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ADMINISTRATIVE SUPPORT AIRLIFT POLICY,(U)
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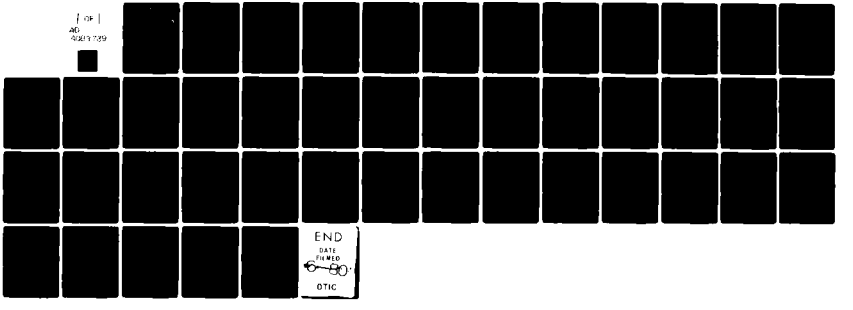

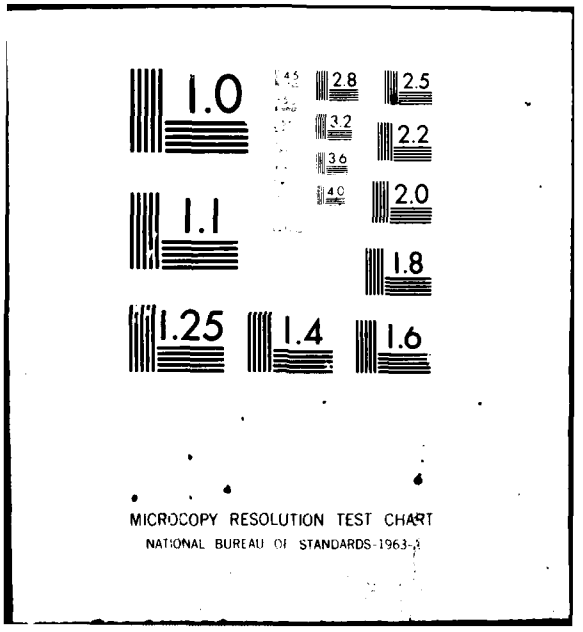
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ADMINISTRATIVE SUPPORT AIRLIFT POLICY

November 1979

Robert D. Kaiser
Eugene A. Narragon
Robert K. Wood

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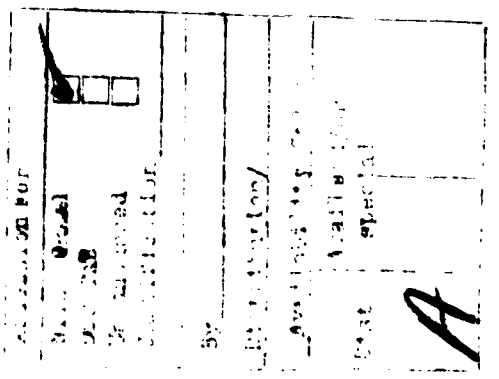
LOGISTICS MANAGEMENT INSTITUTE
4701 Sangamore Road
Washington, D.C. 20016

PREFACE

At the request of the Office of the Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics), LMI has developed a draft policy directive and an implementing instruction on administrative support airlift (ASA). The policy addresses the definition, retention, assignment, and use of ASA, as well as the management information necessary for the OASD(MRA&L) to carry out its ASA responsibilities.

The task was initiated as a result of audits and investigations of ASA by the General Accounting Office, Congressional committees, the Defense Audit Service and the Service audit agencies. They questioned virtually all phases of ASA activities, including: defining ASA flights and aircraft; justifying the acquisition and retention of particular types and numbers of ASA aircraft; and analyzing the cost-effectiveness of ASA flights compared to commercial modes. In each report, the Office of the Secretary of Defense has been criticized for the absence of effective policy and guidance.

For purposes of the task, all fixed and rotary wing aircraft acquired and retained by the Services exclusively for ASA or used to support ASA requirements are considered ASA aircraft. Aircraft used for Presidential and Congressional support (the 89th Military Airlift Wing) and aeromedical airlift were excluded. Only ASA activities in the continental United States (CONUS) are considered.



EXECUTIVE SUMMARY

The Logistics Management Institute has developed a proposed policy directive and implementing instruction on administrative support airlift (ASA) at the request of the Office of the Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics). Development of these documents was initiated as a result of reviews of ASA by the General Accounting Office, Congressional committee investigation staffs, the Defense Audit Service and the Service audit agencies. In each case, the Office of the Secretary of Defense was criticized for the absence of effective policy and guidance.

Each Department has its own policies for the definition, acquisition, retention, assignment, and use of ASA. As such, the ASA operation of each Department can be characterized differently. The Air Force has centrally scheduled and coordinated ASA, and its aircraft are decentralized. The Navy and Marine Corps have regionally scheduled but centrally coordinated ASA, and their aircraft are decentralized. The Army has installation-level scheduling of ASA, with limited coordination, and its aircraft are decentralized.

To provide more positive policy control and guidance and improve the efficiency of ASA operations, the following actions should be adopted by the DoD.

ASA should be defined as all airlift transportation of passengers or cargo using DoD owned or controlled aircraft in support of command, installation, or management functions. ASA aircraft should be defined as those fixed or rotary wing aircraft that are either acquired and retained exclusively for ASA purposes, or used to support ASA requirements. The purpose of ASA should

be to provide each Department with an organic capability to meet air transportation requirements in support of command, installation, or management functions.

The inventory of aircraft acquired and retained exclusively for ASA purposes should be based upon approved wartime requirements, thus resolving the issue of ASA aircraft acquisition and retention, and separating it from peacetime utilization.

ASA aircraft should be assigned to major commands to ensure readiness to meet wartime requirements. While major commands should be free to reasssign ASA aircraft within geographic regions to improve peacetime utilization, no ferrying services should be required in case of a national emergency or war.

In considering utilization of ASA aircraft, attention has been given to the issues of scheduling authority, coordination, priorities, and employment. Each Department should designate the major commands having authority to schedule ASA, to focus management responsibility and to facilitate coordination.

Each Department should coordinate its own ASA activities and seek opportunities for interservice coordination. Each Department should designate an executive agent or other authority responsible for schedule coordination within the Department and for coordination of ASA activities with those of the other Departments.

Support for ASA requests should be provided on the basis of a uniform priority system. Rank or grade alone are not sufficient to justify such support. Within the system, the lowest priority would require explicit consideration of the cost of ASA compared to alternate means of travel.

Requests for ASA support should provide scheduling authorities with sufficient advance notice of flight requests and sufficient flexibility in

departure/arrival times. When the situation permits, scheduling authorities must have the authority to adjust departure and arrival times, to alter itineraries to merge requests, and to coordinate with and request support from other Department schedulers.

Schedulers should have the authority to deny support requested under the lowest priority category when alternate travel modes are available and less expensive. In computing the cost of ASA, acquisition cost, military pay and allowances, and training costs should not be included since they are associated with ensuring wartime airlift capability. The aircraft operating cost for ASA flights should be based upon those costs per flying hour published as DoD user reimbursement rates. Commercial transportation costs should consider commercial fares between departure point and destination. In computing the cost of both military and commercial flights, local transportation costs should be considered, as should the cost of additional travel time imposed on the traveler by the slower mode. The flight cost-effectiveness criterion could be the break-even number of seats to be filled by scheduled duty passengers on specific travel legs.

The Departments should provide OASD(MRA&L) with essential management information on ASA aircraft and their utilization. Summary utilization information should be provided annually, while more detailed information, such as average load factors, should be made available upon request. Such information would encourage management attention at all levels of the DoD to a highly visible area of Defense operations.

TABLE OF CONTENTS

I. OVERVIEW OF ASA PROGRAMS

Under current DoD guidance,[1] each Department operates its own independent ASA program. Each program is structured differently, and these differences may be broadly characterized as follows:

- Air Force: decentralized resources, centralized scheduling, and centralized coordinaton
- Navy/Marine Corps: decentralized resources, regional scheduling, and centralized coordination
- Army: extremely decentralized resources, installation-level scheduling, and limited coordination.

Assigned resources also vary widely. Details of Department programs, including responsible organizations, aircraft assignments, and support criteria, are briefly discussed below.

AIR FORCE

Air Force Regulation 60-23[2] prescribes Air Force policies and practices for all CONUS-based ASA aircraft. Specifically, it:

- defines operational support airlift (the Air Force equivalent of ASA)
- assigns scheduling, administrative, and management authority over ASA to the Military Airlift Command (MAC), which, in turn, is assigned to the Operational Support Airlift Division (MAC/DOOF)
- promulgates airlift request procedures
- delineates scheduling procedures and restrictions
- defines a priority system.

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[1] DoD Directive 4500.9, "Transportation and Traffic Management," June 28, 1976, and DoD Instruction 4500.38, "Administrative Support Air Transportation," February 12, 1973.

[2] AFR 60-23, "Operational Support Airlift Management," 21 October 1977.

Resources

The primary ASA aircraft in the Air Force is the CT-39A--a five-or-six passenger executive jet transport. The Air Force presently uses 101 of these aircraft to meet ASA requests throughout CONUS. They are assigned to three squadrons and deployed as shown in Table I-1.

TABLE I-1. AIR FORCE ASSIGNMENT OF CT-39A AIRCRAFT*

Squadron/Base	Assigned Aircraft
1400 Military Airlift Squadron	
Norton AFB (Headquarters)	6
Randolph AFB	9
Bergstrom AFB	4
Kirtland AFB	5
McClellan AFB	5
Total	29
1401 Military Airlift Squadron	
Scott AFB (Headquarters)	7
Wright-Patterson AFB	7
Peterson Field	6
Barksdale AFB	4
Offutt AFB	12
Total	36
1402 Military Airlift Squadron	
Andrews AFB (Headquarters)	11
Langley AFB	12
Shaw AFB	4
Maxwell AFB	4
Eglin AFB	5
Total	36

*Data provided by Directorate of Operations and Readiness, Deputy Chief of Staff, Operations, Plans and Readiness, U.S. Air Force (AF/XOOTA); current as of October 1979.

Additional ASA aircraft in the Air Force include 4 T-43s assigned to the District of Columbia Air National Guard (ANG) and stationed at Andrews AFB, 3 C-135Bs assigned to Headquarters, Strategic Air Command at Offutt AFB, and approximately 36 C-131s located at various ANG installations throughout CONUS.

Scheduling/Operations

All requests for ASA are submitted through validating agencies, or validators, which verify the requirement, assign a priority, and forward the request to MAC/DOOF. This screening process enables MAC/DOOF to focus on consolidating requests, allocating resources, and developing schedules.

Validators are designated at each level of command, numbered Air Force or higher. Agencies outside the Air Force desiring ASA submit requests through the Air Force Vice Chief of Staff office. Validators normally pass screened requests to MAC/DOOF via telephone, but must confirm all requests with hard copy.

Each working day MAC/DOOF prepares a schedule covering the next three working days (team travel requests are normally scheduled 35 days in advance). Experience indicates that only about 40 percent of the flights on each three-day schedule actually occur as scheduled. The remainder are either modified as to departure/arrival times or itinerary, or are cancelled. The Logistics Readiness Center at MAC/DOOF keeps up-to-date information on the maintenance status of each aircraft, to assist the Planning Branch in scheduling and assigning aircraft.

Priorities

The Air Force ASA priority system, specified in AFR 60-23, is given in Figure I-1.

NAVY/MARINE CORPS

OPNAV Instruction 4631.2[3] governs all Navy and Marine Corps ASA activities. Specifically, it:

- defines base and command support aircraft (the Navy equivalent of ASA aircraft)

[3]OPNAVINST 4631.2, "Management of Base and Command Support and Fleet Logistics Support Aircraft," 12 October 1978.

FIGURE I-1. AIR FORCE PRIORITY SYSTEM

Priority	Description
1	Directed by HQ USAF (Office of the Chief of Staff) as a flight of an emergency nature, or vital to the national interest.
2	Directed by HQ USAF (Office of the Vice Chief of Staff) to conduct extremely urgent official business.
3	To transport general officers and civilians of comparable grade conducting urgent official business, with precedence determined by rank or grade.
4	Directed by HQ USAF/DCS or equivalent and command sections of MAJCOMs or SOAs as a flight required to conduct urgent official business.
5	Directed by HQ USAF/IG or AFISC to transport personnel conducting an IG inspection.
6	Directed by MAJCOM/IG to transport personnel conducting an IG inspection.
7	Directed by a MAJCOM or SOA to transport personnel conducting a standardization evaluation.
8	Directed by HQ USAF (DCS or equivalent level), MAJCOM, or SOA, as a flight required to conduct essential official business.
9	Directed by a numbered Air Force, AFR region, ALC, TAG, TTC, and MTCs as a flight required to conduct essential official business.
10	Directed by an air division or center (non-SOA) as a flight required to conduct essential official business.
11	Directed by a wing as a flight required to conduct essential official business.
12	All other requests to conduct routine official business.

- designates the Chief of Naval Reserve (CNAVRES) as the Chief of Naval Operations (CNO) Executive Agent, with responsibility for formulating ASA policy and coordinating all Navy CONUS ASA activities
- specifies aircraft and aircrew assignment criteria
- defines procedures for submitting flight requests and issuing flight advisories and airlift reports
- prescribes a priority/urgency/justification code.

Resources

The Navy and Marine Corps have designated six regional scheduling activities for ASA aircraft; each activity acts as an agent for a major command. Those activities and the aircraft for which they have scheduling authority are given in Table I-2.

Other Navy ASA aircraft include six C-131s (two assigned to CNO and stationed at the Naval Air Facility Andrews; one each assigned to the Pacific Missile Test Center, Point Mugu, and the Naval Air Development Center, Warminster; and two stationed at the Weapons Center, China Lake), two T-39s (one each at Point Mugu and China Lake) and one TA-3 (assigned to CNO and also stationed at NAF Andrews).

Scheduling/Operation

The six schedulers act primarily as regional controllers of the ASA aircraft under their control, but are coordinated through the efforts of the Navy Air Logistics Coordination Center (NALCC) under CNAVRES. Three schedulers, located at Naval Air Stations (NAS) Alameda, Norfolk, and New Orleans, are now linked by a computer system equipped with display capability; this network is being expanded to include the two Marine Corps schedulers and NAS Pensacola.

All flight requests must be submitted in hard copy to a scheduler through designated coordinators (similar to the Air Force validators). Based on these requests, schedulers prepare tentative weekly flight schedules, and enter preliminary flight advisories into the computer network. As the tentative CONUS-wide schedule becomes more firm, NALCC advises the schedulers of recommended changes to improve efficiency and effectiveness. While those recommendations are advisory only, CNO has directed they be incorporated unless overriding circumstances dictate otherwise.

TABLE I-2. NAVY ASSIGNMENT OF ASA AIRCRAFT*

Scheduler/Air Station	Number Assigned					
	C-9	T-39	C-131	C-117	C-118	Total
Commander Tactical Support Wing ONE, Norfolk						
NAS Norfolk	3	4	2	-	-	9
NAS Jacksonville	3	-	-	-	-	3
Total	6	4	2	-	-	12
Marine Air Transportation Coordinator East, Cherry Point						
MCAS** Cherry Point	2	3	-	-	-	5
MCAS Beaufort	-	-	-	2	-	2
NAF Andrews	-	-	1	-	2	3
Total	2	3	1	2	2	10
Chief of Naval Education and Training, Pensacola						
NAS Pensacola	-	2	2	-	-	4
NAS Corpus Christi	-	-	2	-	-	2
NAS Memphis	-	-	1	-	-	1
Total	-	2	5	-	-	7
Naval Air Logistics Control Office, Eastern Pacific, Alameda						
NAS Alameda	3	3	2	-	-	8
NAS North Island	3	-	-	-	-	3
Total	6	3	2	-	-	11
Marine Air Transportation Coordinator West, El Toro						
MCAS El Toro	-	2	-	-	-	2
MCAS Yuma	-	-	-	3	-	3
Total	-	2	-	3	-	5
Commander Reserve Tactical Support Wing, New Orleans						
NAS New Orleans	-	2	1	-	4	7
NAS Glenview	-	-	-	-	4	4
NAS Willow Grove	-	-	-	-	3	3
NAS Memphis	-	-	-	-	3	3
NAS Whidbey Island	-	-	-	-	4	4
Detroit	-	-	-	-	3	3
NAS Dallas	-	-	-	-	3	3
Atlanta	-	-	-	-	3	3
Total	-	2	1	-	27	30
Navy Total	14	16	11	5	29	75

* Data provided by NALCC; current as of August 1979.

**Marine Corps Air Station.

An important feature of the Navy/Marine Corps ASA operation is the inclusion of flight advisories on non-ASA aircraft operations when used for ASA purposes. For example, custodians of tactical aircraft capable of carrying passengers (such as the P-3C and S-3A) are required to submit flight advisory information to the appropriate scheduler whenever planned flights involve ASA-type operations.

Also of importance is the extent to which the Navy has incorporated Reserve resources (both aircraft and crews) into its ASA activities. Most of the C-9 and C-118 aircraft are assigned to Reserve transport squadrons and flown mostly by Reserve crews.

Priorities

OPNAVINST 4631.2 sets forth a priority/urgency/justification (PUJ) code for determining which flight requests shall be satisfied. Originators of flight requests assign a PUJ code to each request, which then must be validated by the appropriate major command or a designated representative. The PUJ codes are defined in Figure I-2.

In practice, the priority code is the primary factor in determining if a flight request will be supported. The urgency and justification codes provide schedulers with amplifying information when requests exceed resources.

ARMY

The assignment and use of ASA aircraft in the Army is governed by several documents. Army Regulation 310-34[4] defines three types of Indirect Support Aircraft (the Army equivalent of ASA aircraft):

- Special Mission: Table of Distribution and Allowance (TDA) aircraft authorized to accomplish (1) support of administrative, executive, and inspection functions, (2) unscheduled administrative airlift of personnel and material to support the activity, or (3) aviation support peculiar to, and required for, successful accomplishment of the primary or contingency mission of the activity

[4]AR 310-34, "Equipment Authorization Policies and Criteria, and Common Tables of Allowances," 1 May 1975.

FIGURE I-2. NAVY PRIORITY SYSTEM

PASSENGER/CARGO PRIORITY CODES

PRIORITY 1	Utmost Priority
PRIORITY 2	Urgent - Essential Mission
PRIORITY 3	Urgent - Important Mission
PRIORITY 4	Qualified, but Other than Above

PASSENGER/CARGO URGENCY CODES

URGENCY 1	Combat
URGENCY 2	Operational - Direct Support
URGENCY 3	Humanitarian - Authorized, Urgent
URGENCY 4	Administrative - Command and Staff
URGENCY 5	Training - Priority Personnel or Material
URGENCY 6	Material - High Cost, Priority, on Cost-Effective Basis
URGENCY 7	Deferred - Personnel/Cargo
URGENCY 8	Other - Personnel/Cargo Otherwise Qualified

PASSENGER/CARGO JUSTIFICATION CODE

A. Deployed Unit at Sea
B. Deployed Unit Ashore
C. Ship Loadout for Deployment
D. Ship Offload from Deployment
E. Unit Deployment Other Than Ship
F. Unit Returning from Deployment Other than Ship
G. Special Weapons Movement
H. Medical Evacuation - Sick Wounded, Diseased
I. Emergency Evacuation - Other
J. Medical Support/Emergency Stores
K. Inspection or Investigative Personnel
L. Technical Support or Advisory Personnel
M. Command or Staff Liaison
N. Fleet Exercise Support
O. Inter-Type Training
P. Type Individual Unit Training
Q. Training Command Support
R. Pipeline - High Cost Material
S. Inventory Short Material - Cost not a Factor
T. Pipeline - High Cost Retrograde Material
U. Morale - Personnel - R&R, Leave, Band, Etc.
W. R&D or Scientific
X. MAC Terminal Support
Y. Aircraft Ferry - Crew Movement
Z. Other Justification - If Other, Explain in Remarks

- Command/Administrative Support (Active Army): TDA aircraft to accomplish (1) support of administrative, executive, and inspection functions, or (2) unscheduled administrative airlift of personnel and material to support posts, camps, and stations

- Command/Administrative Support (Reserve Components): Aircraft at Army National Guard (ARNG) State Headquarters, Army Reserve (USAR) Commands, and maneuver area commands to accomplish (1) support of command, administrative, and inspection functions and (2) administrative air-lift of personnel and materiel to coordinate and control maneuvers, field training exercises, and command post exercises.

The regulation also provides that Headquarters, Department of the Army, must authorize assignment of aircraft to Army units and activities, and specifies criteria for establishing their authorization and retention.

Army Regulation 95-1[5] directs that cost analyses of administrative flights be conducted and prescribes procedures for these analyses. It should be noted, however, that the Deputy Chief of Staff for Logistics recently recommended that the explicit cost analysis requirement be dropped.

The Army has not designated a central ASA scheduling or coordinating authority, nor does an Army-wide system of priorities exist.

Resources

The primary ASA aircraft in the Army inventory are the C-12, U-21, T-42, U-8, and UH-1. Those aircraft are assigned to many different installations throughout the world. The number of aircraft in CONUS by type and category are shown in Table I-3.

TABLE I-3. ARMY ASA AIRCRAFT*

Category	Type Aircraft							Total
	C-12	U-3	U-8	U-21	T-42	UH-1	Other**	
Special Mission	3	-	-	2	-	43	5	53
Command/Admin. Support, Active Army	32	1	21	56	24	100	13	247
Command/Admin. Support, Reserve Components	-	44	35	1	18	37	6	141
(USAR)	(-)	(18)	(6)	(-)	(4)	(33)	(5)	(66)
(ARNG)	(-)	(26)	(29)	(1)	(14)	(4)	(1)	(75)
Army Total	35	45	56	59	42	180	24	441

*Data derived from "Army Aircraft Inventory Status and Flying Time (U)," RCS: DRCRE-304 of 31 July 1979.

**Includes U-1, U-9, OH-58, VC-6, YC-7, and C-45 type aircraft.

[5]AR 95-1, "Army Aviation: General Provisions and Flight Regulations," 30 September 1978.

Scheduling/Operations

At two Army locations (Davison Army Airfield (AAF) and Headquarters, U.S. Army Training and Doctrine Command (TRADOC)), schedulers focus only upon assigned resources, and do not consider resources from other activities. Davison AAF provides airlift services to numerous DoD agencies within the Military District of Washington, and non-DoD agencies through interservice support agreements. The scheduling office attempts to produce efficient and cost-effective schedules by combining requests and adjusting itineraries, within the limits of assigned resources, which includes both fixed and rotary wing aircraft.

TRADOC has combined the fixed wing resources of Forts Eustis, Lee, and Monroe at Langley AFB. Personnel at any of these three TRADOC installations desiring fixed wing airlift support submit their requests (in hard copy) through a Military Travel Coordinator at TRADOC. This office supports the requests only if: a) travel by commercial aircraft would impair mission effectiveness, or b) the military aircraft is flown in support of tactical operations, scheduled for security or other military reasons, or scheduled because common carrier schedules will not meet time constraints. The approved requests are sent to the TRADOC Flight Detachment at Langley AFB for scheduling and assignment of aircraft and crews. Rotary wing support is also provided by Fort Eustis and Fort Lee through the TRADOC Military Flight Coordinator.

Neither Davison AAF nor TRADOC coordinate their ASA activities with each other or with other Army commands or installations. This practice is probably common throughout the Army.

Priorities

The Army does not have a single, uniform priority system for meeting ASA requests. The systems in effect appear to be designed to accommodate circumstances specific to the region supported. For example, priorities for support by Davison AAF aircraft are as follows:

- Priority 1: emergency or humanitarian missions and flights related to disaster, or implementation of contingency plans
- Priority 2: flight for the White House staff, general officers, and civilian officials or civil service personnel in the grade of GS-16 or higher sponsored by authorized agencies
- Priority 3: military personnel below the grade of general and civilian officials or civil service personnel below the grade of GS-16 sponsored by authorized agencies.

On the other hand, priorities for ASA support by TRADOC-controlled aircraft are as follows:

- Priority 1: general officers
- Priority 2: Fort Lee High Altitude Low Opening parachute operations
- Priority 3: deputy chiefs of staff, special staff chiefs for Forts Monroe, Eustis, and Lee, and DARCOM Applied Technology Laboratories
- Priority 4: other personnel.

Similar variations in priorities are likely to be found elsewhere in CONUS.

II. PROPOSED CONCEPT FOR ASA

DEFINITION OF ASA

ASA should be defined in the policy directive as "all airlift transportation of passengers or cargo using DoD-owned or controlled aircraft in support of command, installation, or management functions." The implementing instruction should specifically exclude the following three categories of airlift:

- Transportation provided through the Airlift Service Industrial Fund[1] (While such airlift may support command, installation, or management functions, it is provided on a reimbursable basis and already subject to stringent management controls.)

- Carrier on-board delivery by aircraft assigned to Fleet Logistics Support Squadrons (This specialized airlift is the only means available for rapid movement of passengers or cargo to and from aircraft carriers; to include it in the scope of the instruction would impose unneccessary constraints.)

- Airlift support for attache, mission, and Military Assistance Advisory Group activities. (Although some of this airlift satisfies the basic definition, frequently it supports requirements going beyond purely military considerations; the management controls proposed herein should not interfere with or constrain those requirements.)

ASA aircraft should be defined in the implementing instruction as "those fixed or rotary wing aircraft that are either acquired and retained exclusively for ASA purposes or used to support ASA requirements." This definition permits consideration of tactical aircraft capable of carrying passengers or cargo when used in an ASA role.

PURPOSE OF ASA

The purpose of ASA should be "to provide DoD Components with an organic capability to satisfy air transportation requirements in support of command, installation, or management functions."

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[1] DoD Directive 5160.2, "Single Manager Assignment for Airlift Service," October 17, 1973.

The basic concept of ASA is to move passengers or cargo from one point to another--in essence, a simple operation and not unique to any Department. What is distinctive are the needs of the individual Departments for airlift responsive to Department-unique requirements, especially in national emergencies and wartime. To ensure that responsiveness, management control should be vested in the Department itself, not in an external agency.

INVENTORY

"The inventory of aircraft acquired and retained exclusively for ASA purposes shall be based upon approved wartime requirements." This is a formal statement of the basis for acquiring new aircraft and retaining present aircraft, which excludes peacetime utilization as a consideration. Many current ASA aircraft were acquired for other purposes (e.g., training), and have been used subsequently for ASA simply because they were on hand and no longer filled their original role. Some of the Departments have already taken steps to formalize wartime requirements in an effort to justify retention of existing resources as well as acquisition of new aircraft.

The Joint Chiefs of Staff (JCS) should "approve wartime requirements for ASA aircraft, taking into consideration the inventory of Airlift Service Industrial Fund (ASIF), Civil Reserve Air Fleet (CRAF), War Air Service Program (WASP), and Reserve and National Guard resources." Approval of wartime ASA requirements is a JCS responsibility. Consideration of ASIF, CRAF, WASP, and Reserve and National Guard resources is necessary to prevent overstatement of ASA requirements. Further, "in evaluating types of aircraft for acquisition and/or retention, the DoD Components shall consider the factors of capacity, range, speed, availability, and interservice support capability." This practice will encourage acquisition and/or retention of those ASA aircraft

which: a) provide optimal satisfaction of wartime requirements; and b) afford the opportunity for increased coordination of operations among the Services.

ASSIGNMENT

ASA aircraft should "be assigned and managed in peacetime to ensure readiness to satisfy approved wartime requirements." However, the custodians and controllers should be permitted to reassign ASA aircraft within geographical areas, as necessary, to improve the efficiency of peacetime utilization. Since ASA aircraft are to be acquired and retained on the basis of wartime requirements, they should be assigned to major commands and locations, within and outside of CONUS, on the same basis. During mobilization or other emergencies, these aircraft should be in place and should not draw upon ferrying services better devoted to combat aircraft.

UTILIZATION

Recommendations on four major topics associated with utilization (scheduling authority, coordination, priorities, and employment) form the basis for an ASA management concept. The concept is predicted on the premise that the Departments can indeed demonstrate valid wartime requirements for ASA aircraft. Given that premise (which remains to be established), then those aircraft should be flown, as a minimum, at a rate sufficient to ensure readiness to satisfy approved wartime requirements. Ensuring appropriate use of those aircraft above the minimum rate should be the focus of the Department ASA programs in peacetime.

Scheduling Authority

Each Department should "designate those major commands or activities, within their respective organizations, having authority to schedule ASA."

For the most part, these designations have already been made for the Air Force and the Navy, but not for the Air Force Reserve and Air National Guard, nor for the Army, including the Reserve and National Guard. Such designations will focus the responsibilities for day-to-day ASA management upon a relatively few commands. The resulting increased visibility should provide the Departments with the incentive to exercise firm and effective management. Clarifying management roles within the Departments, will simplify the tasks of ASA coordination.

The Navy now requires that schedulers of tactical aircraft capable of transporting passengers or cargo provide flight advisory information to the appropriate ASA scheduler whenever those aircraft are involved in ASA-type operations. This requirement offers an effective means of detecting and controlling efforts to bypass conventional methods for obtaining transportation on military aircraft. It also makes those flights available to other Department personnel for ASA on a space-available basis. The practice should be mandatory throughout the DoD.

The vesting of scheduling authority at the major command level should not impose undue restrictions upon the Army. Other Department experience indicates this scheduling designation has significantly improved the efficiency of operations and overall response to flight requests. In any event, wartime demands would make some such designation mandatory.

Coordination

Each Department should "ensure full coordination of all ASA activities within the Component; it shall also seek opportunities for coordinating ASA activities with other DoD Components, including Reserve and National Guard forces, to the maximum extent practicable."

Promoting interservice coordination offers the greatest opportunity for improving effectiveness and efficiency in providing ASA to eligible "customers" in peacetime.

Operating data provided by MAC/DOOF and NALCC (the Air Force data cover April-June 1978, while the Navy data cover January-June 1979) show that 28 percent of Air Force T-39 flight legs either arrived at or departed from Naval air facilities (including the collocated Air Force-Navy bases at Andrews and Charleston). Similarly, 27 percent of the Navy flight legs (including T-39, C-9, C-131, and C-118 aircraft) either arrived at or departed from Air Force bases (again, including Andrews and Charleston). In other words, at least one of every four flight legs for Air Force and Navy ASA aircraft provides an opportunity for interservice coordination.

There are, however, several significant difficulties associated with any imposition of mandatory requirements for interservice coordination, either now or in the near future. For one, procedures for processing and approving interservice flight requests, for the most part, have not been defined. In addition, the Army does not have an in-place organization for intraservice coordination. Third, the amount of overlap of Air Force and Navy flights on frequently traveled routes needs to be determined. The Departments need to explore all facets of interservice coordination, thereby gaining an understanding of problem areas, and achieving some mutually agreed-upon solutions.

With a few exceptions, specific routes (i.e., departure point-to-destination) flown by Air Force and Navy aircraft do not overlap excessively. Both Departments provide significant ASA between Andrews AFB and facilities in the Gulf states (Maxwell and Eglin AFBs, and NAS Pensacola and New Orleans). Moreover, the route between Andrews and the Tidewater area (Langley AFB and NAS Norfolk) is the second most heavily traveled route for both Departments,

with relatively low utilization (load factors) for both. This same route is also routinely served by the Army (Davison AAF to Langley AFB and return). The frequency of coverage, coupled with low utilization, indicates that serious coordination effort on these routes is warranted.

Increased ASA coordination would benefit all the Departments, but particularly the Army. Both the Air Force and the Navy possess medium-size jet transports (the T-43 and the C-9) and the T-39 executive-type jet transport. The Army, on the other hand, possesses no fixed-wing jets, having only executive-type propellor-driven transports in addition to its rotary-wing ASA aircraft. As a consequence, the Army has tailored its ASA operations to short-range flights of limited capacity. The Army's support requirements, however, are not significantly different from those of the Air Force or Navy. For example, for team movements by ASA, the Army must depend upon ASIF resources, commercial charter flights, or scheduled common carriers, or, in some cases, the Air Force T-43 fleet.

Because of the many problems in promoting interservice coordination, implementation should be voluntary and opportune until the problems discussed previously have been solved. Nonetheless, to ensure progress each Department should "designate an executive agent or other authority responsible for providing scheduling coordination within the Component for all of its ASA activities, and for developing and implementing coordination of ASA activities with the other DoD Components." The Air Force and the Navy have already made such designations for intraservice coordination.

Priorities

A major obstacle to interservice coordination of ASA is the absence of a common priority system for supporting flight requests. Current OSD

guidance[2] is silent on ASA priorities. The relative importance to be placed upon travel requests should be spelled out in the same way that eligibility for air transportation is spelled out.[3] Hence, support for ASA requests should "be provided on the basis of a uniform priority system."

Each Department should use the following uniform priority system for ASA requests:

- Priority 1: Emergency airlift in direct support of operational forces or for humanitarian purposes
- Priority 2: Official business airlift of personnel or cargo with scheduling or delivery constraints that cannot be satisfied by any other mode of travel
- Priority 3: Other official business airlift of passengers or cargo that involves the carrying of classified material that cannot be accommodated by mail or the Armed Forces Courier Service
- Priority 4: Airlift involving group or team travel that requires conduct of official business while enroute or where it is necessary to maintain the integrity or cohesiveness of the group, and which cannot be reasonably satisfied by other modes of travel
- Priority 5: Any other official business airlift that can be shown to be less expensive than any other mode of travel which satisfies scheduling or delivery constraints. Requests for ASA under this priority will be supported only when cost-effective.

Each Department should be free to include its own considerations within any priority category. Each Department should designate those commands or activities having authority to assign priorities to ASA requests. OSD policy should specifically state that "rank or grade alone is not sufficient to justify support of airlift requests."

Employment

ASA aircraft should "be employed as efficiently, effectively, and economically as possible within the constraints of operational performance."

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[2]DoDD 4500.9, and DoDI 4500.38, referenced earlier.

[3]DoD Regulation, DoD 4515.13-R, "Air Transportation Eligibility," February 6, 1975.

This restates existing policy,[4] specifically with regard to ASA, and is amplified by more detailed implementing instructions.

Activities or organizations requesting ASA support should "provide scheduling authorities with sufficient advance notice of flight requests and sufficient flexibility in departure/arrival times to permit efficient employment of ASA resources." The underlying principle is that schedulers and coordinators need sufficient advance notice of flight requests to produce efficient daily flight schedules. They also must be allowed to adjust departure and arrival times (within reason), to alter itineraries in order to merge two or more requests, and to coordinate with and request support from other schedulers/coordinators. Of utmost importance, they must have the authority to deny support requested under Priority 5 when alternative travel modes are available and less expensive.

Scheduling experience among the Departments indicates that sufficient advance notice, coupled with some flexiblity in specifying departure/arrival times, can produce impressive improvements in the scheduler's ability to generate an efficient schedule. Further, schedulers can generate efficient ASA operations if they receive strong support at the highest levels of the chain of command.

Occasionally, high-priority requirements arise with little advance notice, and must be accommodated. For the most part, however, activities and organizations requesting ASA know their travel arrangements well in advance. Conferences, inspections, force movements, etc., are usually planned well ahead of time. ASA schedulers should normally be given three duty days advance notice, to permit the efficient balancing of resources with requirements.

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[4]Paragraph III.A, DoDD 4500.9.

Likewise, there will be occasions when the traveler's time constraints make it imperative that he depart and arrive within a narrow scheduling "window." But those occasions should be infrequent. Normally, the traveler should specify the earliest acceptable departure time and latest acceptable arrival time and be prepared to accept at least a two-hour scheduling "window."

Our interviews with Department schedulers revealed that high-ranking officers are sometimes given the option of denying empty seats on ASA flights to space-available passengers. This practice should be strongly discouraged, and permitted only under exceptional circumstances. In all other cases the carrying of space-available passengers or cargo should be encouraged.

Several guidelines are required in testing the cost-effectiveness of an ASA flight under Priority 5. One guideline is that costs associated with ensuring wartime airlift capability should not be included in the cost analysis, since ASA aircraft are to be acquired and retained on the basis of wartime requirements. The costs excluded are:

- the acquisition cost (capital cost or annual depreciation) of ASA aircraft
- military pay and allowances for assigned flight crew, unit maintenance crew, and installation and indirect support personnel
- system training costs.

The aircraft operating cost per flying hour for ASA flights should include those costs published as DoD user reimbursement rates. These costs include:

- fuel, oil and lubrication
- unit, intermediate and depot maintenance, including civilian labor and contract maintenance
- replenishment spares.

Components of the rates are published in:

- USAF Cost and Planning Factor Guide, Air Force Pamphlet 173-13, 31 May 1979
- Navy Program Factors Manual, Volume 1, OPNAV-90P-02B, Revised 31 August 1978
- Messages from the Army Deputy Chief of Staff for Logistics, Aviation Office.

Costs of positioning and depositioning flight legs should be included, as should flight crew per diem costs.

The costs associated with the use of commercial transportation should include the cost of commercial air, train or bus fares between departure point and destination.

In computing the cost of both military and commercial flights, the following costs should also be considered:

- the cost of local ground transportation to and from transportation terminals
- the cost of additional travel time imposed on the traveler by the slower mode.

In determining the latter cost, hourly salary should be calculated on a basis consistent with the additional travel time considered (e.g., a 24-hour duty day or a normal 8-hour work day).

Cost-effectiveness could be expressed in terms of a break-even number of seats that must be filled by scheduled duty passengers on specific travel legs for the flight to be cost-effective.

MANAGEMENT INFORMATION

The Departments should "provide the ASD(MRA&L) with essential management information on ASA resources and utilization." Such information should be provided primarily to keep the ASD(MRA&L) abreast of the status and progress of ASA, but also to encourage management attention at appropriate levels within the DoD to what has become a very visible area of Defense operations.

Information on ASA resources should be routinely provided, including:

- number of aircraft (by mission, design, and series)
- location
- custodian
- scheduler
- coordinator
- major commands served (i.e., commands authorized to request support and to assign priorities)
- any changes to the above.

Information on utilization of ASA resources should be provided annually, including:

- annual flying hours (by mission, design, and series)
- number of requests supported
- total number of passengers and cargo weight airlifted.

The Departments should maintain, and make available to the ASD(MRA&L) upon request, more detailed utilization information such as load and efficiency factors. Department representatives have expressed understandable concern that such information could easily be misconstrued or misused. For instance, average passenger load factors (total passengers divided by number of passenger flight legs) are not necessarily an accurate descriptor of utilization efficiency. The maximum passenger capacity on many ASA aircraft must be reduced when the aircraft is carrying a maximum fuel load, departing from airfields at high elevations, or reconfigured for cargo (such as the C-9). The Department representatives also pointed out that ASA flights of very high priority should be considered effective even though the actual load factor might be low. They offered to provide specific points of contact to assist the ASD(MRA&L) in refining requirements for utilization information and for responding to requests for additional information.

The Air Force and the Navy can provide the recommended information on a routine basis. Corresponding information from the Army is available, but not presently from a single source.

STEPS TO IMPROVE COORDINATION OF ASA FLIGHTS

Many potential changes in ASA activities have been discussed, including: definition of ASA flights, justification of ASA inventory, coordination of ASA flights, use of a uniform priority system, use of cost-effectiveness analyses, and provision of management information. One of these changes, coordination of ASA flights, deserves a discussion of possible steps that might be expected in its implementation.

The first step should be the exchange of flight advisory information between NALCC and MAC/DOOF. This information exchange would permit Air Force and Navy schedulers to offer each other available space on appropriate flights. To increase its effectiveness would require an agreement to permit minor schedule modifications (i.e., departure/arrival time and even itinerary alternations). Until further steps are accomplished (e.g., modifying current Service regulations, implementing a uniform priority system, etc.), further improvements may not be feasible.

Concurrently, the Army would develop procedures to permit its command and installation schedulers to exchange flight advisory information on a much wider basis. Such information would include schedule times, itineraries and prospective space available. Coordination with the other Departments could then begin informally to determine the potential for increased efficiency and effectiveness.

The next major step for the Army would be the designation of a number of regional scheduling and coordinating authorities. This step would include evaluating requirements for computer-supported communication links between

installations, similar perhaps to the Navy system under development. The logical follow-on would be the regional exchange of flight advisory information among the Army, the Air Force, and the Navy, using whatever computer-supported communication links that may be available.

Throughout the above steps, the Departments would be exploring means to put into effect a mutually acceptable procedure for honoring each others' priorities. The final step, once procedural difficulties are overcome, would be an agreement by the Departments to modify departure/arrival times or to alter itineraries, as necessary, to accommodate interservice requests. Such an agreement could even include a provision for one Department to schedule flights in support of requests from another. To this end, current OSD policy should be amended, as proposed, to require reimbursement for sole use of the aircraft of one Department by another only when such use exceeds 24 hours.

APPENDIX A

DEPARTMENT OF DEFENSE DIRECTIVE

"ADMINISTRATIVE SUPPORT AIRLIFT"

(Proposed)

NUMBER: 4500.x

DATE: Nov. 15, 1979

ASD(MRA&L)

DEPARTMENT OF DEFENSE DIRECTIVE

SUBJECT ADMINISTRATIVE SUPPORT AIRLIFT

Refs.: (a) DoD Directive 4500.9, "Transportation and Traffic Management," June 28, 1976.

I. PURPOSE AND APPLICABILITY

A. This Directive supplements reference (a) and promulgates general policies governing administrative support airlift for the movement of Department of Defense (DoD) passengers and cargo.

B. The provisions of this Directive apply worldwide to the Office of the Secretary of Defense, all operational entities assigned to the OSD for administrative support, the Military Departments, and the Defense Agencies (hereinafter referred to collectively as "DoD Components").

II. RESPONSIBILITIES

The Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics) shall be responsible for establishing policies and providing guidance to the DoD Components concerning the efficient and effective use of administrative support airlift resources.

III. POLICIES

A. General. The basic policies set forth in reference (a) apply to administrative support airlift resources and their utilization.

B. Definitions

1. Administrative Support Airlift (ASA) means all airlift transportation of passengers or cargo using DoD-owned or controlled aircraft in support of command, installation, or management functions.

2. Administrative Support Airlift Aircraft means fixed or rotary wing aircraft that are either (a) acquired and retained exclusively for ASA purposes or (b) used to support ASA requirements.

C. Purpose. The purpose of ASA is to provide DoD Components with an organic capability to satisfy air transportation requirements in support of command, installation, or management functions.

D. Inventory. The inventory of aircraft acquired and retained exclusively for ASA purposes shall be based upon approved wartime requirements.

E. Assignment. ASA aircraft shall be assigned and managed in peacetime to ensure readiness to satisfy approved wartime requirements.

F. Utilization

1. Scheduling Authority. Each DoD Component shall designate those major commands or activities, within their respective organizations, having authority to schedule ASA.

2. Coordination. Each DoD Component shall ensure full coordination of all ASA activities within the Component; it shall also seek opportunities for coordinating ASA activities with other DoD Components, including Reserve and National Guard forces, to the maximum extent practicable.

3. Priorities. Support for ASA requests shall be provided on the basis of a uniform priority system.

4. Employment. ASA aircraft shall be employed as efficiently, effectively, and economically as possible, within the constraints of operational requirements.

G. Management Information. The DoD Components shall provide the ASD(MRA&L) with essential management information on ASA resources and utilization.

IV. EFFECTIVE DATE AND IMPLEMENTATION

This Directive is effective immediately. The ASD(MRA&L) shall specify the schedule for implementing documents in response to this Directive.

APPENDIX B

DEPARTMENT OF DEFENSE INSTRUCTION

"ADMINISTRATIVE SUPPORT AIRLIFT TRANSPORTATION"

(Proposed)

NUMBER: 4500.38

DATE: Nov. 15, 1979

DEPARTMENT OF DEFENSE INSTRUCTION

SUBJECT Administrative Support Airlift Transportation

Refs.: (a) DoD Instruction 4500.38, "Administrative Support Air Transportation," February 12, 1973 (hereby cancelled)

(b) DoD Directive 4500.9, "Transportation and Traffic Management," June 28, 1976

(c) DoD Directive 4500.x, "Administrative Support Airlift" (draft)

(d) DoD Regulation 4515.13-R, "Air Transportation Eligibility," February 6, 1975, authorized by DoD Directive 4515.13, October 31, 1970

(e) DoD Directive 5160.53, "Single Manager Assignment for Military Traffic, Land Transportation, and Common-User Ocean Terminals," March 24, 1967

(f) DoD Directive 5160.2, "Single Manager Assignment for Airlift Service," October 17, 1973

(g) DoD Directive 4000.19, "Basic Policies and Principles for Interservice, Interdepartmental and Interagency Support," March 27, 1972.

I. PURPOSE AND APPLICABILITY

This Instruction supersedes reference (a) and supplements provisions of references (b) and (c) concerning the use of Department of Defense (DoD) owned airlift resources and the procurement and use of commercial airlift

for administrative support airlift transportation. It applies to all DoD Components worldwide (the Military Departments, Defense Agencies, Unified and Specified Commands, the Office of the Secretary of Defense, and organizational entities assigned to the OSD for administrative support).

II. DEFINITIONS

As used in this Instruction:

A. Administrative Support Airlift (ASA) means all airlift transportation of passengers or cargo using DoD-owned or controlled aircraft in support of command, installation, or management functions. It excludes transportation provided through the Airlift Service Industrial Fund (ASIF), by carrier on-board delivery aircraft assigned to Fleet Logistics Support Squadrons, and by aircraft assigned to support attache, mission, and Military Assistance Advisory Group activities.

B. ASA Aircraft means those fixed or rotary wing aircraft that are either acquired and retained exclusively for ASA purposes or used to support ASA requirements.

C. Charter Flight means the exclusive use of one or more commercial aircraft in a single flight operation between two or more points.

D. Continental United States (CONUS) means the forty-eight contiguous states and the District of Columbia.

E. Controlled Aircraft means commercial aircraft acquired by any means.

III. POLICY AND RESPONSIBILITIES

A. DoD-Owned ASA Resources - The Joint Chiefs of Staff shall approve wartime requirements for ASA aircraft, taking into consideration aircraft controlled by all DoD components in addition to ASIF, Civil Reserve Air Fleet, War Air Service Program, and Reserve and National Guard resources.

In evaluating types of aircraft for acquisition and/or retention, the DoD Components shall consider the factors of capacity, range, speed, availability, and interservice support capability.

B. Assignment of Resources - Major commands or activities having custody and control of ASA aircraft may reassign them within geographical areas, as necessary, to improve efficiency of peacetime utilization.

C. Commercial Aircraft - Commercial aircraft shall not be acquired by lease, contract, charter, or any other procurement technique for the purpose of providing ASA transportation except when:

1. A determination has been made by an appropriate authority designated by the DoD Component concerned that such service is essential to the accomplishment of the mission or is the most cost-effective method of satisfying the movement requirement; and
2. In the case of acquisition by lease or contract (excluding charter flights) the advance approval of the appropriate official (i.e., the Chief of Staff of the Army, the Chief of Naval Operations, the Chief of Staff of the Air Force, the Commandant of the Marine Corps, or the ASD(MRA&L)) has been obtained and notification of intent to procure the aircraft for such purpose has been given to both Appropriation Committees of the Congress and the ASD(MRA&L).

D. Utilization of Resources

1. Eligibility for Air Transportation - Eligibility of passengers or cargo for air transportation on DoD-owned or controlled ASA aircraft shall be determined in accordance with procedures set forth in DoD Regulation 4515.13-R (reference (d)).

2. Coordination - Each DoD Component shall designate an executive agent or other authority responsible for providing scheduling coordination within the Component for all controlled ASA activities, and for developing and implementing coordination of ASA activities with the other DoD Components.

3. Priorities - Each DoD Component shall use the following uniform priority system for ASA requests:

   a. Priority 1 - Emergency airlift in direct support of operational forces or for humanitarian purposes.

   b. Priority 2 - Official business airlift of personnel or cargo with scheduling or delivery constraints that cannot be satisfied by any other mode of travel.

   c. Priority 3 - Other official business airlift of passengers or cargo that involves the carrying of classified material that cannot be accommodated by mail or the Armed Forces Courier Service.

   d. Priority 4 - Airlift involving group or team travel that requires conduct of official business while en route or where it is necessary to maintain the integrity or cohesiveness of the group, and which cannot be reasonably satisfied by other modes of travel.

   e. Priority 5 - Any other official business airlift that can be shown to be less expensive than any other mode of travel which satisfies scheduling or delivery constraints. Requests for ASA under this priority will be supported only when cost-effective.

Each Component may elaborate within any priority category to reflect Component-specific circumstances. Each Component shall designate specific commands or activities having authority to assign priorities to airlift requests. Rank or grade alone is not sufficient to justify support of airlift requests.

4. Employment - Activities or organizations requesting ASA shall provide scheduling authorities with sufficient advance notice of flight requests (normally, three duty days) and sufficient flexibility in departure/arrival times (two hours) to permit efficient employment of ASA resources. The carrying of space-available passengers or cargo shall be encouraged.

5. Reimbursement - Reimbursement for the sole use of an aircraft of one Component by another Component shall be required only if such use exceeds 24 hours. In such case, reimbursement shall be accomplished in accordance with DoD Directive 4000.19 (reference (g)) at a predetermined hourly rate (excluding military personnel costs and aircraft depreciation allowances). A minimum daily rate of reimbursement shall be required for each 24-hour period the aircraft is available for use by the owning or controlling Component for reasons that the aircraft has been reserved, stood down, or prepositioned for the exclusive use of the using Component. The carrying of space-available passengers or cargo of another Component shall not operate to affect exclusivity of use under this provision.

6. Cost-Effectiveness - Each DoD Component shall prescribe procedures for assessing the cost-effectiveness of ASA flights, compared to use of commercial transportation, when considering

requests submitted under Priority 5, above. Those procedures should follow certain basic principles:

a. Acquisition cost, military pay and allowances, and training costs should not be included in ASA costs because they represent costs associated with ensuring a wartime airlift capability.

b. The aircraft operating cost per flying hour for ASA flights should include those costs published as DoD user reimbursement rates, to include: fuel, oil and lubrication costs; unit, intermediate, and depot maintenance, including civilian labor and contract maintenance; spares; and per diem cost.

c. The costs to be incurred in supporting requests for ASA should consider the cost of any positioning and depositioning flight legs.

d. Commercial transportation costs should consider air, train, or bus fares between departure point and destination.

e. In computing the cost of both military and commercial travel, local ground transportation costs should be considered, as should the cost of additional travel time imposed on the traveler by the slower mode of travel.

f. Cost-effectiveness analyses may be expressed in terms of a break-even number of seats to be filled by scheduled duty passengers on specific travel legs for the flight to be cost-effective.

F. Responsibilities

1. The Single Manager for Military Traffic, Land Transportation and Common-User Ocean Terminals (DoD Directive 5160.53 (reference (e)) in CONUS and the appropriate theater commander or his designee in overseas areas shall monitor and manage the procurement by charter or short term contract (90 days or less) of ASA transportation from commercial carriers and shall maintain pertinent data concerning the use of such service.

2. The Single Manager for Airlift Service (DoD Directive 5160.2 (reference (f)) shall procure from commercial carriers ASA transportation for requirements extending beyond 90 days and shall maintain pertinent data concerning the use of such service.

3. Each DoD Component shall provide the ASD(MRA&L) with pertinent management information on ASA resources and utilization. Management information on inventory of ASA resources shall be provided annually, including: number of aircraft (by mission, design, and series), location, custodian, scheduler, coordinator, major commands or activities served (i.e., commands or activities authorized to request support and to assign priorities), and any changes to the above. Management information on utilization of ASA resources also shall be provided annually, including: annual flying hours (by mission, design, and series), number of requests supported, and total number of passengers and cargo weight airlifted. More detailed utilization information, such as load and efficiency factors, shall be maintained and made available to the ASD(MRA&L) upon request.

IV. EFFECTIVE DATE AND IMPLEMENTATION

This Instruction is effective immediately. Two copies of each proposed implementing document shall be forwarded to the ASD(MRA&L) within 90 days for approval prior to publication. Two copies of any proposed revisions of such documents shall also be forwarded to the ASD(MRA&L) for approval prior to publication. Submission of provisions of the proposed implementing documents concerning coordination of ASA activities among DoD Components may be deferred for an additional 90 days. The approved wartime requirements for ASA (III.A, above) shall be submitted to the ASD(MRA&L) within 180 days.

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This study proposes new OSD policy and implementing instructions on administrative support airlift for the Military Services. Each Service has its own definition of ASA, its own inventory of ASA aircraft, and its own policies for acquisition, retention, assignment and use of ASA. ASA should be uniformly defined as all airlift transportation in support of command, installation, or management functions.

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(20. ABSTRACT - Cont'd)

The inventory of ASA aircraft should be based upon approved wartime requirements, and should be assigned to major commands to ensure readiness to meet those requirements. The Services should designate major commands having authority to schedule ASA.

Each Service should ensure intraservice coordination of ASA activities, and seek opportunities for interservice coordination. To facilitate this, each Service should designate an executive agent responsible for coordination.

ASA support should be provided on the basis of a uniform priority system, with rank or grade alone not sufficient to justify support. The lowest priority would explicitly consider cost of ASA compared to alternative travel modes.

Scheduling authorities should have sufficient advance notice of flight requests and flexibility in departure/arrival times to produce efficient schedules. They should have authority to deny support requested under the lowest priority category when alternative travel modes are available and less expensive.

The Services should provide OASD(MRA&L) with essential management information on ASA aircraft and utilization, and should be prepared to provide more detailed information upon request.