

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

**A. BACKGROUND**

**1. Introduction** The goal of the Port State Control Program is to identify and eliminate substandard foreign merchant ships from U.S. waters and to encourage those committed to trading with the U.S. to adopt management philosophies that ensure compliance with accepted standards. This program was mandated by Congress in the 1994 Department of Transportation Appropriations Bill, which required the Coast Guard to change its approach to foreign vessel boardings to "hold those most responsible for substandard ships accountable, including owners, classification societies and flag states." In part, the program pursues this goal by focusing boarding and examination efforts on those vessels most likely to be substandard. This targeting allows Coast Guard resources to be used more efficiently while rewarding well-managed vessels with less frequent boardings. A targeting matrix is used to identify those vessels at greatest risk of being substandard based on identified risk factors. Using this matrix allows a ship's risk of being substandard to be consistently measured and allows limited Coast Guard resources to be directed towards boarding those which represent the greatest risk.

**2. Targeting Philosophy**

Applicable Factors                      a.    Applicable Factors. A comprehensive but simple targeting regime has been devised to consistently focus Coast Guard boarding efforts on those vessels most likely to be substandard. This is a risk-based regime based on five factors. These factors are a ship's owner, flag state, classification society, boarding history and vessel type. The risks associated with each of these factors is determined based on Coast Guard boarding data. These determinations are used to assign points using the targeting matrix, which determines the boarding priority given to foreign vessels entering U.S. waters.

Functionality                              b.    Functionality. The points assigned to a vessel under this targeting regime do not classify it as substandard; only a boarding and examination can reveal such conditions. The targeting matrix simply helps the Coast Guard assess risk so that limited resources can be focused on those vessels most likely to be substandard. Once on board, Coast Guard personnel must examine the vessel to determine whether it is in substantial compliance with accepted international conventions and U.S. requirements. If it is not, it may then be considered substandard.

SECTION D: PORT STATE CONTROL

CHAPTER 4. TARGETING OF FOREIGN VESSELS

- Consistency
- c. Consistency. To be effective, it is important that this targeting regime be applied consistently. The purpose is to place the onus for maintaining vessels to accepted standards on those most responsible including owners, classification societies and flag states. Linking boarding decisions to the performance records of the ship, the owner, classification society and flag state sends a clear message that the incidence of boardings may be reduced by improving their performance records.
- Adherence to the Targeting Regime*
- (1) Adherence to the Targeting Regime. OCMI/COTP's are expected to ensure available resources are utilized in accordance with the Targeting Regime outlined in this chapter. Annual passenger and tank vessel examinations, biennial Certificate of Compliance examinations and quarterly passenger vessel reexaminations are expected to be performed at the indicated frequency in 100% of the cases. Other boardings are to be conducted to the extent practical, with resources targeted at vessels of the highest priority first.
- Modifications*
- (2) Modifications. Modifications or additions to the targeting criteria by OCMI's/COTP's to address port specific concerns should be documented in locally prepared guidance to ensure consistent application and accountability. In those instances where Priority I vessel boardings and annual examinations cannot be accomplished due to personnel shortfalls, weather or other circumstances, records should be maintained indicating the reason vessels were not boarded.
- Boardings After Dark*
- (3) Boardings After Dark. Because conditions may vary considerably between ports, piers, and even individual vessels, the decision to examine a vessel after dark is left to the discretion of the local OCMI/COTP. A blanket policy of not boarding vessels after dark is unacceptable. Each situation must be individually evaluated based upon existing or forecast weather, sea conditions, resource limitations, ambient lighting, and/or the availability of artificial lighting.

SECTION D: PORT STATE CONTROL

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

*Boardings Delayed  
Due To Weather,  
Visibility, Logistics  
or Resources  
Limitations*

(4) Boardings Delayed Due To Weather, Visibility, Logistics or Resources Limitations. The shipping industry operates 24 hours a day, seven days a week. Consequently, the Coast Guard must be prepared to provide necessary services on the same basis. However, the OCMI/COTP must consider the safety of the boarding team as well as their ability to see and identify potential discrepancies in deciding where and when to board a ship. Existing or forecast weather, sea conditions, visibility, boarding team fatigue, logistics and conflicting resource demands may affect the decision. Within the framework of the targeting regime outlined in this chapter, the OCMI/COTP is encouraged to work with vessel owners, operators, and agents to accommodate scheduling of exams without compromising the safety of the boarding teams.

Effect

d. Effect. When applied consistently, the targeting regime ensures that vessels which pose the very highest risk are boarded during every U.S. port call while vessels that pose the lowest risk are boarded no more than annually. Although the targeting regime will affect which vessels are boarded, where they are boarded and the frequency of boarding, it should not affect the scope of the examination performed while aboard a ship. Examinations are to be conducted in accordance with the policy discussed in MSM II-D1, D5, D6, D7 as appropriate.

SECTION D: PORT STATE CONTROL

CHAPTER 4. TARGETING OF FOREIGN VESSELS

**B. Targeting Criteria**

To implement the targeted boarding regime, it is necessary to identify which vessels, vessel owners, classification societies and flag states are most often associated with substandard ships. These determinations are made by G-MOC based on Coast Guard boarding and intervention data, and are distributed monthly by message. To understand how these determinations are made, it is necessary to define certain terms of reference.

**1. Targeted Owner**

A targeted owner includes any owner, operator, or managing operator whose vessels have been detained in the U.S. more than once within the previous 12 months under the provisions of an international convention. If a vessel owner or operator has at least 25 vessels that visit U.S. ports each year, the company will not be targeted unless it accumulates 3 or more detentions within a 12-month period. To reduce our administrative burden, we will continue to target an owner with the current "2 in 12" criteria, but we will give the company involved an opportunity to demonstrate their fleet size.

Targeted Owners List

a. Targeted Owners List. G-MOC develops and maintains a current listing of targeted owners based on detention reports received from field units. The list is updated monthly.

Application

b. Application. All vessels associated with a targeted owner receive 5 points under Column I of the Foreign Vessel Targeting Matrix (See Figure D4-1), not just vessels that were previously detained under the provisions of an international convention.

Removal

c. Removal. A targeted owner is removed from the list if they are associated with less than two detentions carried out under the authority of an international convention within the previous 12 months.

Verification of Owners and Operators

d. Verification of Owners and Operators. During boardings, field units should ensure Marine Safety Information System (MSIS) entries regarding owners and operators are accurate, regardless of whether a boarding results in a vessel being detained. Brokerage firms and shipping agents normally do not assume responsibility for ship's maintenance or operations and should not be listed as owners or operators. Detention reports provided by field units should include the ship's owner as indicated on the ship's registry and the operator as indicated by the ship's Certificate of Financial Responsibility. If the vessel is ISM Certified, ensure that the Document of Compliance Company is entered as owner or operator.

SECTION D: PORT STATE CONTROL

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

MSIS Entries e. MSIS Entries. Field units should update MSIS within 48 hours of a boarding if MSIS entries differ from that indicated by the ship's papers to ensure accurate targeting.

**2. Targeted Flag State** A targeted flag State is a country with an intervention ratio exceeding the average detention ratio for all flag States with vessels operating in U.S. waters and which has been associated with more than a single detention carried out under the authority of an international convention within the past 12 months.

Flag State Detention Ratio a. Flag State Detention Ratio. A flag State's detention ratio is calculated by dividing the number of its vessels detained under the authority of an international convention by the number of vessels under its registry, which entered U.S. waters. An average detention ratio for all flag States with vessels operating in U.S. waters is obtained by dividing the number of vessels detained under the authority of an international convention by the number of vessels that entered U.S. waters. Ratios are calculated based on the previous three years' data to reduce the effects of any anomalies.

Targeted Flag State List b. Targeted Flag State List. This list consists of the targeted flag States compiled by G-MOC on an annual basis for use with the foreign vessel-targeting matrix.

Application c. Application. All vessels registered with a targeted flag State are assigned 7 points in Column II of the Foreign Vessel Targeting Matrix (see Figure D4-1), not just vessels that were previously detained under the provisions of an international convention.

Removal d. Removal. A targeted flag State is removed from the list when its detention ratio drops below the average detention ratio for all flag States with vessels operating in U.S. waters or when it is associated with less than two detentions carried out under the authority of an international convention within the past 12 months.

Release of Information e. Release of Information. The targeted flag State list is intended for publication.

Verification of Flag State f. Verification of Flag State. During boardings, field units should ensure MSIS entries regarding flag States are accurate, regardless of whether a boarding results in a vessel being detained.

MSIS Entries g. MSIS Entries. Field units should update MSIS within 48 hours of a boarding if MSIS entries differ from that indicated by the ship's papers to ensure accurate targeting.

SECTION D: PORT STATE CONTROL

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

**3. Targeted Classification Society**

Classification Societies are evaluated on their performance over the previous three years. Classification Societies with less than ten distinct arrivals in the previous year are filtered out. If they have been associated with any detentions in the previous three years, they receive priority 1 status. If they have not been associated with any detentions in the previous three years they receive zero points. Classification Societies with more than ten distinct arrivals in the previous year are evaluated on their performance over the previous three years.

Classification Society

a. Classification Society. A classification society is an organization, other than a flag State, that issues Certificates of Class and/or International Convention Certificates.

Targeted Classification Society List

b. Targeted Classification Society List. The Targeted Classification Society List contains the names of classification societies that will receive points in the foreign vessel-targeting matrix.

Classification Society Detention Ratios

c. Classification Society Detention Ratios. Classification Society performance is based on their class-related detention ratio (number of class-related detentions divided by the number of distinct arrivals). This ratio is then compared to the average detention ratio (total number of class-related detentions divided by the total number of distinct arrivals). These Classification Societies are then assigned points according to where their detention ratios fall in relation to the average detention ratio.

Class Society's Ratio Relative to Average Detention Ratio (ADR)	Matrix Point Assignment
Below ADR	0 Points
ADR up to 2X ADR	1 Point
Between 2X and 3X ADR	3 Points
Between 3X and 4X ADR	5 Points
Greater than 4X ADR	Priority I Target

**SECTION D: PORT STATE CONTROL**

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

Verification of  
Classification  
Societies

- d. Verification of Classification Societies. During boardings, field units should ensure MSIS entries regarding classification societies are accurate, regardless of whether a boarding results in a vessel being detained. Detention reports provided by field units should include the ship's classification society. The classification society is the company that issued the ship's certificate of class. In some cases, other certificates (i.e. the International Convention for Safety of Life at Sea (SOLAS) Safety Construction Certificate, SOLAS Safety Equipment Certificate, SOLAS Passenger Ship Safety Certificate and Load Line Certificate) may be issued by other classification societies or by the flag State. The classification society entered under the Vessel File Involved Party (VFIP) product set of MSIS should be the one that issued the certificate of class. The Vessel File List of Documents (VFLD) product set should be used to document the issuing authority of other documents. Targeting decisions under Column III of the foreign vessel-targeting matrix are left to the discretion of the OCMI/COTP. For example, if a vessel is classed by a 0 point category organization, but all Convention certificates are apparently issued by a targeted organization, the COTP should consider assigning points in the matrix that corresponds with the targeted class society.

## SECTION D: PORT STATE CONTROL

## CHAPTER 4. TARGETING OF FOREIGN VESSELS

## MSIS Entries

- e. MSIS Entries. Field units should update MSIS within 48 hours of a vessel boarding. Units should enter or update the classification society in the VFIP product set using the following alternate IPNs:

MSIS CLASS SOCIETY IDENTIFICATION TABLE	
Classification Society	Alternate IPN
American Bureau of Shipping	ABS
Biro Klasifikasi Indonesia	KI
British Telecom	BT
Bulgarski Koraben Registrar	BKR
Bureau Veritas	BV
China Classification Society	CCS
China Corporation Register of Shipping	CR
Compania Nacional de Registro e Inspeccion de Naves	CNRI
Croatian Register of Shipping	CRS
Det Norske Veritas	DNV
Germanischer Lloyd	GL
Hellenic Register of Shipping	HRS
Honduras Bureau of Shipping	HBS
Honduras International Naval Survey & Insp. Bureau	HINSB
Horizon International Surveying & Inspection Bureau	HNS
Indian Register of Shipping	IRS
International Merchant Marine Registry of Belize	IMRB
International Naval Surveys Bureau	INSB
International Register of Shipping	BSS
Isthmus Bureau of Shipping	IBS
Korean Register of Shipping	KRS
Lloyd's Register of Shipping	LR
Maritime Inspection Corporation	MIC
Maritime Register of Shipping	RS
Montserrat Shipping	MS

SECTION D: PORT STATE CONTROL

CHAPTER 4. TARGETING OF FOREIGN VESSELS

**MSIS CLASS SOCIETY IDENTIFICATION TABLE - CONTINUED**

Nippon Kaiji Kyokai	NKK
Panama Bureau of Shipping	PBS
Panama Maritime Documentation Service	PMDS
Panama Maritime Surveyors Bureau, Inc	PMS
Panama Register Corporation	PRC
Panama Shipping Register	PSR
Polski Rejestr Statkow	PRS
Registro Italiano Navale	RINA
Registrul Naval Roman	RNR
Russian Maritime Register of Shipping	RS
Turku Lloyd Vafki	TL
Ukraine Maritime Register of Shipping	URS
Vietnam Register of Shipping	DKVN
<p><b>NOTE:</b> To ensure the integrity of the database, field units should not create new IPNs to enter classification society data. New IPNs will be created by G-MOC as needed, upon request. Requests may be forwarded by e-mail to <a href="mailto:fldr-G-MOC@comdt.uscg.mil">fldr-G-MOC@comdt.uscg.mil</a>.</p>	

**CHAPTER 4. TARGETING OF FOREIGN VESSELS****C. Matrix Instructions**


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Upon receipt of an advance notice of a foreign vessel arrival, log into MSIS to check the ship's Port Safety Vessel History (PSVH) and VFIP product sets. The former should provide most of the essential targeting information including owner, operator, flag State, boarding history and type of ship. However, the classification society identified in the VFIP product set will not automatically appear on the PSVH screen. Therefore, the VFIP product set must be checked separately to identify the classification society. Use the Foreign Vessel Targeting Matrix (Figure D4-1) and follow the steps indicated to determine the ship's boarding priority.

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**1. Column I**

- a. If the owner, operator or managing operator of a vessel is included on the current Targeted Owners List provided by G-MOC, assign 5 points.
  - b. A maximum total of 5 points may be assigned.
  - c. Proceed to Column II.
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**2. Column II**

- a. Check the vessel's flag State against the current targeted flag State list. If the flag State is listed as a targeted flag State, assign 7 points.
  - b. Proceed to Column III
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**3. Column III**

- a. Check the vessel's classification society against the current targeted classification society list. If the classification society is listed as a targeted classification society, assign the appropriate number of points as indicated in the monthly message.
  - b. Proceed to Column IV.
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SECTION D: PORT STATE CONTROL

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

**4. Column IV**

- a. If the PSVH product indicates that the vessel has been the subject of an intervention leading to detention within the past 12 months, assign 5 points for each detention. A Vessel of Particular Interest Notice (VPI) is entered by G-MOC after reviewing detention reports received from field units. This notice will assist in identifying vessels detained within the previous 12 months, but may not include very recent detentions. Field units must check the Operational Control section of the PSVH to determine whether any recent detentions have occurred.
- b. If PSVH indicates that the vessel has been the subject of any other form of operational control within the past 12 months (i.e. COTP Order or Customs hold), assign 1 point for each incident. Do not assign multiple points to incidents where more than one control action was taken during a single port call.
- c. If PSVH indicates that the vessel has been involved in any marine casualty or pollution cases (MC cases) within the past 12 months, assign 1 point for each MC case.
- d. If PSVH indicates that the vessel has been the subject of a marine violation within the past 12 months, assign 1 point for each MV case. Letters of deviation are not considered marine violations for this section. Do not assign points.
- e. If PSVH indicates the vessel has not been boarded in the past 6 months, assign 1 point.
- f. The total points in Column IV are unlimited.
- g. Proceed to Column V.

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

**5. Column V**

- a. If the vessel is an Oil or Chemical Tanker, assign 1 point.
  - b. If the vessel is a Gas Carrier, assign 1 point.
  - c. If the vessel is a Bulk Freighter 10 or more years old, assign 2 points.
  - d. If the vessel is a Passenger Ship, assign 1 point.
  - e. If the vessel is carrying a low value commodity in bulk, assign 2 points. Examples of low value commodities include, but are not limited to, scrap metal, tallow, asphalt, sugar, and paper.
  - f. A maximum total of 4 points may be assigned.
  - g. Proceed to Step 6.
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**6. Total**

- a. Total the points assigned from each column.
- b. Compare the total with the Foreign Vessel Targeting Criteria priority as determined through a review of the description of priority I, II, III, and IV boardings.

SECTION D: PORT STATE CONTROL

CHAPTER 4. TARGETING OF FOREIGN VESSELS

**FIGURE D4-1: FOREIGN VESSEL TARGETING MATRIX**

OWNER	FLAG	CLASS	HISTORY	SHIP TYPE
<b>5 Points</b> Listed Owner or Operator	<b>7 Points</b> Listed Flag State	<b>Priority 1</b> ≥10 arrivals with detention ratio more than 4 times the average OR <10 arrivals and involved with at least one detention in the previous 3 years.	<b>5 Points Each</b> Detention within the previous 12 months.	<b>1 Point</b> Oil or chemical Tanker
		<b>5 Points</b> ≥10 arrivals with a detention ratio between 3 & 4 times the average.	<b>1 Point Each</b> Other operational control within the previous 12 months	<b>1 Point</b> Gas Carrier
		<b>3 Points</b> ≥10 arrivals with a detention ratio between 2 & 3 times the average.	<b>1 Point Each</b> Casualty within the previous 12 months.	<b>2 Points</b> Bulk Freighter over 10 years old.
		<b>1 Point</b> ≥10 arrivals with a detention ratio between the average and twice the average.	<b>1 Point Each</b> Violation within the previous 12 months.	<b>1 Point</b> Passenger Ship
		<b>0 Points</b> ≥10 arrivals with a detention ratio below the average OR <10 arrivals with no detentions in the previous 3 years.	<b>1 Point Each</b> Not boarded within the previous 6 months.	<b>2 Points</b> Carrying low value commodities in bulk.

SECTION D: PORT STATE CONTROL

CHAPTER 4. TARGETING OF FOREIGN VESSELS

D. IDENTIFYING AND SCHEDULING PRIORITY BOARDINGS

The matrix is one part of the process for determining a ship's boarding priority. Using the score on the matrix, as well as other information obtained about the ship, determine the ship's priority designation based on the criteria listed below.

1. Priority I Vessels

a. Priority I Vessels include:

- (1) Stateless vessels;
- (2) Vessels suspected of involvement in a marine casualty that may have affected seaworthiness;
- (3) Vessels suspected of hazarding the port or environment as a result of a hazardous materials release, or an ongoing discharge of oil;
- (4) Vessels specifically targeted for boarding as Priority I vessels by the Commandant as noted in MSIS (or by targeted class list);
- (5) Vessels specifically targeted by the OCMI/COTP for boarding prior to entry based on specific information or other identifiable criteria indicating a high likelihood that a vessel is substandard; and
- (6) Vessels scoring 17 or more points on the targeting matrix.

Priority I Boarding

- b. Priority I Boarding. Priority I vessels will be scheduled for examination prior to entering a U.S. port. The boarding team will include a marine inspector. When feasible, discrepancies will be corrected prior to entry. Exceptions to at-sea boardings may be made when the Officer in Charge Marine Inspection (OCMI) or Captain of the Port (COTP) determines that the risks to boarding personnel or other logistical considerations make an at-sea boarding impractical. In such cases, the vessel will be targeted for examination, and any discrepancies corrected, prior to the commencement of cargo transfer operations or passenger embarkation. If a vessel is targeted for boarding solely as a result of scoring a total of 17 or more points on the targeting matrix, or because of a Priority 1 class society, and has been boarded within 6 months, the vessel may be reduced to Priority III status provided no serious deficiencies were identified during the last boarding.

SECTION D: PORT STATE CONTROL

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

**2. Priority II Vessels**

a. Priority II Vessels include:

- (1) Vessels that do not have, or are past due for, an annual Tank Vessel Examination, Biennial Certificate of Compliance Examination, or Annual Control Verification Examination;
- (2) Vessels with overdue outstanding requirements issued at previous examinations;
- (3) Vessels that lack a record of previous Coast Guard examination;
- (4) Vessels that have engaged in an international voyage and have not been examined since being released from a port state intervention carried out by the U.S. or any other party to the applicable convention (vessels that have been successfully examined by a Paris or Tokyo MOU Port State since release from a U.S. detention may be downgraded to Priority III if they score less than 6 points on the matrix-check with agent); and
- (5) Vessels scoring a total of 7 - 16 points on the matrix.

Priority II Boarding

- b. Priority II Boarding. Normally, Priority II vessels will be scheduled for examination prior to commencement of cargo operations or passenger embarkation. Examinations may be conducted after port entry, but discrepancies should be corrected prior to commencing cargo transfer operations or embarking passengers. Exemptions may be permitted based on a general examination or other indications that a vessel is in substantial compliance with applicable standards. If a vessel is targeted for boarding solely as a result of scoring 7 or more points on the targeting matrix and has been boarded within 6 months, the vessel may be reduced to Priority III vessel status provided no serious deficiencies were identified during the last boarding.

SECTION D: PORT STATE CONTROL

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

**3. Priority III Vessels**

- a. Priority III Vessels include:
  - (1) Vessels that do not have, or are past due for, an annual Freight Vessel Examination, or quarterly Control Verification Examination,
  - (2) Vessels alleged to be substandard by a member or members of the ship's crew, a professional or other association, a trade union or any other interested person(s); and
  - (3) Vessels scoring a total of 4 to 6 points on the matrix.

Priority III Boarding

- b. Priority III Boarding. Priority III vessels may be targeted for examination after entry into port without restrictions on the start of cargo operations or passenger embarkation. Discrepancies should be corrected prior to departure except as permitted by the OCMI/COTP. When exceptions are made, discrepancies must generally be corrected prior to entry into next U.S. port.

**4. Priority IV Vessels**

- a. Priority IV Vessels include:
  - 1. Vessels possessing none of the critical criteria discussed under the higher priorities; and
  - 2. Vessels scoring a total of 0 to 3 points on the matrix.

Priority IV Boarding

- b. Priority IV Boarding. Priority IV vessels will not be targeted for boarding. To encourage vessel operators to keep their vessels in substantial compliance, COTP/OCMI's should not routinely board Priority IV vessels.



SECTION D: PORT STATE CONTROL

CHAPTER 4. TARGETING OF FOREIGN VESSELS

**2. Boarding at Sea** In the 1994 DOT Appropriations Bill, Congress mandated that the Coast Guard ensure vessels comply with applicable standards prior to entering port rather than prior to their departure. Recognizing the inherent risks to boarding teams, logistical costs, and the increased time commitment needed to conduct at-sea boardings the targeting criteria were designed to strike a balance between at-sea boardings and boardings in port. In part, targeting owners, classification societies and flag States with poor performance records encourages compliance prior to entering U.S. ports. However, in the case of Priority I ships, this encouragement is not enough.

Priority I Vessel Boardings a. Priority I Vessel Boardings. Priority I vessels, which include those vessels suspected of presenting an imminent threat to life, the port, or the environment, will be targeted for boarding prior to entry into port. All efforts should be made to board prior to port entry. In general, this means within the 12-mile territorial sea limits, but prior to crossing the headlands or entrance into the port. Cooperation among M and O resources is essential to effectively board Priority I vessels prior to port entry. District M officers and COTPs are encouraged to work with District O and Group commands to facilitate the use of WPBs and small boats as boarding platforms. If a vessel cannot be boarded at-sea due to weather, logistical or other resource constraints, it should be boarded at the earliest opportunity thereafter, whether at the sea buoy, a designated anchorage, or some other point convenient to the boarding process. The onus is upon the OCMI/COTP to notify a vessel when port entry is to be restricted or delayed.

Delays b. Delays. Delays to the vessel are to be minimized to the extent practicable. This does not mean that a vessel cannot be asked to stop and meet a boarding team at some pre-designated position. Also, it does not preclude short delays necessary to accommodate the safety of the boarding team. However, unless specific information is known about a vessel indicating it presents an imminent threat to life, the port, or the environment, it should not be unduly delayed because of Coast Guard resource or logistical constraints. Suspicion based upon the ship's owner, classification society or flag State alone is insufficient grounds to delay a ship. Specific information could include, but is not limited to: previous boarding experience with the ship, allegations by the ship's crew or other interested parties that the ship is substandard, reported casualties, equipment failures, or evidence of an oil spill or hazardous materials release.

Reporting of Priority I Non-Boards c. Reporting of Priority I Non-Boards. Priority I non-boards must be reported to the appropriate district commander. In addition, a Vessel File Particular Interest (VFPI) note indicating that the vessel was not boarded must be entered in MSIS by the cognizant COTP.

SECTION D: PORT STATE CONTROL

**CHAPTER 4. TARGETING OF FOREIGN VESSELS**

**3. Boarding  
Before Cargo  
Operations  
or Passenger  
Embarkation**

Priority II vessels are normally targeted for boarding prior to commencing cargo operations or embarking passengers. The onus is upon the OCMI/COTP to notify a vessel when cargo or passengers operations are to be restricted or delayed.

Delays

- a. Delays. It is not intended that cargo operations or passenger embarkation be unduly delayed. No vessel should be restricted or delayed based solely upon points received as a result of owner, flag State, or classification society association. The OCMI/COTP should not delay operations pending the arrival of a boarding team unless specific information exists indicating the vessel presents an imminent threat to life, the port, or the environment. Specific information could include but is not limited to: previous boarding experience with the ship, allegations by the ship's crew or other interested parties that the ship is substandard, evidence of a casualty, equipment failures, or evidence of an oil spill or hazardous materials release. Absent specific information, it is the responsibility of the OCMI/COTP to get a boarding team to the vessel prior to the start of these operations. In some cases, the particular hazards created by the ship's condition or the nature of its cargo necessitate the expedited removal of cargo or passengers. The OCMI/COTP must be sensitive to these situations and apply common sense in imposing restrictions.