



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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J-4  
DISTRIBUTION: A, C, J

CJCSI 4520.02C  
15 December 2011

## AIRLIFT SUPPORT REQUEST POLICY GUIDANCE AND PROCEDURES

References: Enclosure A

1. Purpose. Consistent with references a through c, this instruction promulgates guidance, procedures, and experience-based assistance for Department of Defense airlift requests.
2. Cancellation. CJCSI 4520.02B, 4 March 2008, "Special Assignment Airlift Mission (SAAM) Tasking Procedures."
3. Applicability. This instruction applies to the Joint Staff, combatant commanders, and Services. Although not bound by this instruction, U.S. government departments and agencies will find this concise summary of relevant policy guidance useful when requesting Department of Defense airlift.
4. Responsibilities
  - a. Office of the Assistant Vice Chief of Staff of the Air Force, Special Air Missions Division (CVAM). CVAM serves as the Chief of the Executive Airlift Scheduling Activity (EASA) when collaborative scheduling is required to maximize the usages of available executive airlift assets. Assistant Secretary of Defense for Legislative Affairs (ASD(LA)) tasks CVAM to support approved missions. Per reference d, all other DOD components are prohibited from providing congressional delegation (CODEL) airlift support without prior approval of ASD(LA) except for the limited exceptions permitted to the Secretaries of the Military Departments and the Chairman of the Joint Chiefs of Staff under reference d. The Services work closely with CVAM in a cooperative arrangement called the "Fusion Cell" to maximize the usage of available distinguished visitor assets. The Joint Staff/J-4/Joint Logistics Operations Center (JLOC) is not involved in the operations or scheduling of CVAM or Service assets. There are, however, times when demands for airlift exceed

capabilities of the passenger airlift assets controlled by CVAM and the other Services. Reasons for non-support include fleet maintenance, communications upgrades, and heavy demand during congressional recesses. At such times, the Joint Staff may be tasked by DOD Executive Secretariat (DOD ExecSec) to support the airlift request (subparagraph 4b(2) below).

b. ASD(LA) Congressional Tasking Process Overview

(1) Initial requests for airlift support are received by ASD(LA). ASD(LA) reviews and works with the requesting office to validate the request. If the request is approved, ASD(LA) arranges airlift through a variety of means, to include commercial, common-user airlift, Operational Support Aircraft (OSA), and Special Air Mission (SAM). As appropriate, ASD(LA) determines the availability of Service Very Important Person (VIP)/SAM assets through CVAM and, if available, tasks CVAM to provide support. Under these circumstances, there is no Joint Staff involvement.

(2) If CVAM or another Service cannot support the airlift request, ASD(LA) sends the request to the DOD ExecSec. If DOD ExecSec approves the request, it forwards the validated tasking to the Joint Staff/J-4/JLOC. The JLOC tasks USTRANSCOM for support via the automated SAAM request system.

c. Interagency Process. An initial request for airlift support from another USG agency is forwarded to DOD ExecSec for approval. If the request is approved and operational airlift assets are required, DOD ExecSec forwards the approved request to the J-4/JLOC. The JLOC tasks USTRANSCOM for support via the automated SAAM request system. Approvals are normally for a single tasking/event, but may task subsequent/long-term SAAM support if authorized by a Presidential directive, OSD execution order, or interagency MOA with OSD.

5. Procedures for Combatant Commander Tasking. The following CJCS procedures will be used by the joint air mobility community to source VIP airlift for single or multiple AOR travel. In all cases, travel planners and executors will notify applicable geographic combatant commander (GCC) Deployment and Distribution Operations Center (DDOC) personnel regarding travel to ensure visibility during mission execution:

a. Single AOR Travel Using Commercial Air to Arrive in the OCONUS AOR. GCC will be tasked to plan and execute the mission and serve as the single point of contact (POC) for the user. The GCC's DDOC or appropriate J4 function will assign detailed planning and execution responsibility to one or more Service components while remaining the user's primary POC.

b. Single AOR Travel Without the Use of Commercial Air to Arrive in the OCONUS AOR. Assuming CVAM options are not available, USTRANSCOM will plan and execute the mission on an operational airlift assets from the CONUS point of origin until mission completion. When GCC forces are required during the execution of AOR travel, the Joint Staff will task the GCC as appropriate. USTRANSCOM will coordinate mission requirements, reporting requirements, and other details with the combatant commander's staff during mission execution. USTRANSCOM will be the primary POC for the user.

c. Multiple AOR Travel. Due to the complexity of travel arrangements in this scenario, USTRANSCOM will be tasked to plan and execute the mission from CONUS point of origin until mission completion. When GCC forces are required during the execution of multiple AOR travel, the Joint Staff will task the respective GCCs as appropriate. USTRANSCOM will coordinate mission requirements, reporting requirements, and other details with the combatant commander's staff during mission execution. USTRANSCOM will be the primary POC for the user.

#### 6. Policy and Procedures for Use of the Command and Control Module (CCM)

a. The minimum communications capabilities required to support combatant commander travel are specified in reference e. These requirements can be met with modules commonly referred to as "SILVER BULLETS" and "VIPER IIs" designed for use on operational airlift assets.

b. USTRANSCOM, through its air component, Air Mobility Command (AMC), has operational control of the CCMs. AMC is responsible for CCM maintenance, scheduling, and mission execution. AMC handles normal scheduling of the CCMs in accordance with reference f. When requesting the CCM, Service or theater validators need to be aware there is a 36-hour minimum turn time requirement between landing and departure to support a follow-on mission for a subsequent user.

c. CCMs are for 4-star commanders with the need for 24/7 contact with troops engaged in combat. With limited CCMs available, there may be instances when requirements exceed resources available. In these cases tailored Senior Leader Aircraft Command modules will be considered for use. When senior officials project multiple requests for CCMs during the same time period and USTRANSCOM does not have resources available to support them, USTRANSCOM/J-3 will prioritize competing requests.

#### 7. Military Airlift Authority and Funding

a. DOD Executive Secretariat. DOD ExecSec is the military airlift approval authority for OSD staff and interagency requests. DOD ExecSec works closely with ASD(LA) in the situations where CODEL travel requires operational

aircraft. Congressional staff delegation (STAFFDEL) travel is not normally provided SAAM support. STAFFDEL travel normally uses OSA military aircraft. The DOD ExecSec shall assign a Priority, Urgency, Justification, and Category code for all OSA support, and a JCS airlift priority code for all SAAM support.

b. Joint Staff/J-4 Responsibilities. Consistent with references a, b, and c, the Chairman of the Joint Chiefs of Staff is authorized and responsible to assist the President of the United States and Secretary of Defense in performing their command functions. As such, the J-4/JLOC, as a division of the Joint Staff, will perform such duties as required by the Chairman of the Joint Chiefs of Staff and the Secretary of Defense. When DOD ExecSec approves the use of military airlift resources, it will forward the approval to the J-4/JLOC for action. The JLOC tasks USTRANSCOM to support via the automated SAAM request system and/or appropriate GCC(s).

c. Mission Funding Considerations and Constraints

(1) Economy Act Information. Although the Department of Defense receives many transportation requests for worthwhile projects, by law, the Department of Defense may generally only provide airlift in direct support of the DOD mission. Accordingly, the Department of Defense is prohibited from providing airlift to non-DOD activities unless it is for the purposes of immediate action to save life or limb, specifically authorized by statute, or requested by the head of an executive agency of the federal government pursuant to the Economy Act or similar interagency support authority (references g and h). Economy Act requests for transportation must include a fund cite or funded order.

(a) National Interest, Level Certification. Requests must be signed at appropriate levels. Only officials at the highest levels – with a clear view of how various agencies’ missions interact and how together they support national objectives – can determine if a project is in the national interest. They must also have the authority to commit agency funds. These officials are, for example, at least at the assistant secretary level or the administrators or deputy administrators of separate agencies such as National Oceanographic and Atmospheric Administration, Federal Aviation Administration, or National Atmospheric and Space Administration.

(b) Unavailability of Commercial Transportation. It is both national policy (references i, j, and k) and DOD policy (references f and l) to use commercial transportation fully. Government agencies may not compete with commercial interests. Therefore, requestors must certify that commercial transportation is not capable of meeting their mission requirements or is not available.

(c) Official Use Only. DOD aircraft and vehicles may only be used for official purposes unless specifically allowed in reference l. References l, m, and n set standards for use of government property – both vehicles and aircraft. Therefore, the determination of national interest and non-availability of adequate commercial transportation is crucial.

(d) Reimbursement. The Purpose Statute, reference o, provides that “appropriations shall be applied only to the objects for which the appropriations were made except as otherwise provided by law.” Accordingly, absent specific authority (e.g., reimbursement provided under Economy Act authority), the Department of Defense may not expend funds to support another agency’s mission. If the transportation is provided by common user (i.e., AMC) aircraft, it is a funded working capital activity and, by law, must be reimbursed by the user (reference p). Finally, the Economy Act itself requires reimbursement. An Economy Act request for transportation must include a fund cite or the name and address of the people responsible for payment.

(2) Non-Governmental Organizations (NGOs). Occasionally an NGO will request transportation support from a USG agency that will, in turn, request transportation support from the Department of Defense. If the requesting USG agency requests the transportation support in direct support of its mission, the request may be supported pursuant to the Economy Act (or similar statutory authority) even though, as a result, the Department is indirectly providing transportation support to the NGO. The formal request must come to the Department from the federal executive agency and not from the NGO. Pursuant to the Economy Act, reimbursement must be made to the Department by the other federal executive agency, which may, in turn, require reimbursement from the NGO pursuant to the User’s Act (reference q). Other criteria still apply; i.e., it must be in the national interest and commercial transportation must not be available.

(3) Congressional Travel Reimbursement. CODEL travel on DOD military carriers is provided in accordance with reference r and CODEL do not submit fund cites or funded travel orders. It is DOD policy that support for approved travel of members and employees of Congress shall be provided on an economical basis upon request of the Congress pursuant to law or where necessary to carry out DOD duties and responsibilities. ASD(LA) shall exercise surveillance over DOD support by members and employees of Congress and their dependants in order to assure compliance with the policies and procedures prescribed in reference r.

(4) White House-Directed Missions (WHDM). Missions directed by the President of the United States can be either reimbursable or non-reimbursable per references l, r, and s. If the WHDM is reimbursable, it will

have a fund cite in the tasking message. If the WHDM is non-reimbursable, it will be tasked to the combatant commanders without a fund cite.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page--  
[http://www.dtic.mil/cjcs\\_directives](http://www.dtic.mil/cjcs_directives).

9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



CRAIG A. FRANKLIN  
Major General, USAF  
Vice Director, Joint Staff

Enclosure:

A - REFERENCES

ENCLOSURE A

REFERENCES

- a. United States Code, Title 10, "Armed Forces"
- b. Unified Command Plan 2008, 17 Dec 2008
- c. Joint Publication 0-2, 10 July 2001, "Unified Action Armed Forces (UNAAF)"
- d. Deputy Secretary of Defense Memorandum, 8 February 2008, "Congressional Travel"
- e. DOD Directive 4660.3, 29 April 1996, "Secretary of Defense Communications"
- f. DOD Directive 4500.9E, 11 September 2007, "Transportation and Traffic Management"
- g. United States Code, Title 31, Section 1535, "Agency Agreements", also referred to as "The Economy Act"
- h. United States Code, Title 22, Section 2392, "Allocation and Reimbursement Among Agencies"
- i. Office of Management and Budget Circular A-76, 29 May 2003, "Performance of Commercial Activities"
- j. Office of Management and Budget Circular A-126, 22 May 1992, "Improving the Management and Use of Government Aircraft"
- k. National Security Decision Directive 280, 24 June 1987, "National Airlift Policy"
- l. DOD Directive 4500.56, 11 May 2010, "DoD Policy on the Use of Government Aircraft and Air Travel"
- m. United States Code, Title 31, Section 1344, "Motor Vehicle Use Authority"
- n. Code of Federal Regulations, Title 5, Section 2635.704, "Use of Government Property"
- o. United States Code, Title 31, Section 1301(a), "The Purpose Statute"

- p. United States Code, Title 10, Section 2208, "Working Capital Funds"
- q. United States Code, Title 31, Section 9701, "Fees and Charges for Government Services and Things of Value"
- r. DOD Directive 4515.12, 15 Jan 2010, "Department of Defense Support for Travel of Members and Employees of the Congress"
- s. DOD 4515.13-R, November 1994 through change 3, 9 April 1998, "Air Transportation Eligibility"