

August 11, 2014

Via email to oira_submission@omb.eop.gov

OMB Desk Officer for Customs and Border Protection, Department of Homeland Security Office of Information & Regulatory Affairs Office of Management & Budget

Re: Notice Seeking Comments Regarding Information Collection For Record of Vessel Foreign Repair or Equipment Purchase, CBP Form 226, OMB Number: 1651-0027, (79 Fed. Reg. 28553 (May 16, 2014), 79 Fed. Reg. 40127-28 (July 11, 2014))

Dear Sir or Madam:

I am submitting these comments on behalf of Maersk Line, Limited (MLL) regarding a notice soliciting comments about a request made by Customs and Border Protection (CBP) to the Office of Management and Budget (OMB) for review and approval in accordance with the Paperwork Reduction Act of a proposed continuation of the information collection for the Record of Vessel Foreign Repair or Equipment Purchase (CBP Form 226). The deadline for submission of comments, originally set for July 15, 2014, was extended to August 11, 2014, 79 Fed. Reg. 40127-28 (July 11, 2014).

Introduction

Maersk Line, Limited (MLL) is an American company, headquartered in Norfolk, Virginia, that provides U.S. flag transportation, ship management and maritime technical services to government and commercial customers. As a business within Maersk Group, MLL combines experience, maritime expertise and global intermodal capability. In 1983, MLL won its first government contract to convert and operate five military prepositioning ships. Since then, we have managed and operated over 110 vessels of varying types and sizes. With the largest U.S. flag fleet in commercial service, we employ approximately 5,000 U.S. mariners annually and work with all the major U.S. maritime unions.

Summary

MLL respectfully disagrees with CBP's recommendation that the information collection be extended with no change to the burden hours or to the information collection. CBP's estimate of the time per response of 45 minutes to complete its Form 226 is grossly understated. MLL would be glad to meet with CBP and/ or OMB to discuss our comments.

Discussion

CBP proposes in its notices published in the <u>Federal Register</u> on May 16, 2014 and July 11, 2014 (79 <u>Fed</u>. <u>Reg</u>. 28553, 79 <u>Fed</u>. <u>Reg</u>. 40127-28) "that this information collection be extended with no change to the burden hours or to the information collection." CBP seeks to extend its findings, including its estimated time per response of 45 minutes to complete the CBP Form 226.

CBP Form 226 collects information for duty assessment under 19 U.S.C. 1466(a), which provides for a 50 percent ad valorem duty for any repairs, purchases or expenses incurred in a foreign county by a commercial vessel registered in the United States. CBP Form 226 is a dual purpose form for the declaration and entry of equipment, repairs, parts, or materials purchased for a vessel in a foreign country. The declaration and entry of such information on CBP Form 226 begins a complicated administrative process set forth in 19 C.F.R. 4.14, for the assessment of duties and serves as a foundation for consideration of claims for relief from the 50 percent ad valorem duty based upon the work or item not being related to repairs or qualifying for a statutory duty exemption as well as for final duty assessment by CBP.

As an affected member of the public, MLL submits these comments. We respectfully disagree with CBP's views and proposal. The information collection activity to complete the CBP Form 226 is extensive requiring many hours if not days of work. This is especially the case when a vessel undergoes a regulatory dry docking. This is not an uncommon event. MLL files CBP Form 226 declaration and entries for dry dockings about 5 or 6 times a year.

The extent and nature of the information collected on CBP Form 226 varies depending upon whether the vessel is returning from a routine voyage or a regulatory dry docking. Vessels are required to periodically undergo a myriad of inspections by the U.S. Coast Guard to remain in class. CBP Form 226 for regulatory dry-dockings are lengthy and complex because of the nature of the work done during a regulatory dry docking. There is much planning and many people involved in such activity. Planning for regulatory dry dockings are often done on a fleet wide basis to meet regulatory deadlines for inspections and for fleet operations. Regulatory dry-dockings almost always entail not only repair work but also non-dutiable modifications and regulatory inspections, the underlying reason for the dry docking. Even with non-dry docking entries, a vessel may encounter extraordinary expenses such as those related to a casualty.

Exhibit A provides a "routine" CBP Form 226 filed by MLL and Exhibit B provides a dry docking one. Actually, there is really no "routine" CBP Form 226 as the items declared are unique to each voyage. This can be contrasted to consumption entries for merchandise which sometimes can be repetitive and/ or routine. Regardless of the type of entry, the respondent must report all expenses made abroad. This is a massive undertaking, especially in the dry docking context which is a regular annual occurrence for at least some of the vessels in a fleet. The expenses listed on the CBP Form 226

are taken from numerous invoices. According to the regulations, the entry may be filed as a complete or incomplete account in recognition of the complexity and difficulty in collecting the information necessary to complete the CBP Form 226. Dry docking entries are almost always filed as incomplete accounts because it takes time for the respondent to collect the invoices from the shipyard and vendors.

There are a number of personnel involved in collection of information to complete the CBP Form 226. At MLL the personnel involved include, among others, the captain, engineers, purchasing and finance professionals. They also have two full time Customs managers responsible for vessel foreign repair entries. MLL professionals take the declaration and entry requirements very seriously as it is the company's policy to fully comply with the law. There are also substantial penalties for false statements as to the declarations. In fact, the CBP Form itself requires a declaration by the Master attesting to the truth of the declarations made on the form. On its face, this does not appear to be a form for which the collection of information would take only 45 minutes. We would be glad to work with CBP and OMB to make a better projection of the information collection burden for the CBP Form 226.

CBP's invitation for public comment on this information collection asks the public to comment on the following areas:

A. Whether the Collection of information is necessary for the proper performance of the functions of the agency, including whether the information shall have practical utility

We do not disagree that the collection of information is necessary for CBP to consider respondents' claims of non-dutiability or for eligibility for statutory duty exemptions and for CBP to make its final duty assessment. The collection of information is the basis or the foundation for the complicated and lengthy administrative process for final duty assessment set forth in 19 C.F.R. 4.14. However, there are instances where we believe that CBP asks for unnecessary information. For example, CBP requires the declaration of all vessel repair expenditures in countries with which the U.S. has entered into free trade agreements and the work is not subject to duty. Elimination of this declaration requirement for work subject to free trade agreements would eliminate a substantial amount of work for both respondents and CBP.

B. The accuracy of the agency's estimates of the burden of the collection of information

We have addressed this consideration in our comments set forth above. The agency's estimates of the burden of the collection of information is grossly understated as detailed above. Depending upon a number of variables, including the length of voyage, the activity during the voyage, and the tracking of information, it would take much longer than the 45 minutes estimated by CBP for the respondent to compile the information for a single entry.

C. Ways to enhance the quality, utility, and clarity of the information to be collected

MLL would be glad to engage in a dialogue with CBP to explore ways to enhance the quality, utility and clarity of the information to be collected. The clarity of information is essential for CBP to understand the true nature of the work to for its ultimate determination of whether or not the work or item is a repair or related to repairs. This is not always an easy task for CBP, an agency that does not have maritime engineering or naval architecture expertise. On the other hand, respondents employ marine engineers, naval architects and other technical personnel who understand the work. In some regards, the two sides speak different languages and thus communications between the two is especially challenging. Publication of a standardized glossary of terms, for example, might be helpful as it would give respondents a better understanding of the terms used by CBP for even though such terms may depart from their commercial or technical meanings.

D. Ways to minimize the burden including the use of automated collection techniques or the use of other forms of information technology

An "automated collection technique" would need to be better defined by Customs before it could be evaluated as to whether it would be more useful. However, a secure, online data entry program that automatically notifies Customs of the declarations would be useful and eliminate some of the uncertainty of sending the information through the post. This program could provide a place to upload user-generated CBP 226 Forms and supporting documentation, as well as guide the reporting through prompts.

Automating the CBP 226 could also serve as a foundation for the dialogue between CBP and the respondent and for the supplementation of information throughout the administrative process set forth in 19 C.F.R. 4.14. It could reduce redundancies in the submission of information that could benefit both respondents and CBP. Automation of the CBP Form 226 and entire process for the assessment of duties under 19 U.S.C. 1466 should be undertaken as it is long overdue.

E. The annual cost burden to respondents or record keepers from the collection of information (a total capital/startup costs and operations and maintenance costs)

This is very difficult to estimate. Again, we would be glad to work with CBP to come up with an estimate of the annual cost burden but this would require more time and might be difficult to isolate from the rest of the process.

Conclusion

CBP's proposal that its information collection be extended with no change to the burden hours or to the information collected should not be accepted. Further work is needed to evaluate the information collection burden for CBP Form 226.

Please do not hesitate to contact the undersigned should have any questions regarding this submission.

Respectfully submitted,

Evelyn M. Suarez

Attachments:

Exhibit A

Exhibit B

cc: Tracey Denning

U.S. Customs and Border Protection

Regulations & Rulings

Office of International Trade

Exhibit A

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	1 Place FL 20	Address One Commercial Place Norfolk, VA 23510-2103	Address O		Phone (757) 857-4800	23510-2103	k, VA	2. Owner Name Maersk Line, Limited
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Troubleshoot-Furuno-VHF-	Troubleshoot radar	Troubleshoot and repair navigation sensor	Engine room cleaning	Hold cleaning	Software modification for the bilge valve automation system	Mount bilge valve control unit	Fabricate control panel and deck repairs	Install cylinder liner and piston rings	Received cylinder liner, piston rings	Description of Work Performed
\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	DKK -	\$0.00	\$0.00	6 -	\$65,148.99	Material Parts or Equip
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TOTALS

\$84,957.33 \$1,182.75 \$15,000.39

CF 226 SPREADSHEET

M/V MAERSK DENVER

VOYAGE 1402

ENTRY: NN3-0001487-9

Exhibit B

28B. Title 28C. Date 02/18/2014	18C, Date 2		Pate 18B. Title	1/B. Title 17C. Date
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No. 9912HQ981 3,500,000	13. Arrival Date 02/18/2014	12. Port Code 4601	Newark, NJ	8. Foreign Port Arrived From 10. Voyage No. 1402
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Liberty Mutual Insurance no. 457		P. Willers, M	.64	7 lastils Denature Doct
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USCG - Coast Guard Inspection	OMAN DRYDOCK COMPANY - Shipyard invoice	MAN B&W - Main engine pre-inspection; dry docking assistance in Oman	GOLTENS - reconditioned piston skirt	GOLTENS - reconditioned piston skirt, 2 piston crowns transfer from Maersk Kentucky	TELEMAR - Radar repair, steering repair, ECDIS repair	TELEMAR - Radar repair, steering repair, ECDIS repair	TELEMAR - Radar repair, steering repair, ECDIS repair	LYNGSO MARIN - Upgrade Alarm system	TELEMAR - Radar repair, steering repair, ECDIS repair	TELEMAR - Radar repair, steering repair, ECDIS repair	Description of Work Performed
									€ 838.25		Material Parts or Equip Foreign Currency
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	\$ 947,789.00	\$ 121,828.71	\$ 1,700.00	\$ 9,787.00	\$ 3,416.00	\$ 650.00	\$ 3,070.00	\$ 7,901.35	\$2,392.13	\$156.74	U.S. Cost
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TPO -	CATHELCO - Parts for ICCP system	CATHELCO - Service Engineer for ICCP	W&O - certified skin valves	JA MOODY - Valves	BRUNVOLL - Bow thruster installed Oman	BRUNVOLL - Service engineer for thruster overhaul	SIMPLEX - Stern tube liner installed Oman	Simplex - Service engineer	LLOYDS - Inspection for dry dock	USCG - Coast Guard Inspection	Description of Work Performed
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	7	\$9,240.00			\$0.00	\$78,198.52		\$28,132.41	\$90,269,87	\$4,594.27	Labor USD
	\$ 19,650.00	\$ 9,240.00	\$ 338,00	\$ 1,383.00	\$ 3,070.16	\$ 78,198.52	\$ 63,026.00	\$ 28,132,41	\$ 90,269.87	\$ 4,594.27	U.S. Cost
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LYNGSOE/ELCOME - Service Engineer for Automation controls dry	GOLTENS - Service Engineer for switchboard breakers follow up	GOLTENS - Service Engineer for Automation controls switchboard breakers	FUJI - gaskets for aux boiler Installed Oman	CUSTOM SOLUTIONS - Hand hole and man hole gaskets installed Oman	FLUTEK - Service engineer for steering gear	IRON PUMP - Parts for anti heeling pump installed in dry dock	DSK - Parts for SW pump overhaul	DAE HWA - #1  Boiler feed pump parts, installed Oman	ASR - Main Lube oil purifier supply pump	HEMPEL - Paint for hull	Description of Work Performed
				DKK 14,608.67		€ 1,423.45					Material Parts or Equip Foreign Currency
											Labor, Foreign Currency
	usp	USD	USD	.17	USD	1.35	USD	OSD	USD	USD	R.O.E.
			\$268.80	\$2,483.47		\$1,921.66	\$607.80	\$601.15	\$904.31	\$317,530.70	Material Parts or Equip USD
	\$1,885.00	\$23,908.00		\$0.00	\$22,860,00	\$0.00					Labor USD
	\$ 1,885.00	\$ 23,908.00	\$ 268.80	\$ 2,483,47	\$ 22,860,00	\$ 1,921.66	\$ 607.80	\$ 601.15	\$ 904.31	\$ 317,530.70	U.S. Cost
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					00606.04.01	D0605.01.01	D0605.01.01	D0603,02.01	00503.01.01	D0502.01.01	Shipyard Item No.
4 3	42	41	40	39	38	37	1	36	35	34	CF226 Item No.
1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	Date of Departure
Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Dugm,- Oman- Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Port
47658	31007	14300073/RI	11321	20037698	MSK131107002	G58	242 1673	VA2799	388626	1401-7677	PO / Invoice
GOLTENS - engineers for m/e #7 cyl	ALATAS - Crane service engineer for provisions mono crane overhaul	NICO - Tech to service Ballast remote valve system	ASR / ALFA LAVAL - freshwater generator gaskets installed	BUFFERS - Storage bin received in Oman, installed by crew	KOREA MARINE - Parts for stbd mooring boat davit overhaul and repair	Service Engineer for Mooring winches, anchor windlass brake bands, hydraulic cyl overhaul	ROLLS-ROYCE— Anchor/windlass-meering- winch-parts HYDROFIT -	HARDING - Rehooking work	NORFOLK BEARING - Fan motor bearing	LINK MARINE - Service engineer for automation controls	Description of Work Performed
					10 mg						Material Parts or Equip Foreign Currency
	€ 17,118.23										Labor. Foreign Currency
	1.35	USD	USD	USD	USD	USD	HSD HSD	OSU	USD	USD	R.O.E.
	\$0.00	\$3,508.00	\$2,282.35	\$436.00	\$10,687.00	\$26,305.00			\$1,945.00		Material Parts or Equip USD
	\$23,109.61	\$28,696.00		\$0.00		\$55,219,50		\$31,189.62		\$38,008.00	Labor USD
	\$ 23,109.61	\$ 32,204.00	\$ 2,282.35	\$ 436.00	\$ 10,687.00	\$ 81,524.50	•	\$ 31,189.62	\$ 1,945.00	\$ 38,008.00	U.S. Cost
		\$1,209.00									Duty Estimate
	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	Duty Estimate IAW U.S. / Oman FTA
DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	PORTION IS DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	WAS NOT DELIVERED IN TIME FOR DRY DOCK, SEE ITEM 37 SUPPORTING DOCS FOR PARTS LIST	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	Comments - Duty Status

											Shipyard Item No.
	53	52	51	50	49	48	47	46	45	4	CF226 Item No.
1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	1/22/14	Date of Departure
Dugm,- Oman- Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Duqm, Oman Repair Yard	Port
242-1680	D-SVC-IN-10014353	IN0035082	16007299	1607298	16007423	16007722	16007297	16007296	16007380	390185	PO / Invoice
SHINKO Boiler-feeder-pump parts- Installed	ELCOME - tech to upgrade gyros to HG free spheres, annual service	BOLL FILTER - Gasket for LO filter	MAN DIESEL - Spindle gulde, parts for engine overhaul	MAN DIESEL - Engine piston overhaul parts	MAN DIESEL - Engine piston overhaul parts	MAN DIESEL - Engine piston overhaul parts	MAN DIESEL - O-ring, gasket for m/e overhaul	MAN DIESEL - O-ring for m/e overhaul	MAN DIESEL - Piston crown/piston skirt delivered Oman, installed as part of overhaul	NORFOLK BEARING - SW Pump bearing	Description of Work Performed
		€ 139.28									Material Parts or Equip Foreign Currency
											Labor. Foreign Currency
GSH	USD	1.35	USD	USD	USD	USD	USD	USD	USD	dsn	R.O.E.
		\$188.03	\$47,560.38	\$15,766.60	\$1,239.18	\$21,735.08	\$1,975.39	\$252.20	\$47,646.60	\$851.20	Material Parts or Equip USD
	\$3,954.00	\$0.00						\$0.00	\$0.00		Labor USD
4	\$ 3,954.00	\$ 188.03	\$ 47,560.38	\$ 15,766.60	\$ 1,239.18	\$ 21,735.08	\$ 1,975,39	\$ 252.20	\$ 47,646.60	\$ 851.20	U.S. Cost
											Duty Estimate
\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	Duty Estimate IAW U.S. / Oman FTA
declared in error, see item 25	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTMOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	DUTY FREE IAW US OMAN FTA SEE FOOTNOTE 24	Comments - Duty Status

			Shipyard Item No.
	55	54	CF226 Item No.
	1/22/14	2/11/14	Date of Departure
	Duqm, Oman 1/22/14 Repair Yard	Algeciras, Spain	Port
	1793	CDZ1410023	PO / Invoice
	UNDERWATER CONTRACTORS - Prop polish, hull inspection	LLOYDS - Inspection, ship certifications	Description of Work Performed
			Material Parts or Equip Foreign Currency
	€ 1,750.00		Labor. Foreign Currency
TOTALS:	1.35	USD	R.O.E.
	\$0.00		Material Parts or Equip USD
	\$2,362.50	\$8,413.60	Labor USD
\$2,207,221.98	\$ 2,362.50	\$ 8,413.60	U.S. Cost
\$20,692.56	\$1,181.25	\$0.00	Duty Estimate
\$0.00			Duty Estimate IAW U.S. / Oman FTA
		ANNUAL INSPECTIONS NOT RELATED TO REPAIR SEE FOOTNOTE 2	Comments - Duty Status