

## CHAPTER 209

### LOSS AND DAMAGE PREVENTION AND ASTRAY FREIGHT PROCEDURES

#### A. GENERAL

This chapter provides procedures and requirements applicable to shippers, receivers, Transportation Service Providers (TSP) providing commercial transportation and related services to the Department of Defense (DoD) and other authorized users of the Defense Transportation System (DTS). It provides guidance for proper shipping and receiving of DoD Government cargo in order to prevent loss and damage and for documenting astray freight under the DoD Government Cargo Recovery Effort (GOCARE) program.

#### B. SHIPPING AND RECEIVING RESPONSIBILITIES

1. The Transportation Officer (TO) or receiving facility will:
  - a. Implement effective shipping and receiving procedures to minimize cargo loss and damage (see [Figure 209-1](#), Shipping Checklist, and [Figure 209-2](#), Receiving Checklist).
  - b. Document and resolve transportation discrepancies, to include misdirected and damaged cargo, in accordance with (IAW) Chapter 210 and Chapter 213.
  - c. Submit changes to the Transportation Facilities Guide (TFG) using the Transportation Enhance Access Management Services (TEAMS) Global Freight Management (GFM) website at <https://eta-teams.transport.mil/teams/login>.
  - d. Conduct or arrange for comprehensive training of all personnel involved with packaging, documentation, and receiving.

#### C. SHIPPING PROCEDURES

1. Outbound freight personnel will:
  - a. Ensure freight is packaged to withstand the ordinary transportation hazards based on the transportation mode selected.
  - b. Ensure shipping documentation and labeling is complete and accurate. Package labels and shipping labels will be prepared IAW Chapter 208 and MIL-STD-129. In-transit data transactions and radio frequency identification (RFID) marking will be IAW Chapter 203.
  - c. Provide a legible copy of the bill of lading (BL) or other shipping papers (including Reports of Shipment [see Figure 205-13]) to the consignee(s). The primary delivery method should be via system-to-system Electronic Data Interchange (EDI)/Extensible Markup Language (XML) data exchange. Fax and e-mail may be used if system-to-system data exchange is not available. See Appendix E for Foreign Military Sales shipments.
  - d. Consider increasing the declared valuation and pay additional minimal costs if a shipment requires additional coverage because of its sensitivity, scarcity, historical value, or other unusual characteristics. DoD Government freight shipments moved by commercial carriers are subject to varying degrees of valuation, depending on the mode of shipment, commodity code used, or the terms of carriage. Shippers will consult and follow Service/Agency specific guidance to determine when an increased, declared value is appropriate.

## **D. DELIVERY PROCEDURES**

1. Designated receiving personnel will:
  - a. Accept all DoD shipments. The TO will not refuse delivery of DoD freight at their facility. Accept the load and place the freight in a designated area until a determination can be made as to how to handle the disposition of the freight. There may be receiving exceptions for express TSP and United States Postal Service.
  - b. Receive copies of the shipping documents, BL, from the shipping office and establish a due-in suspense file. If the cargo is not received, contact the origin shipper and or carrier. Initiate tracer and claim action.
  - c. Count all boxes, containers, and/or pieces received in each shipment.
  - d. Examine each item unloaded from the carrier's conveyance. When a box or shipment shows evidence of damage or pilferage, call it to carrier's attention and segregate these items from other unloaded items to ensure that a proper record is made.
  - e. Keep a record of piece count and condition of material when shipment is in-checked. This record will show shipment identification, carrier equipment number, time, date, seal number, condition of seals, and checker's name. Consignee's copy of the BL, a tally sheet, or other approved forms will be used IAW Service specific instructions/guidelines.
  - f. Record any overage, shortage, or damage.
    - (1) When materiel received is in excess of the quantity shown on the BL, annotate carrier delivery receipt and report all overages and reconciliation IAW Chapter 210.
    - (2) Annotate original and consignee's copy of carrier's delivery receipt with specific identification of missing or damaged items. Sign and date all copies of the delivery receipt.
    - (3) Ensure the carrier's representative signs all copies of delivery receipt.
    - (4) Do not annotate the carrier's delivery receipt with comments such as "Subject to count and inspection."
  - g. Take photographs (before unloading, if possible) when damage exists or other conditions indicate loss or damage may exist.
  - h. If damage is noted after the carrier's representative departs, immediately contact carrier's nearest office to report the damage and request a shipment inspection.
  - i. Give the carrier up to 7 calendar days to inspect the shipment. If the carrier waives inspection, make a record of the waiver; include the name of carrier representative and the date and time the carrier waived shipment inspection.
  - j. Avoid opening damaged freight until a carrier representative is present.
    - (1) If prompt unpacking reduces damage to a shipment, the shipment may be unpacked.
    - (2) Damaged freight creates a hazardous situation or presents a health risk. If this occurs, unpacking must occur immediately.
  - k. Obtain a copy of the carrier's inspection report to include in the Transportation Discrepancy Report (TDR) package. If the carrier assumes responsibility, obtain a certified statement attesting to this assumption.

- l. Do not release any TOP SECRET, SECRET, CONFIDENTIAL, sensitive, and technical supplies or equipment to a carrier for repair or salvage. Contact the Item Manager (IM) for disposition instructions. (See Chapter 210.)
- m. Avoid discussing liability with the carrier.
- n. Accept delivery of shipments damaged during transportation regardless of who has damage-risk responsibility and annotate the carrier delivery receipt.

#### **E. GOCARE PROGRAM**

1. This program provides the DoD with a method to recover lost and astray freight (material lost in shipment) and return it to the DoD. The success of the DoD GOCARE program depends upon maintaining a strong, cooperative link between the government and the TSP industry. The DoD GOCARE program is intended to be non-adversarial. While the government has the obligation and right to independently verify the existence of astray freight, it also recognizes that the TSP industry is law-abiding, ethical, and conscientious.
2. Services' and DoD agencies' transportation personnel should ensure their leadership are aware of the DoD GOCARE program and the program's positive results.
3. Additional information on the DoD GOCARE program can be found in the GOCARE guidelines. Copies may be obtained from:

HQ Military Surface Deployment and Distribution Command  
Attn: AMSSD-OPM-M  
1 Soldier Way,  
Building 1900 West,  
Scott AFB, IL 62225

The guidelines are also available at <https://www.sddc.army.mil/SitePages/GOCARE.aspx>.

4. The continued success and improvement of the program depends upon mutual cooperation between TSP and the government. Participation as a Chairperson (CP) or Committee Member (CM) may be an additional duty. Supervisors should be made aware of this and ensure the GOCARE participants are allowed the necessary time and means to perform these duties in a manner beneficial to the DoD. The GOCARE CM and CP should receive appropriate recognition for their accomplishments. The requirements are suggested to be included in the CM and CP Position Descriptions.

#### **F. GOCARE RESPONSIBILITIES**

1. SDDC provides program management for the DoD GOCARE program. Program management is exercised through SDDC operations. They will:
  - a. Provide the primary link between the government and the TSP industry.
  - b. Develop and administer the DoD GOCARE program.
  - c. Evaluate the effectiveness of the GOCARE committees.
  - d. Coordinate changes to the GOCARE Committee Handbook.
  - e. Provide training to GOCARE CMs.
  - f. Update and maintain DoD GOCARE publications, guidelines, and policy on the SDDC website at <https://www.sddc.army.mil/SitePages/GOCARE.aspx>.

- g. Recommend changes to the DoD GOCARE program, and provide the CP with timely correspondence detailing changes to the program.
  - h. Review and analyze all GOCARE reports, identify trends or weaknesses, and recommend corrective actions as necessary.
  - i. Provide program oversight through periodic visits to GOCARE CM locations and TSP terminals. Prepare and retain reports of each visit as part of the GOCARE historical documents.
  - j. Host annual meetings with the CPs or their representatives. Prepare minutes or a summary of each meeting, post the minutes, distribute them to CPs, and retain them as part of the SDDC historical documents.
  - k. Assist TSPs in locating CMs in their geographical areas.
2. The Agency CPs are responsible for monitoring the execution of the DoD GOCARE program within their respective agencies. The Agency CP will:
- a. Provide an updated listing of all CMs to SDDC semi-annually.
  - b. Provide all CMs information on training opportunities related to the DoD GOCARE program.
  - c. Monitor the Agency GOCARE program, ensure GOCARE geographical coverage, and report agency GOCARE activity in quarterly report.
  - d. Provide reporting procedure guidance to CMs. Monitor CM reporting and provide assistance and training as necessary.
  - e. Provide a quarterly report to AMSSD-OPM-M at [usarmy.scott.sddc.mbx.go-carriers@army.mil](mailto:usarmy.scott.sddc.mbx.go-carriers@army.mil), IAW [Table 209-1](#). A negative reply is required.

Reports will include:

- (1) Number of TSP facilities visited/called by each CM
  - (2) Specific TSP name and location visited/called
  - (3) Number of astray shipments located and number of shipments known to be Defense Transportation Coordination (DTC)
  - (4) Actual or estimated value of shipments located
  - (5) Manpower hours spent
  - (6) Issues identified and associated corrective actions.
- f. Utilize the SDDC GOCARE website at <https://www.sddc.army.mil/SitePages/GOCARE.aspx> to obtain DoD GOCARE program publications, guidelines, and policy.
  - g. Ensure all CMs incorporate point of contact (POC) information in the TFG for SDDC and TSPs to utilize with astray freight issues.
  - h. Attend or ensure representation at the annual CP meeting held by SDDC.
  - i. Conduct periodic meetings with all assigned CMs, either in person or via telecom (meetings will be held at least semiannually). Prepare minutes or a summary of each meeting and retain as part of the committee's historical documents.
  - j. Encourage CMs to attend loss and damage mini-freight workshops hosted by TSPs held in their geographical area.

- k. Recommend the inclusion of adequate funding in the annual installation/activity budget planning process to permit holding semiannual committee meetings.
  - l. Address problems and requests for assistance from SDDC as necessary.
  - 3. The installation TO or other cognizant authority will appoint GOCARE CMs for their installation. The GOCARE CM will:
    - a. Serve as part of a GOCARE committee, responsible for covering a specific geographical area.
    - b. Serve as a POC between TSP representatives and the DoD for all astray/frustrated cargo problems or questions. Establish a rapport with all local air, motor, rail, and water TSP terminal managers to encourage each TSP's full participation in GOCARE.
    - c. Incorporate CM contact information into the TFG for use by TSPs and SDDC to contact the CM with astray freight issues.
    - d. Ensure the delivery and posting of an approved GOCARE poster in each assigned TSP terminal or warehouse and request additional posters from SDDC.
    - e. Contact assigned/designated locations on at least a quarterly basis. Visits to TSP facilities by a DoD GOCARE representative will be coordinated and scheduled for a mutually convenient time. Only over, short, and damaged (OS&D) freight will be inspected in association with the GOCARE visit.
    - f. Upon notification that a TSP has frustrated or astray DoD property, CMs will verify the ownership, provide a receipt to the terminal manager, and make arrangements to forward the shipment to a DoD-approved location.
    - g. Ensure TSPs obtain the appropriate documentation to secure payment for all services rendered.
- NOTE:** Utilizing Transportation Account Codes (TAC) for astray freight will vary. Many TSPs will deliver as part of the original cost. Some will utilize a TAC provided by the Service/Agency. Payment will be dealt with on a case-by-case basis.
- h. CMs will document all calls and visits for the record, and report to the CP.
  - i. Identify astray freight and contact the appropriate TSP, consignee, consignor, item manager, or other personnel to obtain documentation and disposition instructions for freight shipments.
  - j. Arrange with TSP or local TO for delivery of any recovered property; develop appropriate freight forwarding procedures IAW the DoD GOCARE program guidelines.
  - k. Utilize the SDDC GOCARE website at <https://www.sddc.army.mil/SitePages/GOCARE.aspx> to obtain DoD GOCARE program publications, guidelines, and policy Utilize the SDDC.
  - l. Complete a DD Form 361, Transportation Discrepancy Report (TDR), Figure 209-3, IAW DoD 4500.9-R, Defense Transportation Regulation, Part II, Cargo Movement, Chapter 209 and Chapter 210, to record all available information for the astray freight. The Discrepancy Identification System (DIS), located under the Global Freight Management (GFM)/ETA database, will be used to prepare astray freight TDRs. Ensure the appropriate TSP is included as an addressee when processing the TDR in DIS. Keep one copy in the CM file.
  - m. Attend CM meetings hosted by CP as well as attending other transportation and traffic management meetings, seminars, and training classes.
  - n. Submit local travel funding requests for inclusion in the annual installation/activity budget planning process to permit performance of required duties.

## **G. PROCEDURES FOR HANDLING ASTRAY FREIGHT**

1. Disposition of Identifiable Freight. If astray freight is identified clearly as belonging to the DoD, and shipper markings are available, the CM will contact the shipper to determine the identity of the consignee, the destination, and the BL reference.
  - a. The CM may contact the shipper from the TSP's facility or may wait until returning to his or her office.
  - b. The freight may be left with the TSP until the CM can provide forwarding instructions.
2. Disposition of Unidentifiable Freight. If the freight is identified as belonging to the DoD but there are no markings, or the markings are conflicting:
  - a. The freight may be opened and inspected in the presence of an authorized TSP representative to determine the existence of any packing lists or other evidence of property identification.
  - b. If neither the shipper nor consignee can be identified, contact the IM for disposition instructions. If the IM cannot be identified, contact SDDC for assistance.
  - c. The TSP will be instructed to deliver the freight to the CM's facility or an approved government destination, pending disposition.
  - d. Freight that is not identified as belonging to DoD and bearing no marking will remain in the TSP's possession.

## **H. DFTS SUPPORT OF DOD GOCARE PROGRAM**

1. The DFTS COORDINATOR Astray Freight POC will:
  - a. Assist in identifying astray freight and, when found, report astray freight to SDDC Operations (the Office of Primary Responsibility of this guideline).
  - b. Work with Government personnel and the sub-contracted TSP/TSP to resolve astray freight issues.
2. When a sub-contracted TSP discovers astray freight in its terminal or warehouse:
  - a. The TSP will report astray freight to the local GOCARE CM and to DFTS Coordinator Astray Freight POC.
  - b. If the local representative is unavailable or not known, the TSP will contact the SDDC GOCARE PM at [usarmy.scott.sddc.mbx.go-carriers@army.mil](mailto:usarmy.scott.sddc.mbx.go-carriers@army.mil) for assistance.
  - c. Pending final disposition, the TSP may turn the astray shipment over to the nearest DoD transportation office.
3. The CM at DFTS sites will:
  - a. Follow all requirements outlined in this guideline
  - b. Coordinate with TSP and the DFTS Coordinator's Astray Freight POC to resolve astray freight issues
  - c. Annotate on the quarterly reports the number of known DFTS shipments that were located during the reporting period
  - d. If necessary, submit a claim through DFTS Coordinator's Web-based reporting tool located at <https://tms.crowley.com/web/login>.

**SHIPPING CHECKLIST**

- ✓ Is the shipment routed IAW the priority?
- ✓ Using Service specific instructions/guidelines, was increasing the valuation on the BL considered?
- ✓ Is the freight properly prepared for shipment to withstand the ordinary hazards of transportation for the mode selected?
- ✓ When reusable shipping containers are used, are all previous markings completely obliterated?
- ✓ Are the shipping documents matched against the shipping labels to ensure correct and accurate shipping information?
- ✓ Is the BL accomplished completely and accurately IAW all current regulations and instructions?
- ✓ Is the transportation company hauling the freight contacted and given sufficient time to pick up the shipment?
- ✓ When the transportation company picking up the freight arrives, is the date and time recorded on the shipping records?
- ✓ Before the shipment is loaded on the carrier's equipment, do the shipping clerk and the driver jointly check the equipment?
- ✓ As the freight is loaded, is it counted and matched against the BL?
- ✓ Does the carrier's driver sign and date the BL to include the number of pieces in the shipment?
- ✓ Is the carrier driver's signature clear and legible?
- ✓ Does the carrier's driver receive the correct copies of the BL?
- ✓ Is the shipping information entered on copies of the shipping document?
- ✓ Are the consignee's copies of the BL and supporting documents sent to destination to assure arrival in advance of the shipment?

**Figure 209-1. Shipping Checklist**

**RECEIVING CHECKLIST**

- ✓ Have all designated receiving personnel been trained in loss and damage prevention procedures and techniques?
- ✓ Was the carrier's delivery receipt annotated with the date and time the carrier arrived for unloading, the date and time the carrier departed, and the number of pieces unloaded?
- ✓ Was the carrier's vehicle checked for seal integrity prior to opening the trailer; were seal numbers written down on the carrier's delivery receipt?
- ✓ Were the labels on all containers checked to ensure the property belongs to your activity; did the labels match the pieces, TCN, and/or weight as shown on the carrier's delivery receipt or the BL (commercial or government)?
- ✓ Was each off loaded container checked for possible damage; was damaged property immediately brought to the attention of the carrier's driver?
- ✓ Was the carrier's delivery receipt annotated with the number of pieces damaged or short, along with the TCN number and type of damage (e.g., bent, crushed, leaking)?
- ✓ Did both the carrier's driver and the inchecker acknowledge the shortage or damage notation on the carrier's delivery receipt?
- ✓ Were photographs taken of damaged property?
- ✓ Was the carrier's representative called and a request made for an inspection of damaged property; was a record made of the name of the person contacted, date, and time of their response?
- ✓ When a carrier chooses not to inspect damaged property, did technically qualified personnel at your activity perform an inspection?
- ✓ On "free astray" or "dead head" bills, were the TCN, consignor, pieces, weight, and any other markings identifying the property written on the carrier's delivery receipt?
- ✓ When concealed damage was reported to the inchecker, did they immediately report the damage to the carrier's representative, obtain statements from personnel who found the damage, and report this information to the transportation OS&D clerk?
- ✓ Were all discrepancies reported to the transportation OS&D clerk immediately upon discovery?
- ✓ Is there a program in place to ensure all activities other than Transportation know the rules for accepting freight and annotating the carrier's delivery receipt?

**Figure 209-2. Receiving Checklist**

<b>TRANSPORTATION DISCREPANCY REPORT (TDR)</b>		1. DATE 7269		2. REPORT NUMBER SW3120-07-0034		OMB No. 0702-0124 OMB approval expires Feb 28, 2009	
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The public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing the burden, to the Department of Defense, Executive Services Directorate (0702-0124). Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.

**PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ORGANIZATION. RETURN COMPLETED FORM TO:  
SDDC, ATTN: MTDC-OPCL, 661 SHEPPARD PLACE, FORT EUSTIS, VA 23604.**

<b>PART I</b>	
<input type="checkbox"/> REQUEST FOR INFORMATION (RFI)	<input checked="" type="checkbox"/> MISCELLANEOUS PROBLEMS
<input type="checkbox"/> ASTRAY FREIGHT	

3. TO Defense Distribution Region West Def Distribution Depot Red River Receiving Bldg 595, Texarkana TX 75507-5000				4. REPORTING ACTIVITY Def Dist Depot Anniston Transportation Officer, Bldg 362 Central Receiving, Anniston AL 36201-4199			
5. CONSIGNOR (Origin) Defense Distribution Region West Def Distribution Depot Red River Receiving Bldg 595, Texarkana TX 75507				6. CONSIGNEE (Destination) Same as Block 4			
7. SHIPPER Same as Block 5				8. CARRIER'S NAME (SCAC) Federal Express Corp			
SW3227				FDE			
9. CARRIER'S PRO/FREIGHT BILL NO. 708522949482				10. BILL OF LADING NO./TYPE TC W31G1Y70091065BBX			
11. MODE CODE I	12. DATE CARRIER SIGNED FOR SHIPMENT 7011	13. DATE CONSIGNEE RECEIVED SHIPMENT 7120	14. DATE DISCREPANCY DISCOVERED 7120	15. DATE CARRIER NOTIFIED 7120	16. CARRIER REPRESENTATIVE CONTACTED TELEPHONE NO.		

17. SEAL NUMBERS AND CONDITION <input type="checkbox"/> INTACT <input type="checkbox"/> BROKEN/MISSING (Include details)									
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TRANSPORTATION CONTROL NO. 18	COMMODITY DESCRIPTION AND/OR NATIONAL STOCK NO. (NSN) 19	TYPE OF PACK 20	QUANTITY DISCREPANT (Pieces) 21	TYPE AND CAUSE CODE 22	UNIT OF ISSUE 23	UNITS BILLED/SHIPPED 24	ISSUE DATA DISCREPANT		VALUE OR COST OF REPAIRS 27
							UNITS 25	WEIGHT 26	
W31G1Y70091065BBX	061300 Circuit Breakers or Switches, NOI, see Notes, items 61301, 61302 2590000830266	BX	10	XX	EA	10	10	45	

28. REMARKS (See preparation instructions of covering regulation for suggested information)  
Total non-receipt of shipment.

29a. NAME OF PREPARER (Type or print) Linda Brown		29b. EMAIL ADDRESS linda.b.brown@dla.mil	
29c. TELEPHONE NO. (256) 235-7432	29d. FACSIMILE NUMBER (256) 235-7738		

30. REPLY  
FEDEX is showing that the material was delivered to: 7 frankfork ave bldg 513, on Jan 12, 2007. It was signed for by some one with the following initials: W. Gibson. I will fax a copy of the proof of delivery.

31a. NAME OF RESPONDENT (Type or print) Charles Lowery		31b. TELEPHONE NO. (903) 334-4246	
31c. EMAIL ADDRESS charles.lowery@dla.mil	31d. FACSIMILE NUMBER (903) 334-3620		31e. DATE 7269

DD FORM 361, JUN 2006

REPLACES STANDARD FORM 361 (3-84) WHICH IS OBSOLETE.

Reset

Adobe Professional 7.0

**Figure 209-3. DD Form 361, Transportation Discrepancy Report (TDR)  
(Source Document for Claims)**

PART II - (FOR CLAIMS PURPOSES)	
32. TO:	
33. EXCEPTION NOTED ON CARRIER'S DELIVERY RECEIPT? (If "NO," explain in Remarks)	
<input type="checkbox"/> YES <input type="checkbox"/> NO	
34. INSPECTION DATA <input type="checkbox"/> CARRIER INSPECTED (Report attached)  <input type="checkbox"/> ORAL WAIVER (Provide name, title, and date in Remarks)	35. DISPOSITION DATA <input type="checkbox"/> INSPECTION WAIVED (Waiver attached)  <input type="checkbox"/> GOVERNMENT INSPECTED (Report attached)  <input type="checkbox"/> REJECTED (Receipt attached)  <input type="checkbox"/> REPAIRED AT GOVERNMENT EXPENSE (Bill attached)  <input type="checkbox"/> OTHER (Explain in Remarks)
36. REMARKS (See preparation instructions of covering regulation for suggested information)	
37. ATTACHMENTS	
<input type="checkbox"/> CY BOL <input type="checkbox"/> CY CARRIER'S TENDER <input type="checkbox"/> CY CARRIER'S DELIVERY RECEIPT <input type="checkbox"/> PHOTOGRAPH <input type="checkbox"/> CARRIER'S INSPECTION REPORT	<input type="checkbox"/> DD FORM 1348-1 <input type="checkbox"/> CY DD FORM 250 <input type="checkbox"/> ACTUAL REPAIR COST COMMODITY <input type="checkbox"/> OTHER _____ <input type="checkbox"/> OTHER _____
38. ACCOUNTING CLASSIFICATION	
DD FORM 361 (BACK), JUN 2006	

**Figure 209-3. DD Form 361, Transportation Discrepancy Report (TDR)  
(Source Document for Claims) (Cont'd)**

**Table 209-1. Astray Freight Quarterly Reporting Period**

Quarter	Reporting Period	Report Due Date
1st	October 1 thru December 31	21 January
2nd	January 1 thru March 31	21 April
3rd	April 1 thru June 30	21 July
4th	July 1 thru September 30	21 October

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