



## DoD INSTRUCTION 4500.57

### TRANSPORTATION AND TRAFFIC MANAGEMENT

---

<b>Originating Component:</b>	Office of the Under Secretary of Defense for Acquisition and Sustainment
<b>Effective:</b>	March, 7, 2017
<b>Change 4 Effective:</b>	December 11, 2024
<b>Releasability:</b>	Cleared for public release. Available on the Directives Division Website at <a href="https://www.esd.whs.mil/DD/">https://www.esd.whs.mil/DD/</a> .
<b>Reissues and Cancels:</b>	DoD Instruction 4500.57, "Transportation and Traffic Management," March 18, 2008
<b>Incorporates and Cancels:</b>	DoD Instruction 4500.17, "Proceedings Before Transportation Regulatory Bodies," January 16, 1969, as amended DoD Instruction 4500.34, "DoD Personal Property Shipment and Storage Program," July 10, 2006 DoD 4140.50-R, "Management and Standards of DoD Locomotives," June 19, 1985
<b>Approved by:</b>	James A. MacStravic, Performing the Duties of the Under Secretary of Defense for Acquisition, Technology, and Logistics
<b>Change 4 Approved by:</b>	William A. LaPlante, Under Secretary of Defense for Acquisition and Sustainment

---

**Purpose:** In accordance with DoD Directive (DoDD) 5135.02, this issuance:

- Establishes policy, assigns responsibilities, and provides procedures for various modes, methods, and programs for transportation and traffic management.
- Establishes transportation programs and DoD Component responsibilities to support DoD supply chain materiel management objectives in DoD Instruction (DoDI) 4140.01.

## TABLE OF CONTENTS

SECTION 1: GENERAL ISSUANCE INFORMATION .....	4
1.1. Applicability. ....	4
1.2. Policy. ....	4
1.3. Specific Policy Sources.....	5
1.4. Summary of Change 4. ....	5
SECTION 2: RESPONSIBILITIES .....	7
2.1. Assistant Secretary of Defense for Sustainment (ASD(S)). ....	7
2.2. Director, Defense Logistics Agency. ....	7
2.3. Under Secretary of Defense (Comptroller)/Chief Financial Officer, Department of Defense. ....	7
2.4. Director, Defense Security Cooperation Agency.....	7
2.5. DoD Component Heads. ....	7
2.6. Secretary of the Army.....	8
2.7. Secretary of the Navy.....	9
2.8. Chairman of the Joint Chiefs of Staff. ....	9
2.9. CCDRs. ....	9
2.10. CDRUSTRANSCOM. ....	10
SECTION 3: TRANSPORTATION SERVICES .....	13
3.1. Acquisition of Services. ....	13
3.2. Deviation Authority. ....	13
3.3. Transportation Services in Supply Contracts.....	14
3.4. Critical Infrastructure.....	14
3.5. Foreign Sources. ....	14
3.6. Airlift and Sealift Charters.....	14
3.7. Cross-Servicing and Cooperative Military Airlift Agreements. ....	14
SECTION 4: AIR TRANSPORTATION.....	15
4.1. General.....	15
4.2. Operational and Training Requirements.....	15
4.3. Unused Passenger Space.....	15
4.4. Priorities for Movement of Passenger and Cargo Airlift.....	16
4.5. Use of CRAF Carriers.....	16
4.6. Foreign Air Transportation. ....	17
4.7. DoD Passenger Manifesting. ....	17
4.8. Use of DoD-Approved Air Carriers.....	18
SECTION 5: INTERMODAL CONTAINERS, RAIL, MOTOR AND ARMS, AMMUNITION AND EXPLOSIVES (AA&E), AND TRANSPORTATION ENGINEERING .....	19
5.1. General.....	19
5.2. Intermodal Containers and Systems.....	19
5.3. Use of Intermodal Containers During Contingency Operations.....	20
5.4. Railroad Equipment and Transportation. ....	21
5.5. Motor Transportation. ....	23
5.6. AA&E. ....	23
5.7. Transportation Engineering Analysis. ....	24

SECTION 6: SEA TRANSPORTATION .....	25
6.1. General.....	25
6.2. Sizing the Fleet.....	25
6.3. Use of VISA Carriers.....	25
6.4. Commercial Priorities.....	25
6.5. Organic Sealift.....	26
6.6. Intra-Theater Sealift.....	26
6.7. Maritime Security Program.....	26
6.8. Tanker Security Fleet.....	27
6.9. Sealift Passenger Manifesting.....	27
SECTION 7: HOUSEHOLD GOODS AND POV SHIPMENT AND STORAGE PROGRAMS .....	28
7.1. General.....	28
7.2. Consolidation and Standardization of Personal Property Shipping Offices.....	28
7.3. Shipment and Storage of POVs.....	28
7.4. Shipment and Storage of Household Goods.....	28
7.5. System Management.....	29
7.6. Program Reviews.....	29
7.7. Strategic Plans.....	29
SECTION 8: REPRESENTATION BEFORE REGULATORY BODIES .....	30
8.1. General.....	30
8.2. Procedures.....	30
8.3. Initiation of Regulatory Proceedings.....	30
8.4. Notice of Subpoena.....	30
8.5. Procedures.....	30
8.6. Presentation of Information and Testimony.....	30
GLOSSARY .....	31
G.1. Acronyms.....	31
G.2. Definitions.....	32
REFERENCES .....	35

## **SECTION 1: GENERAL ISSUANCE INFORMATION**

**1.1. APPLICABILITY.** This issuance applies to OSD, the Military Departments (including the Coast Guard at all times, including when it is a Service in the Department of Homeland Security by agreement with that Department), the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands (CCMDs), the Office of Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD (referred to collectively in this issuance as the “DoD Components”).

### **1.2. POLICY.**

a. The National Defense Strategy of the United States of America requires a strong Defense Transportation System (DTS), operating within a national transportation system that is fully responsive and globally capable of meeting personnel and materiel movement requirements of the DoD across the range of military operations. This strategy requires that an optimum mix be achieved that matches defense requirements with the various modes and methods of transportation, both military and commercial. A robust DTS is agile, flexible, and capable of supporting the projection of military power anywhere in the world. To achieve this capability, the DoD will integrate military, commercial, alliance, host-nation, and additional resources to the maximum extent possible.

b. Transportation operational readiness is critical for the global mobility of DoD Component personnel, materiel, and equipment in support of national security. Transportation operational readiness enables and supports DoD Component readiness in meeting operation plan requirements. Commercial transportation service providers (TSPs) contribute to transportation operational readiness by providing, for example, proven capability for surface and air lines of communication in overseas contingency locations; worldwide transportation networks; robust cyber security management; and business relationships with industry and partner nations to support continuity of transportation movements. To that end, when procuring commercial transportation services, DoD will apply the following criteria in order of importance:

- (1) Readiness and responsiveness.
- (2) Performance.
- (3) Cost.

c. In accordance with National Security Decision Directive 280 and National Security Directive 28, DoD Components will use the transportation services of U.S. commercial sources to the maximum extent practicable. DoD Components are required to use the DTS for common-user transportation services for the movement of passengers, cargo, and human remains unless there is a documented negative critical mission impact. This requirement does not apply when transportation is incidental to the procurement, such as when weapon system procurements and supplies are procured with a Government Purchase Card.

d. In peacetime, the DoD generally maintains and operates only those owned or controlled transportation resources needed to meet approved emergency and wartime requirements and anticipated exercise or other peacetime forecast requirements that may not reasonably be met from commercial transportation resources. DoD-owned or -controlled transportation resources will be used during peacetime as efficiently as practicable, to provide essential training for operational personnel, and to ensure the capability to meet approved requirements for military capacity in wartime, contingencies, and emergencies.

e. All applicable U.S. laws concerning customs, agriculture, immigration border clearance, the transportation of hazardous material, and requirements outlined in DoDI 2040.02 will be observed without unnecessarily delaying the movement of DoD personnel and materiel. The Federal inspection services will have authority over DoD cargo and personnel moving into and out of the customs territory of the United States.

f. Unless urgent circumstances prohibit, cargo, passengers, household goods, and privately owned vehicles (POVs) must be manifested on-board all DoD-owned, -controlled, or -chartered conveyances. Procedures for manifesting are contained in the Defense Transportation Regulation (DTR).

g. When an individual's use of DTS involves maintaining personally identifiable information (PII) in a passenger manifesting system or household goods or POV shipment and storage programs and is accounted for in a Privacy Act system of records, all records maintained in these systems will be maintained pursuant to Section 552a of Title 5, United States Code (U.S.C.), also known as the "Privacy Act of 1974"; DoDI 5400.11; and DoD 5400.11-R. All records in a mixed system of records should be maintained in accordance with DoDI 5400.11. All records should be maintained consistent with DoDI 5015.02. All PII should be safeguarded consistent with DoDI 5400.11.

**1.3. SPECIFIC POLICY SOURCES.** Specific policies for operational support airlift are in DoDI 4500.43. Policies on the use of DoD aircraft and air travel are in DoDI 4500.56. Policies on administrative use of motor vehicles are in DoDI 4500.36. Policies on air passenger management and safety and quality control of civil air carriers are in DoDI 4500.53. Policy on air transportation eligibility for the DoD is prescribed in DoDI 4515.13.

**1.4. SUMMARY OF CHANGE 4.** The changes to this issuance:

a. Update responsibilities, policy, and procedures for in-transit visibility, management of household goods and POVs, the Defense Freight Railway Interchange Fleet, and accident investigation involving arms, ammunition, and explosives to meet transportation and traffic management requirements of the DoD Components.

b. Update delegations of authority concerning the National Defense Reserve Fleet in accordance with the January 11, 2024 Secretary of Defense Memorandum.

c. Update references, organizational symbols, information collections requirements, and definitions for accuracy.

d. Updates delegations of authority concerning the Tanker Security Fleet in accordance with the August 25, 2021 Secretary of Defense Memorandum.

## **SECTION 2: RESPONSIBILITIES**

**2.1. ASSISTANT SECRETARY OF DEFENSE FOR SUSTAINMENT (ASD(S)).** Under the authority, direction, and control of the Under Secretary of Defense for Acquisition and Sustainment, the ASD(S):

a. Develops DoD transportation and traffic management policies, provides guidance and policy interpretations to the DoD Components concerning the effective and efficient acquisition and use of all modes of DoD and commercial transportation resources and services, and grants exceptions to programs covered in this instruction.

b. Through the Deputy Assistant Secretary of Defense for Logistics (DASD(Log)), maintains liaison and fosters collaborative working relationships with other Federal agencies and the commercial industry in carrying out assigned responsibilities and functions.

c. Prescribes policies and provides guidance to DoD Components concerning automatic identification technology and in-transit visibility (ITV).

**2.2. DIRECTOR, DEFENSE LOGISTICS AGENCY.** Under the authority, direction, and control of the Under Secretary of Defense for Acquisition and Sustainment, through the ASD(S), and in addition to the responsibilities in Paragraph 2.5., the Director, Defense Logistics Agency is responsible for the acquisition of intermodal containers.

**2.3. UNDER SECRETARY OF DEFENSE (COMPTROLLER)/CHIEF FINANCIAL OFFICER, DEPARTMENT OF DEFENSE.** The Under Secretary of Defense (Comptroller)/Chief Financial Officer, Department of Defense establishes overall policy governing transportation working capital funds and the transportation financial processes in DoD 7000.14-R.

**2.4. DIRECTOR, DEFENSE SECURITY COOPERATION AGENCY.** Under the authority, direction, and control of the Under Secretary of Defense for Policy and in addition to the responsibilities in Paragraph 2.5., the Director, Defense Security Cooperation Agency coordinates with the DASD(Log) for transportation guidance associated with the movement of security assistance and security cooperation cargoes and humanitarian assistance programs.

**2.5. DOD COMPONENT HEADS.** The DoD Component heads:

a. Oversee the safe, secure, effective, and efficient use of DoD and commercial resources in carrying out assigned missions.

b. Ensure that regulations and implementing procedures reflect full compliance with this instruction.

- c. Coordinate with the Commander, United States Transportation Command (CDRUSTRANSCOM) to implement and execute the DoD Customs and Border Clearance Program (CBCP), DoD household goods shipment and storage and POV programs, and other programs for the movement of DoD and other authorized passengers and materiel.
- d. Notify the ASD(S) and CDRUSTRANSCOM of any request by a transportation regulatory body or notice of subpoena to testify before or produce documents for a transportation regulatory body on matters relating to the DTS, DoD distribution operations, or DoD use of commercial transportation services.
- e. Establish, operate, staff, and support transportation, traffic management, and personal property shipment offices.
- f. Synchronize transportation and financial business areas to comply with transportation financial auditability and transportation payment initiatives. Provide a representative for these initiatives to implement standard policy, processes, procedures, and business rules codified in DoD 7000.14-R, the DTR, and this instruction.
- g. Provide a representative to the Joint Deployment and Distribution Enterprise Working Groups, in accordance with DoDI 5158.06.
- h. Assist and cooperate with the Federal Inspection Services and foreign countries to stop the flow of contraband into the United States and foreign countries through military channels.
- i. Ensure that DoD contracts involving export-controlled items or data include the clause “Export Controlled Items” in accordance with Part 252 of the Defense Federal Acquisition Regulation Supplement, which places responsibility on the contractor to comply with U.S. export-control laws and regulations.
- j. Coordinate with United States Transportation Command (USTRANSCOM) to integrate and synchronize a distribution system to meet customer requirements in accordance with the DoD materiel management procedures in DoD Manual 4140.01.
- k. Provide transportation requirements, including those that support transportation operational readiness, to USTRANSCOM with sufficient lead time and detail to enable the efficient acquisition or arrangement of transportation services.
- l. Apply continuous process improvement to transportation and traffic management programs.
- m. Direct transportation, traffic management, and other support staff to participate in transportation accident investigations upon request from USTRANSCOM or other DoD Components.

**2.6. SECRETARY OF THE ARMY.** In addition to the responsibilities in Paragraph 2.5., the Secretary of the Army serves as the single manager for procurement of railcars and locomotives



and for the operation of a national inventory control point for railroad equipment, including the Defense Freight Railway Interchange Fleet (DFRIF).

**2.7. SECRETARY OF THE NAVY.** In addition to the responsibilities in Paragraph 2.5., the Secretary of the Navy, in accordance with the delegation of authority in DoDD 4500.09, will act for the Secretary of Defense and exercise powers of the Secretary of Defense on matters relating to the waiver of the prohibition on cabotage law pursuant to Section 55102 of Title 46, U.S.C., also known and referred to in this issuance as the “Merchant Marine Act of 1920,” for the carriage of DoD cargo in the DTS. This authority may be delegated to only the Commander, Military Sealift Command. All other requests for waiver of cabotage laws will be referred to the Under Secretary of Defense for Acquisition and Sustainment for further coordination with the Secretary of Homeland Security.

**2.8. CHAIRMAN OF THE JOINT CHIEFS OF STAFF.** In addition to the responsibilities in Paragraph 2.5., the Chairman of the Joint Chiefs of Staff:

- a. Prescribes a transportation movement priority system that will assure responsiveness to the requirements of supported Combatant Commanders (CCDRs).
- b. Identifies DoD Component transportation requirements to USTRANSCOM and maintains cognizance over those requirements.
- c. Analyzes courses of action and provides recommendations, via the Global Force Management process, when requirements exceed transportation system capability or when transportation assets are also required for combat and combat support missions (e.g., tanker aircraft used in strike missions).
- d. Coordinates with the Military Departments and USTRANSCOM to ensure that continuity of operations, CCDR, and transportation operational readiness requirements are established and met.

**2.9. CCDRs.** In addition to the responsibilities in Paragraph 2.5., the CCDRs:

- a. Plan, arrange, manage, and monitor transportation services for intratheater movements.
- b. Coordinate with USTRANSCOM for security requirements at sea and aerial ports of embarkation and debarkation for movements that originate, transit, or terminate within their area of responsibility (AOR).
- c. Coordinate customs clearance procedures, in accordance with the DoD CBCP, with host nations within their AOR.
- d. Appoint a theater container manager with overall responsibility for container control functions within their AOR.

e. In coordination with USTRANSCOM, establish a comprehensive process within their AOR to manage, monitor, and track all containers moving into, within, and out of their AOR. This responsibility includes assisting with validation of detention, port storage, refrigerated container maintenance claims, and invoices submitted by commercial TSPs and a process to identify, control, and manage DoD-owned containers authorized for non-transportation purposes. For the United States Northern Command AOR, DoD Components are responsible for container management operations.

f. Advise USTRANSCOM as soon as practicable of all instances in which containers are used for other than transportation purposes.

g. Establish plans to return containers to the TSP as soon as practicable after expeditious unloading of contents. Plans must include procedures to avoid detention fees.

**2.10. CDRUSTRANSCOM.** In addition to the responsibilities in Paragraph 2.5. and 2.9., the CDRUSTRANSCOM:

a. Ensures effective and efficient use of DoD and commercial resources in carrying out USTRANSCOM-assigned missions.

b. Develops, publishes, maintains, and implements transportation procedures for common-use transportation, intermodal containers and container systems, and the DoD CBCP in the DTR.

c. Serves as the DoD functional proponent for ITV and related automatic identification technology implementation in accordance with DoDI 5158.06. Develops a centralized approach for achieving ITV from the point of origin to the point of need, as identified by the supported CCDR. In coordination with the DoD Components, ensures policies prescribed by the ASD(S), business processes, procedures, systems, data elements, and technologies are synchronized and integrated to allow ITV throughout deployment, redeployment, distribution, and retrograde processes.

d. Develops and provides the DoD Components with Transportation Working Capital Fund rates with sufficient lead-time to inform Service-level program objective memorandum development.

e. Serves as the single port manager for common-user air and ocean terminals.

f. Serves as the DoD single manager for transportation other than Service-unique or theater-assigned assets and provides common-user and commercial air, land, and sea transportation. Manages and maintains the Railroads for National Defense, Highways for National Defense, and Ports for National Defense programs. Identifies the minimal rail and highway networks necessary to meet military needs with the Strategic Rail Corridor Network and the Strategic Highway Network. Manages common-user readiness programs, to include the Civil Reserve Air Fleet (CRAF), and Voluntary Intermodal Sealift Agreement (VISA).

g. Synchronizes planning for global distribution operations in coordination with DoD Components and Federal agencies, and in cooperation with allied nations and industry. Develops optimized transportation and distribution plans that balance cost and performance levels.

h. Administers the household goods and POV shipment and storage programs.

i. Develops performance and cost metrics in consultation with the DoD Components and DASD(Log) for the programs identified in Sections 4 through 7. Metrics will be focused on those that contribute to precision, reliability, efficiency, cost effectiveness, and information visibility and include an assessment for each DoD Component served.

j. Archives transportation data elements for future analysis.

k. Chairs the Joint Intermodal Working Group and, in coordination with the DoD Components, provides oversight and approval authority for the Joint Standardization Board for Intermodal Equipment regarding intermodal equipment recommendations for DoD standards in accordance with the June 8, 2006 Under Secretary of Defense for Acquisition, Technology, and Logistics Memorandum.

l. Manages the intermodal container program, to include developing processes and procedures for the disposition of all containers, including DoD-owned and commercially owned and -leased containers, and recommending development of global container technology investments and tracking systems for containers moving in the DTS.

m. Represents the DoD before regulatory bodies in the United States in proceedings relating to or that may have an impact on the DTS.

n. Serves as the DoD single manager for the DoD CBCP in accordance with DoDD 4500.09 and in that role:

(1) Facilitates continuity and cooperation among DoD Components and coordinates DoD requirements with the CBCP.

(2) Serves as the DoD liaison with the Department of Homeland Security, U.S. Customs and Border Protection, the U.S. Department of Agriculture, and other U.S. agencies in customs and border clearance matters.

(3) Coordinates efforts of DoD Components in the development of common automated customs clearance systems, interfaces, and processes.

(4) Develops, publishes, and maintains implementation plans and procedures for the CBCP.

o. Supports the Defense Business Council/Investment Review Board, in accordance with Section 2222 of Title 10, U.S.C., through the budget certification process for information technology investments.

p. Provides to DoD Components the capability to track shipments, and provides in-transit safety and security monitoring, and capabilities to receive emergency response notifications.

q. Provides transportation and related services to other Executive agencies of the U.S. Government in accordance with Section 1535 of Title 31, U.S.C. and to partner nations in accordance with acquisition and cross-servicing agreements or other agreements.

r. In accordance with the January 11, 2024 Secretary of Defense Memorandum, serves as the DoD authority to request Maritime Administration activation of Ready Reserve Force (RRF) vessels pursuant to Section 57100 of Title 46, U.S.C., which may be used for contingency operations, exercises, training and testing, and other defense purposes for which scheduled or chartered commercial sealift assets are not available or suitable.

s. Serves as the procuring authority for small package delivery services for Federal executive agencies and eligible non-Federal entities.

## **SECTION 3: TRANSPORTATION SERVICES**

### **3.1. ACQUISITION OF SERVICES.**

a. USTRANSCOM will provide common-user transportation and related services to meet DoD transportation requirements in accordance with DoDD 4500.09 and DoDI 5000.74.

b. The acquisition of transportation and related services will be obtained using guidance contained in the Federal Acquisition Regulation and the Defense Federal Acquisition Regulation Supplement, unless a deviation is necessary to meet mission needs.

(1) To the maximum extent practicable, define transportation requirements using performance-based, mode-neutral, time-definite parameters; best value acquisition processes; full and open competition; and transportation preference laws.

(2) In accordance with the procedures in DoD Manual 4140.01, transportation procurements should fulfill the customer's movement requirements from origin to destination, require electronic transactions to the maximum extent possible to include the use of electronic billing and payment systems, and require service providers to provide ITV data.

(3) Non-FAR procurement instruments, such as tenders of service and bills of lading, will not compete with FAR procurements and will only be used in limited circumstances when FAR procurements cannot meet customer requirements.

c. The DoD may join with other Federal agencies to use transportation services procurement instruments negotiated by those agencies when it is beneficial. DoD procurement instruments also may be drafted to include similar transportation requirements of other Federal agencies. DoD shippers will use existing procurement instruments for transportation services, unless there is a documented negative critical mission impact.

d. DoD acquisition activities and the Defense Security Cooperation Agency (for security assistance) will ensure that all contracts include provisions for complying with U.S. and foreign import and export requirements and DoD customs and border clearance policy and procedures. This includes contracts that require direct vendor delivery or distribution processes under an original equipment manufacturer such as performance-based logistics or routine security cooperation deliveries.

**3.2. DEVIATION AUTHORITY.** The CDRUSTRANSCOM (or in the absence of the CDRUSTRANSCOM, the Deputy Commander, USTRANSCOM) may deviate from the requirement to use commercial transportation resources and implement guidance pertaining to use of organic and chartered capacity when transportation requirements necessitate movement by alternate means. When such events occur, USTRANSCOM will inform the DASD(Log) of the circumstances supporting the decision.

**3.3. TRANSPORTATION SERVICES IN SUPPLY CONTRACTS.** Provisions of Subpart 247.301-71 and 247.5 of the Defense Federal Acquisition Regulation Supplement apply where DoD supply contracts contain a significant requirement for transportation outside of the continental United States and allow the vendor or non-DoD contractors to arrange transportation of items. In these situations, the source selection evaluation criteria for award of the DoD supply contract will include an evaluation factor or subfactor that favors suppliers, third-party logistics providers, and integrated logistics managers that commit to using CRAF and VISA carriers.

**3.4. CRITICAL INFRASTRUCTURE.** Transportation critical infrastructure protection, which includes DoD and non-DoD domestic and foreign infrastructures, is essential to planning, mobilizing, deploying, and sustaining U.S. military and coalition operations on a global basis. The identification, prioritization, assessment, and assurance of transportation critical infrastructure will be managed under the overall Defense Critical Infrastructure Protection program, as described in DoDD 3020.40. Coordination on remediation and mitigation will be accomplished with other Federal agencies, State and local governments, the private sector, and equivalent foreign entities, as appropriate.

**3.5. FOREIGN SOURCES.** When using commercial transportation resources or TSPs, DoD Components will transport cargo and passengers by air on U.S.-flag air or code share carriers in accordance with Sections 40118 and 41106 of Title 49, U.S.C.; Section 9516 of Title 10, U.S.C.; DoDI 4500.53; by sea, in vessels of or belonging to the United States, in accordance with DoDD 4500.09; the Merchant Marine Act of 1920; Chapter 551 of Title 46, U.S.C.; and Sections 2342-2350 and 2631 of Title 10, U.S.C. Foreign sources may be used to the extent permitted by these statutes and policy.

**3.6. AIRLIFT AND SEALIFT CHARTERS.** USTRANSCOM may use airlift or sealift charters to meet mission requirements when scheduled TSP commercial airline or ocean liner service will not cost-effectively meet DoD requirements or when dedicated assets would best fulfill operational requirements. Once chartered, aircraft and vessels will be used to move DoD traffic to the maximum extent practicable, including traffic eligible for scheduled commercial service, consistent with the terms of the charters and operational requirements.

**3.7. CROSS-SERVICING AND COOPERATIVE MILITARY AIRLIFT AGREEMENTS.** DoD Components may use foreign military transportation resources to transport DoD personnel and cargo under an Acquisition and Cross-Servicing Agreement concluded pursuant to Section 2341 et seq. of Title 10, U.S.C.; a Cooperative Military Airlift Agreement concluded pursuant to Section 2350c of Title 10, U.S.C.; or other properly concluded international agreement or arrangement. Foreign military aircraft used to transport DoD personnel are subject to the airworthiness requirements of DoDD 5030.61.

## **SECTION 4: AIR TRANSPORTATION**

**4.1. GENERAL.** Pursuant to National Security Decision Directive 280, the U.S. national airlift capability is provided from military and U.S. commercial air carrier resources. The national defense airlift objective is to ensure military and civil air transportation resources will be able to meet defense mobilization deployment and redeployment requirements in support of U.S. defense and foreign policies. DoD requirements may mandate that DoD maintain a global air mobility readiness posture that includes operating organic airlift aircraft during peacetime.

**4.2. OPERATIONAL AND TRAINING REQUIREMENTS.** Organic military airlift resources will be manned, equipped, trained, and operated to ensure the capability to meet approved requirements for military airlift across a range of military operations is maintained. Flying and training program rates will be established to provide for levels of operation, readiness, and training sufficient to realize this goal.

- a. USTRANSCOM will conduct training operations at the level necessary to meet operational and training requirements.
- b. DoD Components will use commercial sources, to the maximum extent practicable, once operational and training requirements are met.
- c. USTRANSCOM, in consultation with the DoD Components, will determine which airlift requirements must move in military airlift because of special military considerations. These considerations include, but are not limited to, security; training (e.g., training specific to the requirement to be airlifted); and physical characteristics, such as size, density, or hazardous properties of the material being transported.

### **4.3. UNUSED PASSENGER SPACE.**

- a. When operations create a by-product transportation capacity on organic assets, that capacity will be used to transport DoD official airlift traffic in accordance with DoDI 4515.13 to the maximum extent practicable and consistent with the operational requirements of the DoD Component sponsoring the airlift traffic.
- b. Unused passenger space on DoD-owned and -contracted passenger-carrying aircraft, on all types of missions (e.g., channel, special assignment airlift mission, operational support airlift, aeromedical evacuation), will be used to the maximum extent possible, including space-available passengers, pursuant to DoDI 4515.13.
- c. Available seats will be released for space-available travel unless overriding safety (e.g., training flights) or operational concerns (e.g., hazardous cargo, customs and border protection, agriculture, or immigration considerations) or a defined need for security prohibit space-available travelers on a specific mission.

#### **4.4. PRIORITIES FOR MOVEMENT OF PASSENGER AND CARGO AIRLIFT.**

Subject to operational requirements of the DoD Component command sponsoring the traffic to be moved, and unless there is a documented negative critical mission impact, these priorities (in order of precedence) will be used for passenger and cargo airlift:

- a. USTRANSCOM organic and contracted airlift.
- b. General Services Administration arranged or contracted airlift on CRAF carriers.
- c. Other U.S. CRAF carriers.
- d. DoD-approved U.S. flag carriers.
- e. Non-DoD-inspected or non-DoD-approved U.S. flag carriers.
- f. DoD-approved foreign flag carriers.
- g. Non-DoD-approved carriers (for individual travel).

#### **4.5. USE OF CRAF CARRIERS.**

a. The partnership between the DoD and U.S. civil commercial air carriers is critical to mobilization, deployment, and sustainment of military forces. This alliance is embodied in the CRAF program, which affords civil air carriers the opportunity to voluntarily pledge their airlift resources to support DoD mobility requirements in times of emergency or contingency in return for a portion of DoD peacetime airlift business.

b. In accordance with Sections 40118 and 41106 of Title 49, U.S.C.; Section 9516 of Title 10, U.S.C.; and regulatory guidance in DoDI 4500.53, DoD Components will ensure that all DoD acquisitions of commercial air transportation services require CRAF participation as a prerequisite for award to the maximum extent possible, unless there is a documented negative critical mission impact or the requirement is not for CRAF eligible aircraft. Carriers not eligible for CRAF may be used only when CRAF participating carriers cannot meet mission requirements.

c. To ensure air transportation service is responsive to customer needs, USTRANSCOM:

(1) Performs recurring assessments of airlift policy compliance, in coordination with the DoD Components, with emphasis on identifying factors that deviate from established policies.

(2) Compiles DoD Component requirements for all passenger and cargo airlift services so that the USTRANSCOM- and General Services Administration-contracted airlift requirements are identified simultaneously. The simultaneous use of airlift resources achieves optimum effectiveness and efficiency for the DoD. DoD Components are responsible for reimbursement of any unused airlift services acquired on their behalf.



(3) Continually encourages commercial air carriers to offer more modern, fuel-efficient aircraft to the CRAF program and daily DoD contract missions.

#### **4.6. FOREIGN AIR TRANSPORTATION.**

a. In accordance with Sections 40118 and 41106 of Title 49, U.S.C., and Section 9516 of Title 10, U.S.C., the DoD must contract with U.S. CRAF carriers to provide transportation of passengers or cargo when such carriers are available (for transportation within the continental United States or between the continental United States and outside the continental United States) or reasonably available (for transportation between two points outside the continental United States). In accordance with Comptroller General Decision B-138942, this includes situations in which service by a foreign flag carrier may be less expensive or more convenient than that provided by a U.S. CRAF carrier.

b. In accordance with Comptroller General Decision B-240956, DoD travelers may use foreign flag carriers for transportation financed by the U.S. Government when such transportation is provided as part of a code-sharing arrangement with a U.S. flag carrier. To qualify, the ticket must be purchased from a U.S. flag carrier that has a code-sharing arrangement with the foreign flag carrier; if the travel is only between U.S. and foreign gateways, the travel must be on a U.S. carrier unless no U.S. carrier services the route.

c. Military Service members and DoD civilian employees may use foreign flag airlines to avoid unreasonable safety risks, such as terrorist threats. For further information on approval procedures and conditions that warrant the use of foreign flag carriers, see DoDI 4500.53 and the Joint Travel Regulations.

d. Additional authorized exceptions to the use of U.S.-certificated air carriers can be found in DoDI 4500.53 and the Joint Travel Regulations.

#### **4.7. DOD PASSENGER MANIFESTING.**

a. Passenger manifesting systems and procedures, in accordance with the goals of Section 41113 of Title 49, U.S.C. and the DTR will require the collection of certain identifying information and the emergency contact information called for in Part 243 of Title 14, Code of Federal Regulations. Specific passenger manifesting systems information and data collection requirements are contained in the DTR. In addition to manifesting military and civilian passengers traveling in accordance with DoDI 4515.13, the requirements of this section apply to all systems and procedures used:

(1) On all civil aircraft chartered by or on behalf of the DoD to provide passenger transportation when the DoD is responsible for manifesting passengers.

(2) On DoD aircraft operated in a common-user airlift service, to include U.S. Air Force Air Mobility Command organic aircraft, operational support airlift, theater-assigned organic aircraft, and other Service-owned aircraft when operated under a common-user role.

(3) On any DoD aircraft when one or more passengers are civilians (e.g., DoD and non-DoD civilian employees, couriers, travelers on public affairs events, dependents, contractors, retirees) who are not part of the crew or on board the aircraft for operational support purposes.

b. The requirements of Paragraph 4.7.a. do not apply to flights involving DoD aircraft on training or operational missions, unless covered in Paragraphs 4.7.a.(1) through 4.7.a.(3).

**4.8. USE OF DOD-APPROVED AIR CARRIERS.** Commercial air carriers used to provide charter or group travel air transportation services to DoD must be approved for use by the DoD Commercial Airlift Review Board in accordance with DoDI 4500.53. Refer to DoDI 4500.53 for requirements relating to the use of commercial air carriers to provide air transportation services.

## **SECTION 5: INTERMODAL CONTAINERS, RAIL, MOTOR AND ARMS, AMMUNITION AND EXPLOSIVES (AA&E), AND TRANSPORTATION ENGINEERING**

**5.1. GENERAL.** This section provides guidance on implementing DoD policies for surface transportation modes, including the development and management of intermodal container systems, DoD locomotives, and the DFRIF. The DoD Components will use surface transportation assets and services that the commercial TSPs provide, unless there is a documented negative critical mission impact.

### **5.2. INTERMODAL CONTAINERS AND SYSTEMS.**

a. Use of standardized International Organization for Standardization (ISO) containers provides the DoD with a capability to deploy, sustain, and redeploy forces, equipment, and supplies cost effectively. Container management is a responsibility of all DoD Components and the use of USTRANSCOM's Joint Container Management System is mandatory.

b. USTRANSCOM provides overall container management support to CCMDs. CCMDs provide operational support while the containers are within the AOR. Generally, DoD-owned or -leased containers are managed by the DoD Component that owns or leases them. Service-unique containers are managed by the Military Service that purchased or leased the container.

c. Transportation procurement instruments will include provisions to cap container detention costs.

d. It is critical that all containers are processed, discharged, and returned to the theater container fleet, the owning Service, or the owning TSP in an expeditious manner to avoid detention charges. This includes timely reporting of data on containers and un-stuffing of containers once they reach their final destinations.

e. Generally, containers that the TSP provides will be used to the maximum extent practicable, unless such use is not economical or practical for meeting DoD movement requirements. DoD Components will:

(1) Make every effort to avoid container detention charges by returning containers to the TSP before the end of the free time period; or

(2) Coordinate with USTRANSCOM to procure the container or modify the terms of the agreement when it becomes apparent, either due to operational conditions or lack of appropriate infrastructure or equipment, that TSP containers will remain in theater.

f. USTRANSCOM and the DoD Components will:

(1) Maintain a container distribution system of sufficient capability to meet the CCDRs mobilization, deployment, employment, sustainment, redeployment, retrograde, and demobilization needs across the range of military operations.

(2) Provide a representative to the Joint Intermodal Working Group to support the global intermodal container program, to include funding container requirements and paying for all transportation container detention, purchase, and leased costs in contingency operations.

(3) Maintain procedures and systems to track containers moving in the DTS from origin to destination, to include containers originating at vendor locations.

(4) Develop tactics, techniques, and procedures for reception, staging, onward movement, and retrograde of ISO containers and support equipment, to include information systems in a theater of operations. For contingency operations, these procedures will be developed during the deliberate planning to the maximum extent practicable.

(5) Ensure all DoD intermodal container systems, including associated joint container management information systems, are interoperable across the DoD and with the commercial industry.

(6) At least once every 5 years, USTRANSCOM will lead an analysis of container requirements for peacetime, wartime, and mobility capability study requirements, to include:

- (a) Required levels of DoD-owned containers.
- (b) Number of containers required from commercial sources to augment DoD capability.
- (c) Commercial industry capability to surge containers to meet emergent contingencies.
- (d) Locations for staging DoD-owned containers required for contingency operations.

### **5.3. USE OF INTERMODAL CONTAINERS DURING CONTINGENCY OPERATIONS.**

a. When possible and before contingency operations begin, the supported geographical CCMD, in conjunction with USTRANSCOM, will evaluate and determine (based on the availability of the host nation container infrastructure and the capability of the operational forces to receive and handle containers) the appropriate size containers best suited for the initial phases of an operation. During this time, DoD Components will use intermodal containers in the order outlined in Paragraphs 5.3.a.(1) through 5.3.a.(4) and subject to operational requirements of the CCMD.

- (1) DoD-owned containers already in inventory.

(2) Containers purchased by DoD for the contingency that will be retained in theater to support CCMD requirement.

(3) Leased or DoD-controlled containers available from the USTRANSCOM.

(4) Carrier-owned containers under USTRANSCOM contracts.

b. Supported CCMDs will assess the use of containers for non-transportation purposes. This assessment will prioritize the return of TSP-owned and DoD-leased containers, followed by DoD-owned containers. The transfer of contents from one container to another container followed by additional transportation (e.g., transloading) will be avoided unless deemed essential by the supported CCMD in coordination with USTRANSCOM. Movement of TSP-provided containers beyond the initial inland destination point should be avoided unless the CCMD determines it is operationally necessary.

c. During contingencies, DoD Components will make every effort to avoid container detention charges by returning TSP-owned containers to the TSP before the end of the free time period, or coordinating with USTRANSCOM to procure the container or modify the terms of the agreement. Containers needed for non-transportation purposes will be purchased by the government as a result of operational necessity, to include retention in the AOR and a lack of appropriate infrastructure or equipment. These containers become the property of the lead Military Department, as specified by the supported CCMD.

d. Container detention charges for contingency operations will be billed separately from the ocean charges. These charges will be assessed against the lead Military Department, as specified by the supported CCMD. Upon request from the Commander, Surface Deployment and Distribution Command, the lead Military Department, as specified by the supported CCMD, will provide a line of accounting to the Surface Deployment and Distribution Command for container purchase funding to mitigate container detention costs. For non-contingency operations, detention charges will be paid by the responsible party in accordance with Title 10, U.S.C.

**5.4. RAILROAD EQUIPMENT AND TRANSPORTATION.** A mix of commercial and organic fleet capacity is needed to support DoD transportation requirements. To ensure adequate rail equipment capacity is available to meet these requirements, USTRANSCOM, in collaboration with the DoD Components, will conduct assessments, at least once every 5 years, to determine if the mix of organic and commercially available assets is sufficient to meet peacetime, contingency, and wartime requirements.

a. Railroad equipment will only be acquired when commercially available equipment is not practicable or cost effective to use. When DoD ownership is necessary, equipment will conform to standard commercial design criteria and meet all current requirements of the Association of American Railroads, unless waived. Once acquired, maximum use will be made of DoD-owned or -leased railroad equipment consistent with the reasons for which it was acquired.

b. DoD railroad equipment and assets will be maintained by trained personnel to provide support for DoD emergency and wartime logistics requirements. DoD locomotive operators,

brakemen, and conductors will be trained and certified to Association of American Railroads standards.

c. The procedures for captive (installation) locomotives and cars are:

(1) Captive railroad equipment is under the direction of the installation manager for daily mission, emergency, and wartime requirements. Captive cars may not move in interchange service (e.g., off the installation) except during repositioning to another installation or when approved by Surface Deployment and Distribution Command.

(2) DoD Component heads will provide a DD Form 448 or other appropriate funding instruments to the Secretary of the Army or designee for the procurement and associated costs of locomotives and captive cars for their use.

(3) Each DoD Component will designate a manager to maintain current information about all Component locomotives and captive cars, to include requirements determination, replacement plans, and redistribution within the Component.

(4) The Secretary of the Army's representative will establish and chair an interservice locomotive and captive car management committee that conducts annual reviews of management information and coordinates DoD Component captive railroad equipment distribution plans. Each DoD Component will designate a representative to serve on the committee.

d. The procedures for DFRIF cars are:

(1) DFRIF cars are under the management of the Surface Deployment and Distribution Command. DFRIF cars may not be kept on an installation or used in captive (e.g., installation) service, except as permitted by the DFRIF's manager. DFRIF cars support peacetime exercises, improve contingency response and meet military needs when commercial cars are unavailable. DoD Components will use commercially owned railcars to move DoD cargo when readily available by the railroad that serves the installation.

(2) The Department of the Army plans, programs, and budgets for the acquisition, modification, maintenance, and overhaul of DFRIF general purpose cars. DoD Components plan, program, and budget for the acquisition, modification, and rebuilding of DFRIF special-purpose cars. DoD Components will provide a DD Form 448 or other appropriate funding instruments to the Secretary of the Army or designee for the procurement and associated costs of special-purpose cars. DFRIF revenue and operating expenses will have a separate accounting in the transportation working capital funds.

(3) General purpose cars are flatcars for moving vehicles or containers and are available for use by any Military Department. Special-purpose cars are cars, other than flatcars, for moving vehicles, petroleum products, or containers and are available for use by any Military Department. The manager of the DFRIF must approve the specifications, bill of materials, design drawings, and first article tests of new DFRIF cars.

(4) DFRIF cars may participate in equipment pools or otherwise be used to carry commercial traffic when doing so avoids maintenance issues caused by long term inactivity, increases rail transportation capacity, or reduces DoD costs.

e. DoD interests in the use and maintenance of civilian rail lines is exercised through the Railroads for National Defense Program consistent with DoDD 4510.11. USTRANSCOM assesses the impact of railroad abandonments, bankruptcies, mergers, or similar actions that may alter the movement of DoD materiel on or off a military installation. DoD Components will coordinate with the CDRUSTRANSCOM when any change in rail operations impacts installation operations.

**5.5. MOTOR TRANSPORTATION.** In collaboration with the DoD Components, USTRANSCOM:

a. Develops procedures, rules, and regulations for the movement of DoD shipments by motor transportation that comply with Federal Motor Carrier Safety Administration, Department of Transportation operating authority requirements for the safety fitness of motor carriers as defined in Part 385 of Title 49, Code of Federal Regulation. Refer to DTR Part II – Cargo Movement for detailed shipment procedures.

b. Develops contract and transportation arrangements that maximize the use of commercial motor carrier best practices, including the use of third-party logistics providers, brokers, and freight forwarders.

c. Manages TSP performance programs to ensure DoD Components receive reliable, responsive, and cost-effective motor transportation services. Refer to Chapter 207 of DTR Part II – Carrier Performance and Evaluation Program for detailed procedures.

**5.6. AA&E.** DoD Components will use only USTRANSCOM-approved commercial TSPs for the movement of DoD-sponsored AA&E shipments and transportation procedures that comply with DoDI 5100.76 and DoD Manual 5100.76. As the single manager for common-user transportation, USTRANSCOM, in collaboration with the DoD Components:

a. Publishes transportation regulations to ensure procedures for the safety and security of AA&E shipments from the point of origin to the point of delivery, to include safe haven and secure holding areas. These regulations and procedures are binding on all DoD Components and, through acquisition instruments, upon TSPs, vendors, original equipment manufacturers, and other private sector entities that perform transportation and related services for the DoD.

b. Investigates in-transit carrier accidents involving AA&E. Determines potential root causes and identifies corrective actions that could mitigate the recurrence of the mishap or the potential for more significant mishaps. Forwards relevant findings and recommendations to the Office of DASD(Log) and the DoD Explosives Safety Board in accordance with DoDD 6055.09E.

c. Develops and maintains procedures in accordance with the DTR, from which the DoD Components can implement curricula for training the DoD transportation workforce on AA&E transportation regulations and processes. All DoD Component heads will standardize their AA&E transportation training in accordance with DoDI 5100.76 and DoD Manual 5100.76.

d. Develops and implements checklists and procedures in conjunction with DoD Components' Inspectors General and auditors to evaluate and report on the compliance with and adequacy of the regulations governing the transportation of AA&E.

e. Maintains a tracking and emergency response notification capability for AA&E and other sensitive material transiting North America by surface carriers in accordance with Chapter 205 of Part II, DTR – Transportation Protective Service.

**5.7. TRANSPORTATION ENGINEERING ANALYSIS.** Transportation engineering requirements will be integrated into civil and DoD programs to ensure that national defense interests are protected. Safe, efficient, and effective transportability features will be incorporated into the design of DoD transportation processes, equipment, and facilities. Specific policy, roles, and responsibilities for DoD transportation engineering programs are contained in DoDD 4510.11, DoDI 4540.07, and DoD Manual 4510.12.



## **SECTION 6: SEA TRANSPORTATION**

**6.1. GENERAL.** U.S. sealift capability is essential to supporting the U.S. defense strategy. Pursuant to National Security Directive 28, the U.S. national sealift objective is to ensure that sufficient military and civil maritime resources will be available to meet DoD deployment and essential economic requirements in support of national security strategy and to meet sealift requirements in event of crisis or war. When more than one sealift alternative is available (e.g., commercial liner, commercial charter, or activated government-owned), relevant factors (e.g., readiness and responsiveness, vessel schedules, customer requirements, cost, and capacity) will be evaluated and documented to support the justification for each sealift vessel selection decision.

**6.2. SIZING THE FLEET.** A mix of commercial (e.g., scheduled service and charter) and organic capacity is needed to support DoD transportation requirements. To ensure adequate sealift capacity is available to meet these requirements the USTRANSCOM will, at least annually, determine the number of organic and chartered ships (collectively referred to as the DoD controlled fleet) required to meet peacetime, contingency, and wartime projected requirements. DoD-controlled sealift transportation assets are those leased or chartered exclusively for DoD use. The guidance in Section 3 applies to the DoD-controlled fleet except when a deviation is appropriate, as specified in Section 3.

**6.3. USE OF VISA CARRIERS.** The DoD relies on TSPs for the transportation of a significant portion of its wartime and peacetime cargo. The relationship between the DoD and the commercial sector is critical to mobilization, deployment, and sustainment of military forces. VISA provides assured access to U.S.-flag commercial ocean transportation to support emergency deployment and sustainment of U.S. military forces. VISA carriers contractually pledge their vessels and intermodal systems capacities in return for priority of DoD peacetime business. When the DoD determines that commercial sealift capacity is required, the priorities listed in Paragraphs 6.4.a. through 6.4.g. apply.

**6.4. COMMERCIAL PRIORITIES.** When a decision is made to use commercial sealift capacity to meet DoD peacetime and contingency sealift transportation requirements, these priorities (in order of precedence) will be used:

- a. U.S.-flag vessel capacity operated by a VISA participant and U.S.-flag vessel sharing agreement (VSA) capacity of a VISA participant.
- b. U.S.-flag vessel capacity operated by a VISA non-participant.
- c. Combination of U.S.-flag and foreign-flag vessel capacity operated by a VISA participant and combination U.S.-flag and foreign-flag VSA capacity of a VISA participant.
- d. Combination of U.S.-flag and foreign-flag vessel capacity operated by a VISA non-participant.

e. U.S.-owned or -operated foreign-flag vessel capacity and VSA capacity of a VISA participant.

f. U.S.-owned or -operated foreign-flag vessel capacity and VSA capacity of a VISA non-participant.

g. Foreign-owned or -operated foreign-flag vessel capacity of a VISA non-participant.

**6.5. ORGANIC SEALIFT.** U.S. Government sealift vessels, including those maintained by USTRANSCOM and the U.S. Maritime Administration, normally are maintained in a state of reserve readiness as described in this instruction. When scheduled or chartered commercial sealift assets are not available or suitable pursuant to the provisions of Section 3, the CDRUSTRANSCOM may request the Maritime Administration to activate vessels to full operating status in support of approved Chairman of the Joint Chiefs of Staff and Military Department exercises, contingencies, wartime, crew training and sea trials, or other defense purposes. When vessels are activated, they must be returned to reduced operating status as soon as practicable after the requirement is satisfied. However, when activated, their use should receive priority over commercial alternatives if they can support mission requirements within the scope and timing of their activation orders. This also applies to chartered vessels that are available and compatible with transportation requirements.

**a. RRF Ships.** In accordance with the DoD and the Department of Transportation RRF Memorandum of Agreement, the CDRUSTRANSCOM, on behalf of the DoD, may request U.S. Maritime Administration activations of RRF ships for contingency operations, exercises, training and testing, storage, and other purposes for which scheduled or chartered commercial sealift assets are not available or suitable. Additionally, the CDRUSTRANSCOM, on behalf of the DoD, may concur or non-concur in U.S. Maritime Administration requests to temporarily use RRF vessels for storage of non-DoD-related cargo.

**b. Afloat Pre-Positioning Force Ships.** Ships of the afloat pre-positioning force, after discharge of their pre-loaded cargo and release by the supported CCDR, may be placed in reduced operating status in U.S. ports unless required for movement of common-user requirements under the provisions of Section 3.

**6.6. INTRA-THEATER SEALIFT.** For contingency operations, the supported CCDR will designate and assign responsibilities to a lead Military Service Component for their AOR for funding both organic and commercially contracted sealift. This does not include Service-unique assets that provide direct support. For non-contingency operations, intra-theater ocean transportation payment will remain the responsibility of the ordering Military Service.

**6.7. MARITIME SECURITY PROGRAM.** In accordance with Section 53102 of Title 46, U.S.C., the Maritime Security Program consists of a fleet of active, commercially viable, militarily useful, privately owned vessels to meet national defense and other security requirements and maintain a U.S. presence in international commercial shipping. USTRANSCOM will coordinate Maritime Security Program actions with the DASD(Log) and

the Chairman of the Joint Chiefs of Staff before any vessel changes within the Maritime Security Program.

**6.8. TANKER SECURITY FLEET.** In accordance with Section 53402 of Title 46, U.S.C., the Tanker Security Fleet consists of a fleet of active, commercially viable, militarily useful, privately owned product tank vessels to meet national defense and other security requirements and maintain a U.S. presence in international commercial shipping. In accordance with the August 25, 2021 Secretary of Defense Memorandum, the CDRUSTRANSCOM, is delegated the authority to take certain actions the Secretary of Defense is authorized to take in accordance with Chapter 534 of Title 46, U.S.C. This delegation excludes the Secretary of Defense's authority to take action under Sections 53402(d) and 53412(a) of Title 46, U.S.C.

**6.9. SEALIFT PASSENGER MANIFESTING.** Passenger manifesting systems information and data collection requirements are contained in the DTR.

## **SECTION 7: HOUSEHOLD GOODS AND POV SHIPMENT AND STORAGE PROGRAMS**

**7.1. GENERAL.** The DoD Personal Property Program (DP3), managed by USTRANSCOM, will utilize the awarded commercial contractor or an approved tender of service TSP in the processing, storage, handling, and transportation of household goods belonging to authorized personnel of any foreign or U.S. Government agency when arranged on behalf of the DoD. Prior approval for non-U.S. Government household goods shipments is required from the DASD(Log) or designee.

**7.2. CONSOLIDATION AND STANDARDIZATION OF PERSONAL PROPERTY SHIPPING OFFICES.** The DoD Components will consolidate DP3 shipping offices and standardize traffic management functions whenever possible and work with other DoD Components to implement the joint consolidation plan. Primary focus will remain on meeting customer requirements while reducing administrative, personnel, and facility requirements.

### **7.3. SHIPMENT AND STORAGE OF POVS.**

a. USTRANSCOM manages a primary POV contract responsible for accomplishing all required actions for the shipment of POVs in accordance with the contract.

b. Storage of POVs will be accomplished by the commercial contractor. Contingency storage of POVs is based on the policy of the Military Department concerned.

### **7.4. SHIPMENT AND STORAGE OF HOUSEHOLD GOODS.**

a. USTRANSCOM will use tenders of service or a contract to procure services with a TSP that is responsible for accomplishing all required actions to ship household goods from origin to destination on behalf of the DoD in accordance with the tender of service or contract through which the shipment is awarded.

b. Shipments or storage of household goods ordered and awarded to a TSP by tenders of service will meet the standards of satisfactory service, provide the DoD the best value for the services being requested, and meet all qualification requirements of the DP3 Business Rules.

c. Shipment or storage of household goods ordered through an awarded contract for end-to-end relocation of household goods will comply with all requirements outlined in the contract.

d. Personal property shipping offices will assign personnel, in accordance with DP3 requirements, to evaluate the commercial contractor's and TSPs' performance as needed, but not less than annually. TSPs that fail to meet established standards of service or commit unethical acts will be excluded as program participants in accordance with the criteria and procedures contained in the Federal Acquisition Regulation, Defense Federal Acquisition Regulation Supplement, or the tender of service.

**7.5. SYSTEM MANAGEMENT.** USTRANSCOM will maintain systems of record that provide detailed shipment and storage information, provide ordering and invoicing capabilities, and interface with TSPs systems performing relocation services for the DP3. These systems of record will also interface with the DoD's data platform for consolidation of shipment data.

**7.6. PROGRAM REVIEWS.** USTRANSCOM, in coordination with the DoD Components, will perform annual program reviews to ensure the overall effectiveness of the program. At a minimum, these reviews will consist of:

- a. An assessment of commercial contractor's performance and TSPs' and service provider cost and performance to include a trend analysis and recommended program changes.
- b. A metrics-based evaluation of the program that includes the process from the point the requirement is submitted through settlement.
- c. An assessment of the effectiveness of the information technology systems and tools and contracts that support the program.
- d. Impact assessment of external factors that impact the program such as industry capability and changes to customer's shipping entitlements.

**7.7. STRATEGIC PLANS.** USTRANSCOM, in coordination with the DoD Components, will develop a 5-year strategic plan that establishes goals, objectives, and initiatives for the program. The plan will be updated on an annual basis and provided to the ASD(S).

## **SECTION 8: REPRESENTATION BEFORE REGULATORY BODIES**

**8.1. GENERAL.** The DoD will ensure that its interests are represented adequately during any proceedings before a transportation regulatory body or other regulatory body with the authority to review or regulate matters that may impact the DTS. This may be in the form of a written submission, live testimony, or other method to convey information.

**8.2. PROCEDURES.** In coordination with ASD(S), the CDRUSTRANSCOM or their designee will represent the DoD at proceedings of regulatory bodies, such as the Surface Transportation Board, on matters relating to or potentially impacting the DTS. Representation includes proceedings before regulatory bodies on matters such as agricultural clearances, customs, border protection, mergers, security, surveillance programs, general rate increases, services, and operating authorities that may have an impact on DoD operations.

**8.3. INITIATION OF REGULATORY PROCEEDINGS.** The CDRUSTRANSCOM or designee may request that proceedings be initiated before a regulatory body of the United States to improve the efficiency, effectiveness, or usability of infrastructure or other facilities supporting the DTS, or when it is determined necessary to protect the transportation interests of the DoD.

**8.4. NOTICE OF SUBPOENA.** Consistent with the requirements and obligations of DoDD 5405.2, the DoD will ensure that its interests are represented adequately during any proceedings before a transportation regulatory body or other regulatory body with the authority to review or regulate matters that may impact the DTS. Any DoD Component that receives a subpoena involving these types of regulatory bodies must notify the ASD(S) and CDRUSTRANSCOM within 5 days of receiving the subpoena. This may be in the form of a written submission, live testimony, or other method to convey information.

**8.5. PROCEDURES.** Whenever any DoD employee is required to testify in proceedings of regulatory bodies on matters relating to or potentially impacting the DTS operations, prompt notification of receipt of such subpoenas and the nature of the proceedings will be provided to the CDRUSTRANSCOM who will, in turn, notify the ASD(S).

**8.6. PRESENTATION OF INFORMATION AND TESTIMONY.** Whenever a DoD employee is requested to testify or present information to a regulatory body on matters relating to or potentially impacting the DTS, the information presented will be reviewed by the ASD(S) and CDRUSTRANSCOM or designee for accuracy and completeness. The other DoD Components will provide assistance and information, as required.

## GLOSSARY

### G.1. ACRONYMS.

AA&E	arms, ammunition, and explosives
AOR	area of responsibility
ASD(S)	Assistant Secretary of Defense for Sustainment
CBCP	Customs and Border Clearance Program
CCDR	Combatant Commander
CCMD	Combatant Command
CDRUSTRANSCOM	Commander, United States Transportation Command
CRAF	Civil Reserve Air Fleet
DASD(Log)	Deputy Assistant Secretary of Defense for Logistics
DD	Department of Defense (forms)
DFRIF	Defense Freight Railway Interchange Fleet
DoDD	DoD directive
DoDI	DoD instruction
DP3	DoD Personal Property Program
DTR	Defense Transportation Regulation
DTS	Defense Transportation System
ISO	International Organization for Standardization
ITV	in-transit visibility
PII	personally identifiable information
POV	privately owned vehicle
RRF	Ready Reserve Force
TSP	transportation service provider
U.S.C.	United States Code
USTRANSCOM	United States Transportation Command

VISA voluntary intermodal sealift agreement

VSA vessel sharing agreement

**G.2. DEFINITIONS.** Unless otherwise noted, these terms and their definitions are for the purposes of this issuance.

**carrier-owned containers.** Any container owned or leased by a TSP that is used to meet its contracted commitment for the movement of DoD cargo.

**commercial sources.** All TSPs, including DoD-chartered commercial aircraft and vessels, regardless of the category of charter (e.g., flight or voyage charter or long-term time charter).

**common user.** Transportation and transportation services provided on a common basis for multiple DoD Components and, as authorized, non-DoD organizations.

**container management.** Planning, organizing, directing, controlling, and executing the functions and responsibilities required to provide for positive and effective use of DoD and Military Department-owned, -leased, or -controlled ISO containers. This includes functions and responsibilities of life cycle asset and operational management supporting the full spectrum of operations.

**detention charge.** A charge made on a TSP or carrier conveyance held by a DoD Component beyond the allowable free time for loading or unloading, for forwarding directions, or for any other purpose authorized and documented by the consignor or consignee. Detention charges occur in addition to all other transportation charges. With respect to vessel charters, it is the amount owed by the charterer to the vessel owner for actions of the charterer in detaining the owner's ship or other equipment beyond the time allowed and when demurrage charges are not applied.

**DFRIF.** A fleet of DoD-owned or leased freight cars built and maintained to the standards established by the Association of American Railroads and the Department of Transportation and intended for shipping DoD cargo over the commercial railroad system throughout North America, including Alaska, Canada, and Mexico.

**DoD-controlled containers.** Containers under DoD control that are owned or leased to TSPs.

**DoD-leased containers.** Those containers that are under long-term lease to the U.S. Government. USTRANSCOM is the procuring contracting office responsible for the award and management of the DoD-leased container contract. All DoD Components use this contract for the leasing of containers as needed. Government-leased containers are typically used to fill local shortages of government-owned containers in support of unit deployment and redeployment and are treated as such within the AOR. Container leases typically last from 1 to 2 years and do not incur detention charges. U.S. Government-leased containers also might be leased for special purposes, such as ammunition shipments or other sustainment uses.



**DTS.** That portion of the worldwide transportation infrastructure that supports DoD transportation needs in peace and war. The DTS consists of two major elements: military (organic assets) and commercial resources. These resources include aircraft, assets, services, and systems organic to, contracted for, or controlled by the DoD. The DTS infrastructure, including ports, airlift, sealift, railway, highway, ITV, information management systems, customs, and traffic management that the DoD maintains and exercises in peacetime, is a vital element of the DoD capability to project power worldwide. It provides for responsive force projection and a seamless transition between peacetime and wartime operations.

**Federal inspection services.** The U.S. Department of Homeland Security, the U.S. Department of Agriculture, and any other Federal agency having responsibility for enforcement of U.S. laws and regulations concerning customs and border clearance requirements.

**household goods.** Property, unless specifically excluded, associated with the home and all personal effects belonging to an employee and immediate family members on the effective date of the employee's change of official station orders that legally may be accepted and transported by a commercial household goods carrier, as defined in Part 300-3 of Subtitle F of Title 41, Code of Federal Regulations.

**individual.** Defined in the Privacy Act of 1974.

**intermodal equipment.** Assets that permit the trans-shipping of cargo among sea, highway, rail, and air modes of transportation. These include, but are not limited to, all DoD-owned, -leased, or -controlled ISO configured containers and non-ISO containers and system airlift equipment to include pallets, nets, chains and straps, container and material handling equipment, and other equipment and enablers that support DoD transportation and logistics operations.

**ISO containers.** Equipment that meets American National Standards Institute and ISO standards and is designed to facilitate and optimize the carriage of goods by one or more modes of transportation without intermediate handling of the contents and equipped with the features permitting ready handling and transfer from one mode to another. Containers may be fully enclosed with one or more doors, end or side opening, open top, refrigerated, tank, open rack, gondola, flatrack, or other designs.

**maintain.** Defined in the Privacy Act of 1974.

**personal property shipping office.** DoD activities that handle the storage and shipment of personal property, including POVs, for military personnel and civilian employees. Personal property shipping offices are located at military installations and activities and perform traffic management functions, such as ordering services and inspecting and evaluating contractor services.

**PII.** Defined in Office of Management and Budget Circular A-130.

**security cooperation.** All DoD interactions with foreign defense establishments to build defense relationships that promote specific U.S. security interests, develop allied and partner nation military and security capabilities for self-defense and multinational operations, and

provide U.S. forces with peacetime and contingency access to allied and partner nations. This also includes DoD-administered security assistance programs.

**security cooperation cargo.** Shipments moved either under a security assistance program such as the foreign military sales or security cooperation program that is funded with U.S. appropriations and administered within the foreign military sales infrastructure.

**Service-unique container.** Any intermodal container meeting ISO criteria that is either owned or leased to support a specific Service requirement, such as pre-positioning of supplies or equipment afloat or ashore; mortuary affairs; inland petroleum discharge systems; tactical shelters; and special ISO containers, such as quadruple containers and triple containers. The Service's unique containers are not available for common-user service.

**space-available travel.** Passengers and cargo eligible for transportation after all space-required traffic has been accommodated.

**system of records.** Defined in the Privacy Act of 1974.

**transloading.** A process that occurs when a shipment is being transferred from one mode of transportation to another or from one type of container asset to another (e.g., from TSP or carrier-owned container to government-owned container).

**transportation operational readiness.** The ability to provide strategic mobility capabilities within the DTS in order to accomplish missions required to meet national strategic objectives, as measured by capability, capacity, and proficiency.

**TSP.** Any party, person, agent, or carrier that provides freight or passenger transportation and related services to an agency. For a freight shipment, this would include packers, truckers, and storers. For passenger transportation, this would include airlines, travel agents, and travel management centers.

**VSA.** Space chartered to a VISA participant for the carriage of cargo under its commercial contracts, service contracts, or in common carriage aboard vessels shared with another carrier or carriers pursuant to a commercial VSA under which carriers may compete with each other for the carriage of cargo. In U.S.-foreign trades, the agreement is filed with the U.S. Maritime Administration in accordance with Title 46, U.S.C. and implementing regulations.

## REFERENCES

- Code of Federal Regulations, Title 14, Part 243
- Code of Federal Regulations, Title 41, Part 300-3
- Code of Federal Regulations, Title 49, Part 385
- Comptroller General of the United States, Decision B-138942, “Revised Guidelines for Implementation of the Fly America Act,” March 31, 1981<sup>1</sup>
- Comptroller General of the United States, Decision B-240956, “Matter of: Fly America Act – Code Sharing – Transportation by U.S. Carrier,” September 25, 1991<sup>2</sup>
- Defense Federal Acquisition Regulation Supplement, current edition
- Defense Transportation Regulation, current edition
- DoD 5400.11-R, “Department of Defense Privacy Program,” May 14, 2007
- DoD 7000.14-R, “Department of Defense Financial Management Regulations (FMRs),” current edition
- DoD Directive 3020.40, “Mission Assurance (MA),” November 29, 2016, as amended
- DoD Directive 4500.09, “Transportation and Traffic Management,” December 27, 2019, as amended
- DoD Directive 4510.11, “DoD Transportation Engineering,” December 23, 2014, as amended
- DoD Directive 5030.61, “DoD Airworthiness Policy,” May 24, 2013, as amended
- DoD Directive 5135.02, “Under Secretary of Defense for Acquisition and Sustainment (USD(A&S)), July 15, 2020
- DoD Directive 5405.2, “Release of Official Information in Litigation and Testimony by DoD Personnel as Witnesses,” July 23, 1985
- DoD Directive 6055.09E, “Explosives Safety Management (ESM),” November 18, 2016, as amended
- DoD Instruction 2040.02, “International Transfers of Technology, Articles, and Services,” March 27, 2014, as amended
- DoD Instruction 4140.01, “DoD Supply Chain Materiel Management Policy,” March 6, 2019
- DoD Instruction 4500.36, “Acquisition, Management, and Use of Non-Tactical Vehicles,” February 1, 2023
- DoD Instruction 4500.43, “Operational Support Airlift,” July 30, 2021
- DoD Instruction 4500.53, “DoD Commercial Air Transportation Quality and Safety Review Program,” May 7, 2021
- DoD Instruction 4500.56, “DoD Policy on the Use of Government Aircraft and Air Travel,” May 20, 2024
- DoD Instruction 4515.13, “Air Transportation Eligibility,” January 22, 2016, as amended
- DoD Instruction 4540.07, “Operation of the DoD Engineering and Transportability and Deployability Program,” February 19, 2016

---

<sup>1</sup> Decision can be found at <https://archive.gao.gov/auditpapr2pdf3/114774.pdf>.

<sup>2</sup> Decision can be found at <https://www.gao.gov/products/478186>.

DoD Instruction 5000.74, “Defense Acquisition of Services,” January 10, 2020, as amended  
DoD Instruction 5015.02, “DoD Records Management Program,” February 24, 2015, as amended  
DoD Instruction 5100.76, “Safeguarding Sensitive Conventional Arms, Ammunition, and Explosives (AA&E),” February 28, 2014, as amended  
DoD Instruction 5158.06, “Joint Deployment and Distribution Enterprise (JDDE) Planning and Operations,” April 7, 2020  
DoD Instruction 5400.11, “DoD Privacy and Civil Liberties Program,” January 29, 2019, as amended  
DoD Manual 4140.01, “DoD Supply Chain Materiel Management Procedures,” dates vary by volume  
DoD Manual 4510.12, “DoD Transportation Engineering Program,” June 14, 2023  
DoD Manual 5100.76, “Physical Security of Sensitive Conventional Arms, Ammunition, and Explosives (AA&E),” April 17, 2012, as amended  
DoD Personal Property Program Business Rules<sup>3</sup>  
Federal Acquisition Regulation, current edition  
Joint Travel Regulations, current edition  
Memorandum of Agreement between the Department of Defense and the Department of Transportation on the Administration of the Ready Reserve Force, August 8, 2008<sup>4</sup>  
National Security Decision Directive 280, “National Airlift Policy,” June 24, 1987  
National Security Directive 28, “National Security Directive on Sealift,” October 5, 1989  
Office of Management and Budget Circular A-130, “Managing Information as a Strategic Resource,” July 28, 2016  
Office of the Secretary of Defense, “The National Defense Strategy of the United States of America,” current edition  
Secretary of Defense Memorandum, “National Defense Reserve Fleet Delegation of Authority,” January 11, 2024  
Secretary of Defense Memorandum, “Delegation of Authority Under the Cargo Preference Act and the Tanker Security Fleet Program,” August 25, 2021  
Under Secretary of Defense for Acquisition, Technology, and Logistics Memorandum, “Joint Standardization Board for Intermodal Equipment,” June 8, 2006<sup>5</sup>  
United States Code, Title 5, Section 552a (also known as the “Privacy Act of 1974”)  
United States Code, Title 10  
United States Code, Title 31, Section 1535  
United States Code, Title 46  
United States Code, Title 49

---

<sup>3</sup> Available at <https://www.ustranscom.mil/dp3/>.

<sup>4</sup> Available at [https://www.acq.osd.mil/log/LOG\\_TD/policies.html/RRF\\_MOA\\_between\\_DoD\\_and\\_DoT\\_8-8-08.pdf](https://www.acq.osd.mil/log/LOG_TD/policies.html/RRF_MOA_between_DoD_and_DoT_8-8-08.pdf).

<sup>5</sup> Available at: [https://www.acq.osd.mil/log/LOG\\_TD/policies.html/JIWG\\_Background\\_Information.pdf](https://www.acq.osd.mil/log/LOG_TD/policies.html/JIWG_Background_Information.pdf).