



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
WASHINGTON, DC 20350-2000

IN REPLY REFER TO
OPNAVINST 3450.18
N3N
15 December 1995

OPNAV INSTRUCTION 3450.18

From: Chief of Naval Operations

Subj: U.S. NAVAL CONTROL OF SHIPPING ORGANIZATION

Ref: (a) ATP 2, Vol. I(A), Allied Naval Control of Shipping Manual (and Supplement)
(b) ATP 2, Vol. II, Allied Naval Control of Shipping Manual, Guide to Masters
(c) AAP-8 (C) (NAVY), Naval Control of Shipping; Information on Ports, Authorities and NCS Publications

1. Purpose. To define the mission of the U.S. Naval Control of Shipping Organization (NCSORG); to issue Naval Control of Shipping (NCS) policy and procedures; and to describe command structure, administrative organization, and responsibilities of commands and authorities within the NCSORG. This instruction is a substantial revision and consolidation of the 3450 series and should be read in its entirety.

2. Cancellation. OPNAV Instructions 3450.3F, C3450.4J, 3450.5B, 3450.7C, 3450.8B, C3450.10C, C3450.12B, 3450.15, S3450.17, and 5040.14.

3. Background. The NCSORG was originally established to meet the nation's defense needs against a global open-ocean threat. It was a worldwide organization with established posts in virtually every port where there is a U.S. shipping interest. With the demise of a global threat, the need for such a large organization is gone. Current doctrine centers around a threat that is littoral or regional in nature. The areas of risk to shipping, though limited in size, may be located anywhere in the world and in more than one location concurrently. As a result, the NCSORG called upon to meet this changing threat must be more mobile and adaptable. This instruction consolidates what is relevant to regional conflict which was contained in the instructions being canceled. OPNAVINST C3450.17, Subj: NAVAL CONTROL OF SHIPPING IN THE EVENT OF MOBILIZATION, will extract those policies and procedures relevant to NCS in the event of full mobilization from the canceled instructions listed in paragraph 2.



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4. Mission

a. The mission of the U.S. NCSORG is to provide for the safe movement of merchant shipping under its authority in a contingency situation or in time of war or national emergency; and, in peacetime, to make plans and train for executing that mission.

b. The NCSORG mission includes routing, reporting, and diverting merchant ships sailing in potential threat areas either independently or in convoy. It does not include the selection of destinations or cargo carried, which are functions of civil or other military authorities, and it does not include control of escort forces, which is a related but separate function of naval commanders.

c. In a regional contingency, naval control will extend to those ships consigned to NCS by their owners or operators. Generally speaking, NCS services will be offered to the U.S. and friendly shipping industry. Owners and operators can then assess the threat and decide whether or not to place their ships under control. Once a ship has been consigned to control, NCS instructions will be considered mandatory on the part of a ship's master (subject, of course, to safe navigation). Ships not consigned under NCS may receive advice from the NCSORG.

5. NCS Policy and Procedures

a. Control of shipping is a national responsibility, primarily executed by the U.S. Navy. While every effort should be made to enlist the aid of allied and friendly NCS forces, the U.S. NCSORG must be prepared to control shipping of interest to the United States.

b. Agreements with other nations for NCS in geographic areas of mutual interest are required in order to exercise shipping control more effectively in a contingency situation involving coalition forces of friendly nations. The U.S. NCSORG will cooperate with other nations to develop NCS plans where agreements exist and will recommend that agreements be negotiated when political and military circumstances dictate.

c. The U.S. NCSORG will adhere to procedures set forth in references (a) and (b) and to such other national publications as are appropriate to a U.S.-only NCS effort. Other allied and national publications listed in reference (c) may provide additional guidance but references (a) and (b) will take precedence in an allied or coalition effort.

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6. Operational Command Structure and Responsibilities

a. Under the National Command Authorities (NCA) and Unified Commanders, Naval Component Commanders will assign command and control responsibilities to an NCS Region Commander otherwise known as an Operational Control Authority (OCA). The NCS Region Commander will develop a concept of operations suited to the contingency at hand and will be responsible for the control and protection of merchant shipping transiting the area of operations. Depending on the scope and complexity of the conflict, the NCS Region Commander may delegate command of the day-to-day operations of the NCSORG to a subordinate commander designated as the Shipping Control Coordinator.

b. Shipping Control Teams will carry out the in-port phase of shipping control under direction of the NCS Region Commander or the Shipping Control Coordinator if applicable.

c. Naval Liaison Officers will embark merchant ships at a Shipping Control point and ride the ships to their port of debarkation or until they leave the shipping risk area.

d. Convoy commodores will be selected from the retired list based on command at sea experience. Command of multi-ship organizations (e.g., destroyer squadrons) is desirable. They will direct the navigation and internal organization of merchant ship convoys while at sea. (When operating under the tactical control of a naval escort, the convoy commodore is subject to the orders of the officer in tactical command of the escort force; otherwise, to orders of the NCS Region Commander.)

e. The U.S. NCSORG begins with the NCA and extends to the Shipping Control Teams and Naval Liaison Teams. The operational responsibilities of each link in the chain of command are outlined below:

(1) NCA. Authorizes the implementation of NCS. Since NCS involves some interference with merchant shipping, including foreign flag shipping, over which the U.S. Navy has no legal control, the implementation of NCS is necessarily done at a higher level than within the Department of Defense acting alone. Normally, the NCA will make its decision after consultation with the Department of State, the U.S. Maritime Administration (MARAD), and the Joint Staff.

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(2) The Unified Commander (Major Area Commander). Establishes overall policy for Naval Control and Protection of Shipping (NCAPS); allocates naval forces when needed; maintains liaison with the National Shipping Authority (MARAD).

(3) Naval Component Commander (Area Commander). Establishes detailed policy for NCAPS; exercises operational control of assigned escort forces; proposes establishment of NCS Regions; advises on designation of NCS Region Commander.

(4) NCS Region Commander (generally the Naval Task Force Commander). Conducts NCS operations within the assigned NCS Region in accordance with the policies of the Unified Commander; designates the Shipping Control Coordinator(s); publishes navigational warnings appropriate to the situation; maintains close and supportive liaison with adjacent military commanders and appropriate local level civil shipping authorities; coordinate with national fishing authorities as necessary to keep fishing vessels clear of areas where they may interfere with military operations and if requested by national authorities, provide them with the same protection package offered to merchant vessels.

(5) Shipping Control Coordinator. Responsible for coordinating overall control of merchant shipping. Maintains plot of merchant shipping in the area of responsibility. Supports and directs efforts of Shipping Control Teams and Naval Liaison Teams.

(6) Shipping Control Teams (SCT). Board merchant ships at Shipping Control Points, brief the ships masters on the current situation, issue routing instructions and report ships movements to the Shipping Control Coordinator.

(7) Naval Liaison Teams (NLT). Assign Naval Liaison Officers to function as tactical communications links with naval forces. In the event the threat warrants forming ships into convoys, the Naval Liaison Officers will serve as the Convoy Commodore's staff.

f. At the inception of a national emergency or outbreak of hostilities involving a threat to merchant shipping, the Chief of Naval Operations (N3N) or other designated authority is responsible for the prompt broadcast of a message to merchant ships subject to U.S. control announcing implementation of NCS. This will normally be followed by an advisory message issued by MARAD to the U.S. shipping industry outlining the NCS program established for the contingency.

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7. Administrative organization and responsibilities

a. Chief of Naval Operations (CNO) (N3N):

(1) Ensure overall efficient operation and readiness of a U.S. NCSORG capable of assuming control of U.S. shipping during a contingency situation, national emergency, limited or general war.

(2) Ensure adequate preparations for participation in allied NCS operations.

(3) Provide guidance to and coordinate efforts of Fleet Commanders in Chief (CINC's) in manning, training, and equipping (including the stockpiling of equipment and material required for NCS operations) the NCSORG.

(4) Act in capacity of Program Sponsor and in his capacity as Commander, Military Sealift Command, act as Technical Manager for the Naval Reserve NCSORG Programs. In such capacity, ensure the development of NCSORG training plans in support of personnel qualifications and annual training requirements. This includes Personnel Qualification Standards (PQS), Individual Training Plans (ITP), and standard operating procedures (SOP).

(5) Ensure maintenance of a list of qualified retired officers who are ready to serve as Convoy Commodores.

(6) Serve as advisor on NCS to the NCA, the Joint Chiefs of Staff, Unified and Specified Commanders and the U.S. National Shipping Authority.

(7) Coordinate NCS matters with other Department of Defense organizations, Department of State and other interested national and international organizations.

(8) Coordinate U.S. NCS efforts with those of North Atlantic Treaty Organization (NATO) and other allied NCS organizations.

(9) Direct establishment and maintenance of doctrine and procedures for U.S. NCS operations.

(10) Ensure adequate arrangements are made for communications between NCSORG and U.S. controlled merchant ships (including arrangements for secure communications and for broadcast by CNO or Fleet Commanders in Chief of special warning or general emergency messages to implement NCS).

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(11) Maintain a system for preservation of reports and documents as may be required in the compilation of historical reviews on shipping control matters.

b. Fleet Commanders in Chief

(1) Under the guidance of the Chief of Naval Operations (N3N), the Fleet CINC'S exercise administrative control of their respective NCSORG resources including:

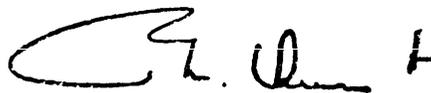
(a) ensure that NCSORG resources are incorporated in OPLANS as appropriate. Coordinate manpower requirements with the CNO so that the overall size of the NCSORG can be determined;

(b) initiate and coordinate participation by active duty and reserve NCSORG personnel in U.S., North Atlantic Treaty Organization, and other allied exercises involving NCS; and

(c) identify and procure (or budget for procurement of) equipment, publications, material and logistic support services required by the NCSORG.

(2) Prepare plans for naval control and protection of shipping during contingency situations or regional conflict in which the U.S. NCSORG must function unilaterally or in conjunction with an allied NCSORG; and ensure the coordination of such plans with other interested commands.

c. Commander, Naval Reserve Force. The Naval Reserve NCS program, which supplies virtually all of the manpower for NCSORG, is administered by Commander, Naval Reserve Force under the direction of the Chief of Naval Operations, as Program Sponsor, and with technical management assistance of Commander, Military Sealift Command.



P. M. Quast
by direction

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