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## CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION



J-4  
DISTRIBUTION: A, C

CJCSI 4520.02F  
30 September 2022

### AIRLIFT SUPPORT REQUEST POLICY GUIDANCE AND PROCEDURES

#### References:

See Enclosure B

1. Purpose. Consistent with references a through t, this instruction promulgates guidance, procedures, and experience-based assistance for Department of Defense (DoD) airlift requests.
2. Superseded/Cancellation. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 4520.02E, 1 April 2016, "Airlift Support Request Policy Guidance and Procedures," is hereby superseded.
3. Applicability. This instruction applies to the Joint Staff, Combatant Commanders (CCDRs), National Guard Bureau, and Services. Although not bound by this instruction, U.S. Government (USG) departments and agencies will find this concise summary of relevant policy guidance useful when requesting DoD airlift.
4. Definitions. See Glossary.
5. Responsibilities
  - a. Office of the Deputy Chief of Staff for Operations, Headquarters Air Force, Special Missions Division AF/A3M. (Formerly known as CVAM). AF/A3M 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. Office of the Secretary of Defense, Legislative Affairs (OSD(LA)) tasks AF/A3M to support approved missions in accordance with reference d. To fulfill these requirements, OSD(LA) will serve as the DoD primary point of contact (POC) on all matters regarding Congressional Delegation (CODEL), Congressional Staff Delegation (STAFFDEL), or Government Delegation (GOVDEL) travel. OSD(LA) is responsible for communicating and/or coordinating all issues between DoD Components, the

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Speaker of the House of Representatives, Senate leadership, and other members regarding travel, including aircraft assignments, available dates for travel, and composition of the trip.

b. The Services work closely with AF/A3M in a cooperative arrangement called the EASA 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 AF/A3M or Service assets. There are, however, times when demands for airlift exceed capabilities of the passenger airlift assets controlled by AF/A3M and the other Services. Reasons for nonsupport include fleet maintenance, communications upgrades, and heavy demand during congressional recesses. At such times, the Joint Staff may be tasked by the Executive Secretary (ExecSec) of the DoD to support the airlift request (see subparagraph 4.b.(2) below).

c. OSD(LA) Congressional Tasking Process Overview

(1) Initial requests for airlift support are received by OSD(LA). OSD(LA) reviews and works with the requesting office to validate the request. If the request is approved, OSD(LA) arranges airlift through a variety of means, including commercial, common-user airlift, Operational Support Aircraft (OSA), and Special Air Mission (SAM). As appropriate, OSD(LA) determines the availability of Service Very Important Person (VIP)/SAM assets through AF/A3M and, if available, tasks AF/A3M to provide support. Under these circumstances, there is no Joint Staff involvement.

(2) If neither AF/A3M nor the EASA can support the airlift request, OSD(LA) sends the request to the DoD ExecSec. If the DoD ExecSec approves the request, the validated tasking is forwarded to the JLOC. The JLOC tasks U.S. Transportation Command (USTRANSCOM) for support via the automated Special Assignment Airlift Mission (SAAM) request system.

d. 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 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 memorandum of agreement 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

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for single or multiple area of responsibility (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 Outside the Continental United States AOR. GCC will be tasked to plan and execute the mission and serve as the single POC for the user. The GCC's DDOC or appropriate J-4 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 Outside the Continental United States AOR. Assuming AF/A3M options are not available, USTRANSCOM will plan and execute the mission on an operational airlift asset from the continental United States (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 CCDR'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 CCDR'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

a. The minimum communications capabilities required to support CCDR 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 Command and Control Modules (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

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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/J3 will prioritize competing requests.

## 7. Military Airlift Authority and Funding

a. DoD ExecSec. DoD ExecSec is the military airlift approval authority for OSD staff and interagency requests. DoD ExecSec works closely with OSD(LA) in the situations where CODEL travel requires operational aircraft. 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, CJCS is authorized and responsible to assist the President of the United States and Secretary of Defense in performing their command functions. The J-4 JLOC, as a division of the Joint Staff, will perform such duties as required by the CJCS and the Secretary of Defense. When the 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).

(1) Economy Act Information. Although the DoD receives many transportation requests for worthwhile projects, by law DoD may generally only provide airlift in direct support of the DoD mission. Accordingly, DoD 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

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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 are the administrators or deputy administrators of separate agencies such as National Oceanographic and Atmospheric Administration, Federal Aviation Administration, or National Aeronautics 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 1. References l, m, and n set standards for use of government property—both vehicles and aircraft. Therefore, the determination of national interest and nonavailability 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), DoD 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. Occasionally, a non-governmental organization (NGO) will request transportation support from a USG agency that will, in turn, request transportation support from DoD. 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, DoD is indirectly providing transportation support to the NGO. The formal request must come to DoD 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

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apply; i.e., it must be in the national interest and commercial transportation must not be available.

(3) Congressional Travel. 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. OSD(LA) shall exercise surveillance over DoD support for members and employees of Congress and their dependents in order to assure compliance with the policies and procedures prescribed in reference r.

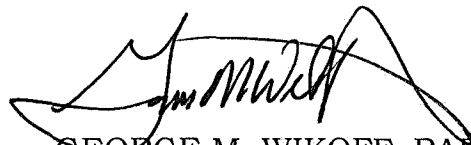
(4) White House-Directed Missions. Missions directed by the President of the United States can be either reimbursable or non-reimbursable per references l, r, and s. If the White House-Directed Mission (WHDM) is reimbursable, it will have a fund cite in the tasking message. If the WHDM is nonreimbursable, it will be tasked to the CCDRs without a fund cite.

7. Summary of Changes. CJCSI 4520.02E adds clarifying language via an enclosure (Enclosure A, "Mission Funding Considerations and Constraints") to the original document.

8. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DOD Components (to include the Combatant Commands (CCMDs)), other Federal agencies, and the public, may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at <<http://www.jcs.mil/library>>. JS activities may also obtain access via the SIPR directives Electronic Library websites.

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

For the Chairman of the Joint Chiefs of Staff:



GEORGE M. WIKOFF, RADM, USN  
Vice Director, Joint Staff

## Enclosures

- A – Mission Funding Considerations and Constraints
- B – References
- GL – Glossary

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## ENCLOSURE A

### MISSION FUNDING CONSIDERATIONS AND CONSTRAINTS

#### 1. Operational Support Airlift and Commercial Air Transportation

a. An OSA mission is the movement of high-priority passengers and cargo with time-, place-, or mission-sensitive requirements. OSA missions are a special classification of airlift mission support to provide for the timely movement of limited numbers of priority personnel or cargo. OSA aircraft are those fixed-wing aircraft acquired and/or retained exclusively for OSA missions, as well as any other DoD-owned or controlled aircraft, fixed or rotary wing, used primarily for OSA missions. The OSA aircraft fleet is comprised of executive and nonexecutive aircraft. The executive fleet is solely dedicated to the airlift of DoD and Federal officials and DoD-approved senior officials, while the nonexecutive fleet executes CCMD airlift requirements during periods of conflict and CCMD and Service-validated missions during peacetime.

b. Government aircraft travel is a premium mode of travel, and commanders and managers at all levels shall prevent misuse of transportation resources as well as the perception of their misuse. Additionally, reference s directs that "OSA aircraft shall be assigned and managed to maximize wartime readiness, efficiency, cost effectiveness and peacetime utilization." It is also both national and DoD policy to use commercial transportation to the maximum extent possible.

c. To balance these competing demands, references j and s restrict OSA aircraft use if the actual cost of using commercial airlift (COMMAIR) is more cost-effective than military airlift (MILAIR). Additionally, OMB and DoD policy state that an aircraft scheduled to satisfy a mission requirement (i.e., training) does not require a cost comparison. Within the nonexecutive OSA fleet, most Services accomplish aircrew training for wartime readiness through the execution of their flying hour program. Those Services fund OSA flying hours through their annual program objective memorandum process, and these flying hours must be flown to attain wartime readiness regardless of passenger load. These conflicting circumstances can result in the disapproval of valid airlift requirements, potentially limit prospective travelers from requesting airlift, and reduce the peacetime utilization of our OSA fleet while simultaneously increasing the DoD's overall travel costs. To that end, the following is intended to clarify the DOD's OSA cost comparison guidance:

(1) In accordance with the authority granted in reference l, authorizing officials may provisionally approve valid airlift requests on the basis that, "if

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consolidated with another request(s) it is determined to be cost effective.” Neither airlift requestors nor authorizing/validating officials have sufficient knowledge of aircraft availability, number of mission legs, passenger airlift requirements, etc., to accomplish this cost comparison. Thus, valid airlift requests should be approved by authorizing/validating officials to allow the cost comparison evaluation to be conducted by the appropriate OSA centralized airlift scheduling agency when cost is part of the decision process to provide MILAIR.

(2) When individual units make OSA aircraft available for common-user scheduling in the Joint Air Logistics Information System (JALIS) or via other methods while they transition to JALIS, they must include a training or non-training mission designation.

(a) For those missions designated as training missions, scheduling agencies will forego cost comparison and efficiently match validated airlift requests with available aircraft.

(b) For those missions designated as nontraining missions, scheduling agencies will examine airlift requests, available aircraft, and MILAIR/COMMAIR costs to determine if travel via MILAIR is more cost-effective than COMMAIR. If not, those MILAIR requests will not be supported.

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## ENCLOSURE B

### REFERENCES

- a. Title 10, U.S.Code, “Armed Forces”
- b. Unified Command Plan, 2 November 2020
- c. JP 1, “Doctrine for the Armed Forces of the United States,” 25 March 2013 (incorporating Change 1, 12 July 2017)
- d. DoD Directive 4515.12, 15 January 2010, “DoD Support for Travel of Members and Employees of Congress”
- e. DoD 4515.13, January 2016 through change 5, 23 October 2020, “Air Transportation Eligibility”
- f. DoDD Directive 4500.9E, 27 December 2019, “Transportation and Traffic Management”
- g. Title 31, U.S. Code, section 1535, “Agency Agreements,” also referred to as “The Economy Act”
- h. Title 22, U.S. Code, section 2392, “Allocation and Reimbursement Among Agencies”
- i. OMB Circular A-76, 29 May 2003, “Performance of Commercial Activities”
- j. OMB 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. DoDD Directive 4500.56, 14 April 2009 through change 5, 3 April 2019, “DoD Policy on the Use of Government Aircraft and Air Travel”
- m. Title 31, U.S. Code, section 1344, “Motor Vehicle Use Authority”
- n. Title 5, C.F.R., section 2635.704, “Use of Government Property”
- o. Title 31, U.S. Code, section 1301(a), “The Purpose Statute”
- p. Title 10, U.S.Code, section 2208, “Working Capital Funds”

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- q. Title 31, U.S. Code, section 9701, “Fees and Charges for Government Services and Things of Value”
- r. DoD Directive 4515.12, 15 January 2010, “Department of Defense Support for Travel of Members and Employees of the Congress”
- s. DoD Instruction 4500.43, 30 July 2021, “Operational Support Airlift (OSA)”

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## GLOSSARY

### PART I-ABBREVIATIONS AND ACRONYMS

*Items marked with an asterisk (\*) have definitions in PART II*

AF/A3M	Vice Chief of Staff of the Air Force, Special Air Mission Division
AOR	area of responsibility
AMC	Air Mobility Command
CCDR	Combatant Commander
CCM*	Command and Control Module
CCMD	Combatant Command
CJCS	Chairman of the Joint Chiefs of Staff
CONUS	Continental United States
CODEL	Congressional Delegation
DISA	Defense Information Systems Agency
DoD	Department of Defense
DoD/ExecSec	Department of Defense Executive Secretary
EASA*	Executive Airlift Scheduling Activity
GCC	Geographic Combatant Commander
J-4/JLOC	Joint Directorate for Logistics, Joint Logistics Operations Center
MIL STD	Military Standard
OCONUS	Outside Continental United States
OSD(LA)	Office of the Secretary of Defense for Legislative Affairs
POC	point of contact
SAM	Special Airlift Mission
SAAM	Special Assignment Airlift Mission
USTRANSCOM	U.S. Transportation Command
WHDM	White House Directed Mission

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## PART II-DEFINITIONS

Command and Control Modules. Communication and Systems package required by 4-Star Generals requiring contact with forces engaged in combat. They are the minimum communications capabilities required to support Combatant Commander travel and are managed by USTRANSCOM/Air Mobility Command.

Executive Airlift Scheduling Activity. A Service and USTRANSCOM cooperative arrangement “Fusion Cell” used to maximize the usage of available distinguished visitor assets.

SILVER BULLET. A communications and system package used to provide safe, secure and tactical transport aboard C-17 cargo aircraft to U.S. senior leaders anywhere in the world.

VIPER II. A palletized, transit case configured airborne communications suite that provides high-speed Inmarsat, secure and non-secure voice and UNCLAS/SECRET/TS data capabilities.