



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-4
DISTRIBUTION: A, C, J

CJCSI 4520.02
10 September 2003

SPECIAL ASSIGNMENT AIRLIFT MISSION TASKING PROCEDURES

References: See Enclosure.

1. Purpose. Consistent with references a through c, this instruction establishes procedures for tasking the combatant commanders to support airlift requests approved by the Office of the Secretary of Defense (OSD) when operational aircraft are required due to force protection issues or when a shortage of operational support airlift aircraft exists.
2. Cancellation. None.
3. Applicability. This instruction applies to the Joint Staff, combatant commanders, and Services.
4. Responsibilities
 - a. Office of the Vice Chief of Staff of the Air Force, Special Air Missions Division (CVAM). CVAM is the primary DOD unit tasked and manned to support the US Government's airlift needs for senior government officials and missions. The Joint Staff/J-4/Joint Logistics Operations Center (JLOC) is not involved in any of 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 range from fleet maintenance, communications upgrades, and heavy demand during congressional recesses. At such times, the Joint Staff may be tasked to support the airlift request (subparagraph b(2) below).
 - b. Congressional Tasking Process Overview
 - (1) Initial requests for airlift support are received by OSD, Office of Legislative Affairs (OSD/OLA). OSD/OLA reviews and works with the requesting office to validate the request. If the request is approved, OSD/OLA

arranges airlift through a variety of means, to include commercial, common-user airlift, and special air missions. As appropriate, OSD/OLA determines the availability of Eighty-Ninth Airlift Wing (89 AW) assets through CVAM. If OSD/OLA requests 89 AW assets, they are then tasked through Air Force/CVAM. If CVAM or the other Services have the assets available and OSD/OLA assigns the request to one of those agencies, there is no Joint Staff involvement.

(2) If CVAM or another Service cannot support the airlift request, OLA sends the request to OSD Executive Secretariat (ExecSec). If OSD ExecSec approves the request it is sent to the Director, Joint Staff (DJS), via memorandum to support the user. The DJS tasks the Joint Staff/J-4/Director of Logistics to execute the combatant commander tasking through the JLOC.

c. Inter-Agency Process. An initial request for airlift support from another US Government agency is forwarded to OSD ExecSec for approval. If the request is approved and operational airlift assets are required, the request is sent to the DJS via memorandum to support the user. The DJS tasks the Joint Staff/J-4/Director of Logistics to execute the combatant commander tasking through the JLOC.

5. Procedures for Combatant Commander Tasking. VIP airlift with either normal operational support airlift fleets or common-user aircraft is complicated by restrictions placed on aircraft and aircrews by combatant commanders to address force protection issues raised by command threat working groups. To address these issues, the Chairman of the Joint Chiefs of Staff, directs the following procedures for the joint air mobility community.

a. Single AOR Travel with Commercial Air into AOR. Geographic combatant commander will be tasked to plan and execute the mission. Geographic combatant commander will be the single POC for the user.

b. Single AOR Travel Without Commercial Air into AOR. US Transportation Command (USTRANSCOM) will be tasked to plan and execute the mission from the CONUS point of origination until mission completion. When geographic combatant commander forces are required during the execution of AOR travel, the Joint Staff will task the geographic combatant commander 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 single 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 origination until mission completion. When geographic combatant commander forces are required during the execution of multiple

AOR travel, the Joint Staff will task the geographic combatant commander 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 single 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 d. These requirements are met in two CCMs commonly referred to as "SILVER BULLETS." CCM #1 is stationed at McGuire Air Force Base, New Jersey, and CCM #2 is forward deployed to Yokota Air Base, Japan. CCM #2 was built with Commander, US Forces Korea, intended as the primary user (reference e).

b. The CCMs are designed for installation and use in either the KC-10 or C-17. Each CCM contains two sections. The first includes sleeping quarters, galley and bathroom facilities. The second section includes the secure communications module. For the CCM to be functional, the communications package in section two must be available since it powers both sections of the CCM. If the communications package is removed from the CCM to be used as a stand-alone unit, the CCM is rendered inoperative.

c. 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. Normal scheduling of the CCMs is handled by AMC in accordance with reference f. When requesting the CCM, validators need to be aware there is a 36-hour minimum time requirement between landing and departure time when the CCM is ending a mission for one user and being tasked to support a follow-on mission.

d. Use of the CCMs for routine travel is not consistent with Secretary of Defense policy on the use of CCMs (reference g). When senior US Government officials project multiple requests for CCMs during the same time period and USTRANSCOM cannot resolve the conflict, final arbitration for CCM use will be decided by the office of the DJS (reference e).

7. Military Airlift Authority and Funding

a. OSD Executive Secretariat. OSD ExecSec is the military airlift approval executive agent for OSD. OSD ExecSec works closely with OSD/OLA in the vetting process for inter-agency military airlift requests. When the 89 AW or another Service cannot support an inter-agency request, the ExecSec approves the requests and tasks the Joint Staff via memorandum to the DJS.

b. Joint Staff/J-4 Tasking Authority. The signed ExecSec memorandum to the DJS represents the delegation of authority of the Secretary of Defense to

execute the mission. Consistent with references a, b, and c, the Chairman of the Joint Chiefs of Staff is authorized and responsible to assist the President and Secretary of Defense in performing their command functions. The Chairman of the Joint Chiefs of Staff transmits the orders of the Secretary of Defense to the combatant commanders. Per references a and c, the J4/JLOC, as a division of the Joint Staff, will perform such duties as the Chairman of the Joint Chiefs of Staff directs to assist him in his duties.

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 by law 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 inter-agency support authority (references h and i). 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 their agencies' missions interact with other agencies' missions, 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 Agency, or National Atmospheric and Space Administration.

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

(c) Official Use Only. DOD aircraft and vehicles may only be used for official purposes. (References n and o 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. Several laws require reimbursement. Per reference p, funds may only be used for the purposes for which they are appropriated. 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 (AMC) aircraft, it is a funded working capital fund and, by law, must be reimbursed by the user (reference q). 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 US Government agency, which will, in turn, request transportation support from DOD. If the requesting US Government 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 DOD by the other federal executive agency, who may, in turn, require reimbursement from the NGO pursuant to the User's Act (reference r). Other criteria still apply, i.e., it must be in the national interest and commercial transportation must not be available.

(3) Congressional Travel Reimbursement. Congressional delegations (CODEL) travel on DOD Military Carriers and 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 to travel by members and employees of Congress and their dependants in order to assure compliance with the policies and procedures prescribed in reference s.

(4) White House-Directed Missions. Missions directed by the President of the United States can be either reimbursable or non-reimbursable per references m, s, and t. If the mission is directed by the President and is reimbursable, it will have a fund cite in the tasking message. If the President-directed mission 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. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

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

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to read "James A. Hawkins". The signature is written in a cursive, flowing style.

JAMES A. HAWKINS
Major General, USAF
Vice Director, Joint Staff

Enclosure:

A--References

ENCLOSURE A

REFERENCES

- a. United States Code, Title 10, "Armed Forces"
- b. MCM-0016-03, 4 February 2003, Promulgation of Unified Command Plan 2002 (with Change-1 and Change-2 incorporated)
- c. JP 0-2, 10 July 2001, "Unified Action Armed Forces (UNAAF)"
- d. DOD Directive 4660.3, 29 April 1996, "Secretary of Defense Communications"
- e. Personal Message, 022030ZJAN03, Director Joint Staff to Deputy Commander, US Forces Korea
- f. DOD Directive 4500.9, 26 January 1989, "Transportation and Traffic Management"
- g. Secretary of Defense Memorandum, 1 October 1995, "Command and Control Module (CCM)"
- h. United States Code, Title 31, Section 1535, "Agency Agreements"
- i. United States Code, Title 22, Section 2392, "Allocation and Reimbursement Among Agencies"
- j. Office of Management and Budget Circular A-76, 14 June 1999, "Performance of Commercial Activities"
- k. Office of Management and Budget Circular A-126, 22 May 1992, Improving the Management and Use of Government Aircraft"
- l. National Security Decision Directive 280, 24 June 1987, "National Airlift Policy"
- m. DOD Directive 4500.56, 2 March 1997, "DoD Policy on the Use of Government Aircraft and Air Travel"
- n. United States Code, Title 31, Section 1344, "Motor Vehicle Use Authority"
- o. Code of Federal Regulations, Title 5, Section 2635.704, "Use of Government Property"

- p. United States Code, Title 31, Section 1301, "The Budget Process, Appropriations Application"
- q. United States Code, Title 10, Section 2208, "Working Capital Funds"
- r. United States Code, Title 31, Section 9701, "Fees and Charges for Government Services and Things of Value"
- s. DOD Directive 4515.12, 12 December 1994, "Department of Defense Support for Travel of Members and Employees of the Congress"
- t. DOD Directive 4515.13-R, November 1994, "Air Transportation Eligibility"