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October 24, 2019

Rachel E. Dickon  
Secretary  
Federal Maritime Commission  
800 North Capital Street NW  
Washington D.C. 20573-0001

Re: Docket No. 19-05; CFR Part 545  
Interpretive Rule on Demurrage and Detention under the Shipping Act

Dear Secretary Dickon:

Please find my comments on this important issue below:

1. The proposed rule provides important guidance to the maritime industry regarding how the FMC will evaluate the reasonableness of port demurrage and container charges.
  - There is a need for FMC guidance to address serious concerns over ocean carrier and marine terminal demurrage/detention charges as demonstrated in the Fact-Finding Investigation and the Petition filed by the Coalition for Fair Port Practices.
  - The proposal identifies key principles and examples of reasonable practices that will be considered by the FMC in the context of a 10(d) claim as to demurrage/detention, while providing the necessary flexibility to account for differing factual circumstances (e.g. rule provides a non-exhaustive list of principles but is non-binding).
  - The proposal will greatly benefit the US maritime industry by promoting efficient cargo handling and delivery, improving commercial fairness in the assessment of the charges, while also reducing confusion and disputes.
2. The Interpretive Rule seeks to align demurrage/detention rules and practices with their intended purpose of incentivizing efficient cargo handling and delivery.
  - The Incentive Principle is supported by the law and Shipping Act policies.
  - Support suspension of charges (or at least extension of free time) where efficiency incentives are not able to be achieved.
  - Appropriate for cargo interests to fulfill their responsibilities to receive and pick up cargo but no need for advance payment of all charges where credit has been agreed to between shipper and ocean carrier. Also, pre-payment should not apply to disputed charges.

### 3. Specific Aspects of the Interpretive Rule:

- Scope of the Rule: Rule broadly applies to all charges applied to use of marine terminal space or shipping containers, except freight, and to containerized trade only.
- Cargo Availability Principle. Encouraging notice of actual cargo availability will vastly improve port efficiencies and the US freight delivery system. Knowing when cargo is actually available will help ensure that pickup is timely scheduled—reducing idle and wasted hours truckers spend waiting for containers to become available. Free time should be tied to actual cargo availability and not vessel arrival since you cannot incentivize efficient cargo pickup if the cargo may not yet be available (i.e. held in a closed yard or location at the terminal). Free time should be stopped if container is no longer available. Important to consider the workings of terminal appointment systems in evaluating reasonableness—should be some minimum period of appointment availability.
- FMC correctly determined that the manner in which notice of cargo availability is communicated is a critical aspect of reasonableness. Notice must be timely and readily accessible to the contracting party or its designee, must provide clear information as to when and where cargo may be retrieved, and “push notices” are favored.
- Government Inspections. Free time should not begin until cargo is cleared by all agencies. Charging demurrage and applying free time when cargo cannot be picked up does not expedite cargo flow
- Free Time should be extended or billed to the ocean carrier and not the trucker when equipment, e.g. genset, is not available at a terminal.
- Per Diem should be extended when empty cannot be returned to the same place of pick up. Extra time should be allowed when equipment is diverted to other location or appointment for return is required.
- Rates for demurrage and per diem should be reasonable and economically justified by actual cost.
- Dispute Resolution. FMC has properly identified the types of policies, rules and practices that would greatly improve dispute resolution processes. Defined time frames should apply to both filing and responding to claims must operate to facilitate resolution of disputes and not unreasonably cut off claims.
- Billing. Agree with FMC that demurrage/detention invoices must include adequate information to allow a shipper/trucker to audit and contest the charges. Favor invoicing that is tied to contractual relationships rather than ownership or control of the assets, i.e. ocean carriers should continue to bill their customers directly, rather than terminals billing for demurrage, since parties should be able to negotiate demurrage terms in their service contracts.
- Evidentiary guidance. Support FMC proposal encouraging the identification of information that can facilitate dispute resolution, such as appointment logs and trouble tickets.
- Terminology. Support FMC proposal for the use of more consistent demurrage and detention terminology in carrier and terminal tariffs, including that the most common

understanding of these terms is based on the source of the charge (land for demurrage) and (container for detention) as opposed to the location (inside or outside the terminal).

4. FMC should proceed to adopt its proposed interpretive rule promptly in order to protect the BCO and truckers from unfair charges to their import cargo.

Thank you to the FMC and Commissioner Dye for their consideration in providing us with the opportunity to present our comments on the interpretive rule.

Respectfully,

BEST TRANSPORTATION

Thomas W. Heimgartner  
President