

FY 2023 FEDERAL AGENCY BILL OF LADING SUBMISSIONS REPORT



Report to Congress

May 2025

**U.S. Department of Transportation
Maritime Administration**

Introduction

The Maritime Administration's (MARAD) mission is to foster, promote, and develop the maritime industry of the United States to meet the nation's economic and security needs. The National Defense Authorization Act (NDAA) for Fiscal Year 2023 (FY 2023) requires MARAD to conduct annual reviews of Federal agencies' administration of cargo preference programs and submit reports of these reviews to the Committee on Transportation and Infrastructure (T&I) in the House of Representatives and the Committee on Commerce, Science and Transportation (CST) in the Senate.

Summary

Pursuant to 46 U.S.C. § 55305, Federal agencies are required to ship a minimum of 50% of their government-impelled cargo aboard U.S. flag vessels.¹ The Secretary is required to conduct an annual review of these agencies' compliance with § 55305(e)(2) and provide a report of such to the House T&I and the Senate CST Committees by the NDAA FY 2023 (now codified at 46 U.S.C. § 55305(e)(2)).

The report reflects the gross tonnage of cargo transported using U.S. flag and foreign vessels by each Federal agency and department as reflected by the bills of lading they or their contractors provided to MARAD in accordance with 46 CFR § 381.3. The report does not provide the actual total gross tonnage per agency/department because Federal agencies are not required to submit ocean shipment contracts or shipping plans to MARAD. Accordingly, MARAD cannot determine with certainty whether the 50% minimum has been met. With changes required by NDAA FY 2024, Federal agencies will provide MARAD with total gross tonnage of ocean cargo shipped and the gross tonnage shipped on U.S.-flagged and foreign-flagged vessels, annually, which is expected to improve cargo preference compliance reporting.

¹ 46 U.S.C. § 55305 states specifically that the 50% minimum cargo preference requirements apply when "the United States Government procures, contracts for, or otherwise obtains for its own account, or furnishes to or for the account of a foreign country, organization, or persons without provision for reimbursement, any equipment, materials, or commodities, or provides financing in any way with Federal funds for the account of any persons unless otherwise exempted...or advances funds or credits, or guarantees the convertibility of foreign currencies in connection with the furnishing or obtaining of the equipment, materials, or commodities." We use the term "government-impelled cargo" as a shorthand reference for this requirement.

FEDERAL AGENCY CARGO	Estimated Total Gross Tons	U.S.-flag Gross Tons	Foreign Flag Gross Tons
Advisory Council on Historic Preservation	0	0	0
Advisory Council on Historic Preservation ²	0	0	0
American Battle Monuments Commission	7	0	7
American Battle Monuments Commission	7	0	7
Architect of the Capitol	0	0	0
Architect of the Capitol ²	0	0	0
Defense Security Cooperative Agency ⁵	136,620	136,311	309
Foreign Military Funding	136,620	136,311	309
Department of Agriculture	117,329	78,077	39,252
Dept of Agriculture	95	0	95
Dept of Agriculture Household Goods	4	0	4
Food for Progress (Food Aid)	100,743	65,971	34,772
Food for Education (Food Aid)	16,485	12,106	4,379
Animal and Plant Health Inspection Service ⁴	0	0	0
Farm Service Agency ⁴	0	0	0
Foreign Agricultural Service ³	0	0	0
Forest Service ³	0	0	0
National Institute of Food and Agriculture ³	0	0	0
National Resources Conservation Service ⁴	0	0	0
Rural Development ²	0	0	0
Department of Commerce	6	2	4
Dept of Commerce	0	0	0
Dept of Commerce HHE	6	2	4
Economic Development Administration ²	0	0	0
International Trade Administration ²	0	0	0
National Oceanic and Atmospheric Administration ²	0	0	0
Department of Education	0	0	0
Dept of Education ²	0	0	0
Department of Energy	37,200	25,106	12,094
Dept of Energy	32,394	22,326	10,068
Bonneville Power Administration ⁴	0	0	0
Office of Nuclear Energy ⁴	0	0	0
Oak Ridge National Laboratory ⁴	0	0	0
Loan Program Office	4,799	2,776	2,023
Southeastern Power Administration ²	0	0	0
Southwestern Power Administration ²	0	0	0

Western Area Power Administration ³	0	0	0
Department of Health and Human Services	1,208	0	1,208
Dept of HHS	1,208	0	1,208
Center for Disease Control and Prevention ²	0	0	0
Department of Homeland Security	155	142	13
Dept of Homeland Security	0	0	0
Cybersecurity and Infrastructure Security Agency ²	0	0	0
Federal Emergency Management Agency ³	0	0	0
U.S. Coast Guard	19	19	0
U.S. Customs and Border Protection	44	41	3
Secret Service ²	0	0	0
Department of Housing and Urban Development	0	0	0
Dept of HUD ²	0	0	0
Office of Community Planning and Development ²	0	0	0
Department of Justice	127	100	27
Dept of Justice ³	3	3	0
Bureau of Prisons	1	1	0
Drug Enforcement Administration ²	0	0	0
Department of Interior	10	10	0
Dept of Interior ²	0	0	0
Bureau of Land Management ⁴	0	0	0
Bureau of Ocean Energy Management ⁴	0	0	0
Bureau of Reclamation ²	0	0	0
National Park Service ⁴	0	0	0
Office of Surface Mining, Reclamation and Enforcement ²	0	0	0
Department of Labor	5	1	4
Dept of Labor	0	0	0
Department of State	42,850	19,675	23,175
Dept of State	7,643	2,645	4,998
Bureau of Near Eastern Affairs	104	9	95
Embassy Secure Cargo	39	2	37
Bureau of Overseas Building Operations	19,661	12,225	7,436
U.S. Despatch Agencies	1,475	627	848
Department of Transportation	17,879	16,220	1,659
Dept of Transportation	0	0	0
Great Lakes St. Lawrence Seaway Development Corp ²	0	0	0
Federal Aviation Administration ²	0	0	0
Federal Highway Administration	571	319	252
Federal Motor Carrier Safety Administration ²	0	0	0

Federal Railroad Administration	444	444	0
Federal Railroad Administration Privately Owned Vehicles	1,129	1,129	0
Federal Transit Administration	3,648	2,296	1,352
Pipeline and Hazardous Materials Safety Administration ²	0	0	0
National Highway Transportation and Safety Administration	0	0	0
Maritime Administration	12,087	12,032	55
Department of Treasury	5	5	0
Dept of Treasury ⁴	0	0	0
Bureau of Engraving and Printing ⁴	0	0	0
Bureau of the Fiscal Service ²	0	0	0
Department of Veteran Affairs	2	0	2
Dept of VA ²	0	0	0
National Cemetery Administration ⁴	0	0	0
Export Import Bank of the United States	3	3	0
Export Import Bank ²	0	0	0
Federal Maritime Commission	0	0	0
Federal Maritime Commission ²	0	0	0
General Services Administration	10,266	8,722	1,544
General Services Administration	3,270	2,722	548
National Aeronautics and Space Administration	22	4	18
National Aeronautics and Space Administration	22	4	18
National Railroad Passenger Corporation	0	0	0
Amtrak ²	0	0	0
Office of Management and Budget	0	0	0
Office of Management and Budget	0	0	0
Office of Federal Procurement Policy ²	0	0	0
Peace Corps	18	2	16
Peace Corps	0	0	0
Small Business Administration	0	0	0
Small Business Administration ⁴	0	0	0
Tennessee Valley Authority	0	0	0
Tennessee Valley Authority ⁴	0	0	0
U.S. Agency for International Development	759,344	434,197	325,147
PL480 Title II (Food Aid)	745,333	422,333	323,000
Loans and Grants	14,010	11,864	2,146
U.S. African Development Foundation	0	0	0
U.S. African Development Foundation ²	0	0	0
U.S. Environmental Protection Agency	5	4	1

Environmental Protection Agency ²	0	0	0
U.S. Government Publishing Office	0	0	0
U.S. Government Publishing Office ⁴	0	0	0
U.S. International Development Finance Corporation	0	0	0
U.S. International Development Finance Corporation ²	0	0	0
U.S. Postal Service	0	0	0
U.S. Postal Service ²	0	0	0
U.S. Trade and Development Agency	0	0	0
U.S. Trade and Development Agency ⁴	0	0	0
FEDERAL AGENCY TOTALS (Gross Tons)	1,123,061	718,581	404,480

² The Agency or Department has provided a statement to MARAD that they do not have data to report.

³ The Agency or Department has provided a statement to MARAD that they are researching the compliance issue for FY23 and will submit a response.

⁴ MARAD has not received responses to its correspondences requesting bills of lading from the Agency or Department.

⁵ The Defense Security Cooperative Agency is a civilian agency and is not subject to the 100% compliance rate set forth in 10 U.S.C. § 2641.

⁶ Estimated totals for shipments of household goods and privately owned vehicles: 21,197 Total Gross Tons, 10,374 US Flag Gross Tons and 10,823 Foreign Flag Gross Tons.