropriate freight forwarding procedures.

(14) Record shipment information on DD Form 361, TDR; input into the Discrepancy Identification System (DIS) on the Global Freight Management (GFM) Web site.

(15) Submit local travel requests for inclusion in the annual budget planning process to permit assist in funding GOCARE Program CM duties.

b. Responsibilities of the GOCARE Program CP.

(1) Supervise and coordinate actions of assigned GOCARE Program CMs and assign them carrier terminals and warehouses. Provide this information to the SDDC Operations Center annually, no later than May 15th of each year.

(2) Provide an updated listing of all CMs to SDDC OPS, annually, no later than May 15th of each year.

(3) Provide reporting procedure guidance to CMs. Monitor CM reporting and provide assistance and training, as necessary. Provide all CMs information on training opportunities for continued professional growth.

(4) Provide a quarterly status report to SDDC Operations Center, ATTN: SDDC-OPCL and to the DDC, ATTN: DDC J-3MC, no later than the 15th of the month following each quarter; the report will include:

   (a) Number of carrier facilities visited/contacted via telephone by each CM.

   (b) Number of astray shipments located.

   (c) Actual or estimated value of shipments.

   (d) Indicate any non-participating CMs.

(5) Attend meeting and training provided by the military SDDC Operations Center.

(6) Conduct periodic meetings with CMs.

(7) Encourage CMs to attend loss and damage workshops in their geographic area.
(8) Recommend the inclusion of adequate funding in the annual installation/facility budget planning process to attend GOCARE meetings/training.

(9) Address problems and requests for assistance to the SDDC Operations Center, as necessary.

(10) Procedures for Contacting Commercial Carriers.

(a) Telephone contacts: Initiate telephone contact with a commercial carrier to determine if there is astray freight in the commercial carrier terminal/warehouse; document all telephone calls.

(b) The CP should set minimum guidance.

(c) A GOCARE Program visit is not required if a carrier telephonically indicates the possession of astray Government cargo and provides sufficient information from the outside container markings to facilitate the disposition of the cargo; provide forwarding instructions to the commercial carrier.

(d) In other circumstances where the carrier reports astray freight the CM should followup with a timely visit to the carrier facility.

(e) Visits to carrier terminals and warehouses:

[1] Although the Government has a contractual right to conduct unannounced carrier facility visits or to insist unilaterally upon a visit at a given time, such visits are inconsistent with the general spirit of the GOCARE Program.

[2] During visits to carrier facilities, observe the general condition of the facility.

(f) Procedures for Handling Astray Freight:

[1] If astray freight belongs to the Government and origin shipper markings are available, contact the shipper to determine the identity of the destination and the applicable bill of lading number reference.

[2] Contact the shipper either from the commercial carrier facility or upon return to the office.

[3] Leave the freight with the carrier until the CM can provide forwarding instructions.

(g) If the astray freight belongs to the Government but there are no markings, or the markings are conflicting:

[1] Open astray freight container in the presence of an authorized commercial carrier representative to look for packing lists or property identification. (If neither the shipper
nor consignee identified, contact the item manager for disposition instructions. If you cannot identify the item manager, contact the military SDDC Operations Center for assistance.)

[2] Instruct the commercial carrier on freight delivery to CM facility, pending disposition.

[3] The delivery of the freight to the CMs facility terminates the shipment, unless it becomes apparent that the original CBL will be used for onward movement.

[4] Until it is determined the freight belongs to the Government, it will remain in the carrier’s possession.

[5] Contact commercial carrier with information on new developments within the GOCARE Program.

5. PROCEDURES.

a. GOCARE Procedures.

(1) Coordinate a visit in advance with the commercial carrier (schedule time/visit unannounced).

(2) Observe the general condition of commercial carrier terminal/warehouse operations.

(3) Monitor carrier operations within warehouse/terminal.

(4) Identify astray DoD freight within warehouse/terminal.

(5) Use the bill of lading, if available.

(6) Use the Transportation Control Number (TCN).

(7) Use the National Stock Number (NSN).

(8) Use the freight carton markings.

(9) Prepare a Transportation Discrepancy Report (TDR), in accordance with (IAW) DTR, Chapter 210, when astray freight is found; consult DTR, Chapter 210, to hand write the TDR, DD Form 361; transfer information on the DIS on the SDDC GFM Web site.

(10) Advise commercial carrier of movement instructions.

(11) Seek assistance from local commercial carrier representatives; if the local commercial carrier representative is unavailable, or not known, call the GOCARE Program Hotline.
(12) Pending final astray freight disposition, a carrier may turn over the astray shipment to the nearest military transportation office. Provide the carrier with a receipt for shipment delivery; when the freight is received at destination, cancel the receipt.

(13) Maintain a record of astray freight items found; report findings to both the GOCARE CP, at SDDC-OPCL, and to the DDC POC, at DDC J-3MC.

(14) Keep good records of all TDRs with freight receipts.

(15) Follow through on TDR request for Information IAW DTR Chapter 210.

(16) Followup to determine if freight arrived at destination.

(17) Closeout TDR when freight is received.

(18) Attend GOCARE Program/TDR training sponsored by the SDDC Operations Center or by the Defense Finance and Accounting Office (DFAS) personnel.

b. Legal Considerations.

(1) Right of access to carrier facilities. SDDC Operations Center has a contractual right of access to carrier facilities. This includes the right to insist upon a given time and date to conduct a visit or even to make a visit unannounced. Such a right of access may result in a serious imposition on the carrier and is generally inconsistent with the cooperative spirit of the GOCARE Program. As a rule, coordinate visits to carrier facilities in advance and schedule for a mutually convenient time. Use the right of access sparingly, for good cause only, and only after coordination with a GOCARE CP.

(2) This right of access is normally contractual only. A refusal of the carrier to permit this access may give rise to a breach of contract, but does not entitle the CM to employ force to enter the commercial carrier terminal/warehouse. When a carrier refuses such entry, advise SDDC, ATTN: SDG3, (757) 878-8641, immediately.

c. Title to Government Cargo.

(1) Title to Government property is not lost through unauthorized, negligent, or even criminal activity on the part of a Government employee.

(2) Title to Government property remains with the Government even after the carrier pays a claim for the full value of the property. Only an authorized representative of the Government can transfer title to the property.

(3) If the carrier paid the claim before the property was found, deliver the freight to the original consignee, if applicable, or to the CMs facility. The carrier may be entitled to refund of the claim paid.

(4) Freight in the hands of another carrier: If astray Government freight is located in a commercial carrier warehouse/terminal, but is contractually the responsibility of another carrier,
the proper carrier shall be notified of the location of the freight and responsibility for that freight. Any compensation for services performed by the carrier in whose warehouse the freight is located shall be the responsibility of the original carrier.

(5) Commercial warehouses and non-carrier facilities: Astray freight may end up in the possession of a business other than a carrier; such a non-carrier entity may be a commercial warehouse, a surplus store, a salvage operation, a "frustrated freight consignor," or a similar business. The freight is subject to different procedures and legal constraints.

(6) A CM who discovers astray Government freight in a non-carrier facility should take steps to recover the freight, with the cooperation of the non-carrier, if possible. The CM should not routinely inspect or visit such non-carrier businesses without coordination with the SDDC Program Manager.

(7) There is normally no contractual right of access to a non-carrier facility on the part of a CM; however, a non-carrier may consent to such an inspection or search. A CM must never try to force his or her way into a non-carrier facility against the wishes of the non-carrier.

(8) When property is clearly identifiable as [classified] Government property, its immediate return to Government possession could be demanded under the Espionage Act (18 U.S. Code, Sec. 793, “Gathering, Transmitting or Losing Defense Information.”). Coordinate all such demands in advance with SDDC SDG3, (757) 878-8641. Do not take possession, or attempt to take possession, of any other property without prior coordination of SDDC-JA.

(9) A non-carrier who legitimately comes into possession of Government property may be entitled to compensation. However, no promise of compensation will be made without prior coordination with the SDDC-JA.

d. GOCARE Handbook and GOCARE Member Directory.

(1) The SDDC GOCARE Program Handbook and GOCARE Program Member Directory provide commercial carriers with POCs to resolve astray Government shipments.

(2) SDDC sponsors and coordinates GOCARE Program to survey carrier facilities and reduce astray cargo.

(3) The Transportation Officer (TO) or CM will visit carrier facilities quarterly to locate Government cargo. Carriers will be encouraged to notify TOs, CMOs, or CMs of suspected astray Government cargo in their terminal/warehouse.


(5) Provide carriers the GOCARE Program Hotline number, 1-800-631-0434.
(6) Until final disposition is determined, a carrier may deliver astray cargo identified as Government property to the local TO for temporary holding; furnish the commercial carrier a receipt; and follow the TDR procedures in the DTR.


e. Property Identification Numbers to Assist with Astray Freight Identification.

(Discrepancy: Any variation between the data shown on the bill of lading or other transportation document, and the quantity or condition of the containers, and their actual contents received; includes overages, shortages, or visible or concealed damages.

(1) Types of numbers that may appear on freight or on bills of lading:

(a) Commercial or Government Bill of Lading (CBL/GBL) number, this number may not appear on the astray Government freight, but it is the best number to be used to trace a shipment.

(b) Transportation Control Number (TCN). The TCN is a 17-digit number; e.g., FB4420-2112-0200XXX. The TCN could appear on the Military Shipping Label, the address label, or stenciled on the freight. This is the number most frequently used to identify freight. It also appears on the CBL and provides the best means of matching freight to a bill of lading (BOL) number. It normally appears on the BOL, above the freight description.

(c) National Stock Number (NSN). The NSN, e.g., 6750-00-958-8681, is also called the Federal Stock Number (FSN), which may also appear on the freight. The TCN or FSN may be stenciled on the side carton or typed on a label. The TCN is used to trace astray or frustrated freight in connection with the TCN or shipment unit number for material identification being shipped. This number is not usually on the BOL, but may appear in certain instances.

(d) Contract Number. The purchase instrument identification contract number, e.g., DAAA09-82-C-7042, appears on the procurement document and identifies the contract.

(2) Types of numbers that may appear on household goods and unaccompanied baggage shipments:

(a) Check freight carrier warehouse and terminal facilities for DoD household goods (HHG) and unaccompanied baggage (UB) shipments that may have gone astray.

(b) There are several numbers and markings that can help identify these shipments:

[1] Personal Property Government Bill of Lading (PPGBL). This number appears on the address label or is stenciled on the container of each household goods or unaccompanied baggage shipment entering the Defense Transportation System (DTS), e.g., DP602529.
[2] Transportation Control Number (TCN). This 17-digit number appears on the address label or is stenciled on the container of each household goods or unaccompanied baggage shipment entering the DTS, e.g., A5063186123344JXX.

[3] Code of Service. Each HHG or UB shipment has a code of service which appears on the address label or is stenciled on the container, e.g., Code J, T, 4, 5, 7, and 8.

[4] Direct Procurement Method (DPM) shipments. The phrase "DPM Expedite" will appear at the top of each container in the shipment.

(c) Report frustrated HHG or UB shipments to the military SDDC Operations Center.

f. General Services Administration (GSA).

(1) For shipments via the GSA, a Government agency other than DoD, or if freight is separated from the carrier freight bill or bill of lading.

(a) When the carrier is able to determine the consignee (from the markings on the freight or from the shipping documentation affixed to or contained within the freight), instruct the carrier to deliver the freight to the consignee.

(b) When the consignee cannot be determined from the markings on the freight or shipping documents, but the carrier is able to determine that the property belongs to a Government agency, the carrier will contact the nearest installation of that agency for disposition instructions.

(2) For disposition instructions on GSA-originated shipments, contact:

(a) GSA National Customer Service Center (6FR) (NCSC), 1500 East Bannister Road, Kansas City, MO 64131-3088, telephone: 1-800-488-3111, FAX: 1-816-926-6952.

(b) When a specific Government agency ownership for astray freight cannot be determined, contact the nearest Government installation for disposition instructions.

g. Foreign Military Sales (FMS)/Security Assistance Material.

(1) Provide assistance by visiting FMS freight forwarders within the Continental United States (CONUS) who handle Security Assistance shipments when the shipments have gone astray.

(2) Freight forwarders are not allowed to open the cartons; if there is no packing list on the outside of carton, the carton will be frustrated.

(3) The packing list is most likely inside the carton.
(4) Open the carton to see if there is a packing list; provide the freight forwarder information on where to forward the material if it should go to another country or military service.

(5) Make a copy of the documentation inside of the box; place it with the TDR.

(6) The sponsoring service should be identifiable by the first position of the requisition number, document number, or the TCN; the Foreign Customer Service Code located in the first position of the Supplementary Address field of an FMS requisition/materiel release order (r.p. 45-50 in MILSTRIP format) has an effect on which U.S. Service sponsors the requisition.

(7) The first position identification for military service material is:

(a) “B” - for U.S. Army, e.g., BNE09599109X002XXX.

(b) “D” - for U.S. Air Force, e.g., DKSH4V90904932XXX.

(c) “K” - for U.S. Marine Corps, e.g., KATP9490337600XXXX.

(d) “P” - for U.S. Navy, e.g., PKS10091525004XAX.

(e) “T” - for Defense Reutilization and Marketing Service, e.g., TKTP9490337600XXX.

h. Military Service/PLFA shipments: When FMS astray freight is found, a CM should contact the appropriate DoD sponsoring military service in the Security Assistance Management Manual (SAMM) for disposition guidance.


(2) U.S. Navy and U.S. Marine Corps: U.S. Navy Inventory Control Point (NAVICP), NAVICP, Code P753111, 700 Robbins Avenue, Building 4B, Philadelphia, PA 19111-5095; 1-215-697-1341/5002; DSN: 422-1341/5002; 1-800-356-6890; Fax: (215) 697-0766; message address: NAVICP PHILADELPHIA PA//P75311//.

(3) U.S. Air Force: Headquarters AFMC/LGTT; Transportation Policy Division, ATTN: ILC/XMRD, Wright-Patterson Air Force Base, OH 45433-5999l; 1-937-257-3422; DSN: 787-3422; 1-800-448-0361; Fax: (513) 257-3371; message address: HQAFLC WPAFB OH//DSTTI//.

(4) Defense Utilization and Marketing Service (DRMS), ATTN: DRMS-BA, 74 N. Washington Avenue, Battle Creek, MI 49015l; DSN 661-5927; 1-269-961-5927; message address: DRMS BATTLE CREEK, MI//DRMS-BA//.

i. GOCARE Program CP Quarterly Report. Send the quarterly report, or a negative reply, on the form identified in enclosure 2, to the GOCARE Program CP and to the DDC, ATTN: GOCARE POC, DDC J-3MC (DLA Depots), the DRMS POC for shipments under DRMS purview, and to the DESC POC for the DESC purview.


COL Thomas M. Laffey, USAF
Director, DLA Enterprise Support

2 Enclosures
Enclosure 1 – References
Enclosure 2 - Government Cargo Quarterly Report
References


Enclosure 2
GOVERNMENT CARGO QUARTERLY REPORT


SAMPLE

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TDR entered into ETA system: Yes ___ No ___
TDR mailed to SDDC Operations Center: Yes ___ No ___
Comments: ___________________________________________