



# Department of Defense

## **DIRECTIVE**

**NUMBER** 4500.09E

September 11, 2007

Incorporating Change 2, August 31, 2018

---

---

USD(A&S)

**SUBJECT:** Transportation and Traffic Management

- References:
- (a) DoD Directive 4500.9E, subject as above, February 12, 2005 (hereby canceled)
  - (b) Section 40125 of title 49, United States Code
  - (c) DoD 4500.9-R, "Defense Transportation Regulation" current edition (hereby renamed as DTR 4500.9-R, "Defense Transportation Regulation")
  - (d) DoD Directive 5101.1, "DoD Executive Agent," September 3, 2002
  - (e) through (w), see Enclosure 1

### 1. REISSUANCE AND PURPOSE

This Directive:

1.1. Reissues and updates Reference (a) in all areas except those relating to the provision of transportation services to Federal Agencies other than the Department of Defense. Those authorities remain unchanged and, to comply with Reference (b), retain their effective date of January 26, 1989.

1.2. Renames Reference (c) and directs the Commander, U.S. Transportation Command (USTRANSCOM), as the single-manager for common user transportation, to develop, publish, and maintain Reference (c). All users of the Defense Transportation System shall comply with Reference (c).

1.3. Designates USTRANSCOM as the DoD Executive Agent for the DoD Customs and Border Clearance Program in accordance with Reference (d) and cancels DoD Directive 5030.49 (Reference (e)).

1.4. Designates the Secretary of the Army as the DoD Executive Agent for the Military Assistance to Safety and Traffic (MAST) program, in accordance with Reference (d).

1.5. Continues to authorize DoD Instruction 4515.13(Reference (f)) in accordance with DoD Instruction 5025.01 (Reference (g)).

## 2. APPLICABILITY AND SCOPE

2.1. This Directive applies to the Office of Secretary of Defense, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff, the Combatant Commands, the Office of the Inspector General of Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the Department of Defense (hereafter referred to collectively as the “DoD Components”).

2.2. Specific policies for operational support airlift are in DoD Instruction 4500.43 (Reference (h)). Policies on the use of Government aircraft and air travel are in DoD Directive 4500.56 (Reference (i)). Policies on administrative use of motor vehicles are in DoD Instruction 4500.36 (Reference (j)). Policies on air passenger management and safety and quality control of civil air carriers are in DoD Instruction 4500.53 (Reference (k)). Policy on eligibility to travel on-board aircraft operated by or for the Department of Defense is prescribed in Reference (f). In the event of a conflict between the above references and this Directive, this Directive governs.

## 3. DEFINITIONS

Terms used in this Directive are defined in the DoD Dictionary of Military and Associated Terms (Reference (l)) and Enclosure 2.

## 4. POLICY

It is DoD policy that:

4.1. The national defense strategy of the United States 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 Department of Defense 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.

4.2. DoD shippers shall utilize commercial resources from the DTS to the maximum extent practicable unless there is a documented negative critical mission impact. An integral part of this policy is providing transportation service that is streamlined, flexible, cost effective, and responsive to customer needs.

4.2.1. Threat to Airlift Travelers. Members of the Uniformed Services and DoD civilian employees are authorized to use foreign-flag airlines (if U.S.-flag carriers are not available) and/or indirect routings to avoid high-threat areas and/or airports identified by the Defense Intelligence Agency. DoD personnel using foreign aircraft to avoid specific airports or routings

must disembark at the nearest practical interchange point and continue the journey on U.S.-flag carrier service.

4.2.2. Use of Foreign-Flag Shipping. DoD cargo shall be transported by sea only in vessels of the United States, or belonging to the United States, except in accordance with the terms of an applicable treaty or when U.S.-flag ships are not available to meet the cargo requirements, or when it is determined that rates charged by such vessels are excessive or otherwise unreasonable pursuant to Subpart 247.5 of the Federal Acquisition Regulation (Reference (m)). All Defense Security Cooperation Agency (DSCA) materiel that is U.S.-financed shall be transported by U.S.-flag carriers, unless a non-availability waiver has been granted by the DSCA and the Maritime Administration.

4.3. Transportation resources shall be used for official purposes only.

4.4. DoD transportation and traffic management programs shall foster an environment that promotes competition, industrial preparedness, quality service, and overall readiness.

4.5. DoD transportation requirements shall be met by using the most cost effective commercial transportation resources to the maximum extent practicable unless there is a documented negative critical mission impact. In peacetime, the Department of Defense generally shall maintain and operate only those owned or controlled transportation resources needed to meet approved DoD emergency and wartime requirements and anticipated exercise or other peacetime forecast requirements that may not reasonably be met with commercial transportation resources. DoD-owned or -controlled transportation resources shall 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.

4.6. Timely In-Transit Visibility (ITV) data on all cargo and passenger movements is provided, across the range of military operations, from the use of automated information systems to the DoD ITV system of record. Shippers shall use the DoD-approved suite of Automatic Identification Technology devices to enable the creation, capture, and processing of accurate shipment data in a timely manner to support ITV and to facilitate timely and efficient cargo and passenger movement.

4.7. Unless urgent circumstances prohibit, cargo, passengers, and personal property shall be manifested on-board all DoD-owned, -controlled, or -chartered conveyances supporting the Department of Defense. Detailed procedures for manifesting passengers, cargo, and personal property are contained in Reference (c).

4.8. Intermodal forms of transportation shall be utilized, to include the use of American National Standards Institute and/or International Standards Organization compatible containers to the maximum extent practicable, consistent with military needs (Reference (c)).

4.9. The Joint Travel Regulation (Reference (n)) states that civilian employees and military members and their dependents must use coach-class accommodations for official travel.

Exceptions to this policy for the use of other than coach-class accommodations must comply with Reference (n), as appropriate.  
(See Enclosure 3.)

4.10. The acquisition of common-user transportation and related services to meet DoD transportation requirements shall be accomplished primarily through USTRANSCOM in accordance with DoD Directive 5158.04 (Reference (o)). The Department of Defense may join with other Federal Government 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 shall use existing procurement instruments for transportation services, unless there is a documented negative critical mission impact.

## 5. RESPONSIBILITIES

5.1. The Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)), in accordance with DoD Directive 5134.01 (Reference (p)), shall identify policy consistent with United States Code (U.S.C.), and provide guidance to the DoD Components concerning the efficient and effective acquisition and use of DoD and commercial transportation resources and services.

5.2. The Heads of the DoD Components shall ensure that regulations and implementing procedures are revised to ensure full compliance with this Directive.

5.3. The Secretary of the Navy shall act for the Secretary of Defense and exercise the powers of the Secretary of Defense pursuant to section 501 of title 46, U.S.C. (Reference (q)) only on matters pertaining to waiver of cabotage law pursuant to the “Merchant Marine Act of 1920,” section 55102 of title 46, U.S.C. (also called the “Jones Act”) (Reference (r)) for the carriage of DoD cargo in the DTS. The authority may be redelegated to the Commander, Military Sealift Command, and no further. All other requests for waiver of cabotage laws shall be referred to the USD(AT&L) for further coordination with the Secretary of Homeland Security.

5.4. The Secretary of the Army shall serve as the DoD Executive Agent for the MAST program, in accordance with Reference (d) and, as such, shall implement DoD policy; provide direction on plans, procedures, and requirements; and task the DoD Components having cognizance over military resources that may be employed in support of the MAST program. Forces that are under the operational control of the Commanders of the Combatant Commands shall not be tasked to support the establishment of MAST sites without the approval of that Combatant Commander.

5.5. The Chairman of the Joint Chiefs of Staff shall establish means for identifying requirements to USTRANSCOM, the Distribution Process Owner, and maintain cognizance over those requirements, prescribe a transportation movement priority system, and institute a Joint Transportation Board to analyze courses of actions and provide recommendations when requirements exceed transportation system capability.

5.6. The Commander, USTRANSCOM, shall:

5.6.1. Serve as the single-manager for common user transportation, and as such USTRANSCOM:

5.6.1.1. Shall develop, publish, and maintain Reference (c).

5.6.1.2. Is hereby designated as the DoD Executive Agent for the Customs and Border Clearance program with delegated authority to enter into binding agreements on behalf of the Department of Defense in accordance with Reference (d).

5.6.1.3. Is also designated the Distribution Process Owner in accordance with Reference (o).

5.6.1.4. Shall be responsible for determining requirements for overland movement of DoD Privately Owned Vehicles in the continental United States and serving as the DoD point of contact for the establishment, amendment, or clarification of rules of the regulatory bodies governing safe transportation.

5.6.2. Be the primary commander responsible for the transportation-oriented elements of strategic mobility planning and operations, and maintaining the Joint Deployment System. USTRANSCOM shall be responsible for worldwide strategic mobility planning (deliberate and execution), deployment-related automated data processing systems integration, and centralized traffic management.

5.6.3. Coordinate changes and updates to Reference (c) with the Assistant Deputy Under Secretary of Defense for Transportation Policy, and as appropriate with the Joint Staff, Military Departments, and Defense Logistics Agency representatives.

6. RELEASABILITY. **Cleared for public release.** This Directive is available on the Directives Division Website at <http://www.esd.whs.mil/DD/>.

7. SUMMARY OF CHANGE 2. This change reassigns the office of primary responsibility for this Directive to the Under Secretary of Defense for Acquisition and Sustainment in accordance with the July 13, 2018 Deputy Secretary of Defense Memorandum (Reference (s)).

8. EFFECTIVE DATE. This Directive is effective September 11, 2007.



Gordon England

Enclosures – 4

E1. References, continued

E2. Definitions

E3. First/premium-Class Travel Accommodations Approval Authority

E4. Retained Authorities

E1. ENCLOSURE 1

REFERENCES, continued

- (e) DoD Directive 5030.49, “DoD Customs and Border Clearance Program,” May 4, 2004 (hereby canceled)
- (f) DoD Instruction 4515.13, “Air Transportation Eligibility,” January 22, 2016, as amended
- (g) DoD Instruction 5025.01, “DoD Issuances Program,” August 1, 2016, as amended
- (h) DoD Instruction 4500.43, “Operational Support Airlift (OSA),” May 18, 2011, as amended
- (i) DoD Directive 4500.56, “DoD Policy on the Use of Government Aircraft and Air Travel,” April 14, 2009, as amended
- (j) DoD Instruction 4500.36, “Acquisition, Management, and Use of Non-tactical Vehicles (NTVs),” December 11, 2012, as amended
- (k) DoD Instruction 4500.53, “DoD Commercial Air Transportation Quality and Safety Review Program,” October 20, 2008, as amended
- (l) Office of the Chairman of the Joint Chiefs of Staff, “DoD Dictionary of Military and Associated Terms,” as amended
- (m) Parts 47.3 and Subpart 247.5 of the Federal Acquisition Regulation, current edition
- (n) Defense Travel Management Office, Joint Travel Regulation, current edition
- (o) DoD Directive 5158.04, “United States Transportation Command (USTRANSCOM),” July 27, 2007, as amended
- (p) DoD Directive 5134.01, “Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)),” December 9, 2005, as amended
- (q) Section 501 of title 46, United States Code
- (r) Section 55102 of title 46, United States Code, also known and referred to in this directive as the “Merchant Marine Act of 1920” (“Jones Act”)
- (s) Deputy Secretary of Defense Memorandum, “Establishment of the Office of the Under Secretary of Defense for Research and Engineering and the Office of the Under Secretary of Defense for Acquisition and Sustainment,” July 13, 2018
- (t) Deputy Secretary of Defense Memorandum, “Premium-Class Travel Program,” March 19, 2004<sup>1</sup>
- (u) Sections 1535 and 1536 of title 31, United States Code
- (v) DoD 7000.14-R, “Department of Defense Financial Management Regulations (FMRs),” Volumes 11A, 11B, and 15, current version
- (w) DoD Instruction 6000.11, “Patient Movement (PM),” May 4, 2012

---

<sup>1</sup> Request this reference by sending an email to [atl.lmr@osd.mil](mailto:atl.lmr@osd.mil)

## E2. ENCLOSURE 2

### DEFINITIONS

E2.1. Automatic Identification Technology (AIT). A suite of tools for facilitating total asset visibility (TAV) source data capture and transfer. AIT includes a variety of devices, such as bar codes, magnetic strips, optical memory cards, and radio frequency tags for marking or tagging individual items, multi-packs, equipment, air pallets, or containers, along with the hardware and software required to create the devices, read the information on them, and integrate that information with other logistic information. AIT integration with logistic information systems is essential to the DoD TAV efforts.

E2.2. Defense Transportation System (DTS). For the purpose of this Directive, DTS is 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) and commercial resources. These resources include aircraft, assets, services, and systems organic to, contracted for, or controlled by the Department of Defense. The DTS infrastructure, including ports, airlift, sealift, railway, highway, ITV, information management systems, customs, and traffic management that the Department of Defense 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.

E2.3. DoD-Controlled. For the purposes of this Directive, DoD-controlled transportation resources are defined as sealift transportation assets leased, or chartered exclusively for DoD use for periods greater than 90 days. For airlift, only those aircraft leased and operated using military crews or wet leased for exclusive use under long-term contracts shall be considered DoD-controlled assets.

E2.4. In-Transit Visibility (ITV). See Reference (1) for definition.

E2.5. Shipper. A Service or agency activity (including the contract administration or purchasing office for vendors) or vendor that originates shipments. The functions performed include planning, assembling, consolidating, documenting, and arranging materiel movement.



E3. ENCLOSURE 3

FIRST/PREMIUM-CLASS TRAVEL ACCOMMODATIONS APPROVAL AUTHORITY

Approval authorities for first/premium-class accommodations are as follows:

E3.1. The Office of the Secretary of Defense and the Defense Agencies. Director, Administration and Management, or as delegated by the Deputy Secretary of Defense Memorandum (Reference (t)).

E3.2. The Secretaries of the Military Departments. The Secretaries of the Military Departments may redelegate approval authority to the Under Secretaries, the Service Chiefs or their Vice and/or the Deputy Chiefs of Staff, and four-star Major Commanders or their three-star Vice and/or Deputy Commander and no further.

E3.3. The Chairman of the Joint Chiefs of Staff and the Combatant Commands. The Director, Joint Staff, or as delegated. The Combatant Commanders may redelegate approval authority to the Vice and/or Deputy Commanders, and four-star Component Commanders or their three-star Vice and/or Deputy Commanders only.

E3.4. Prohibition on Approving Own Premium-Class Travel. Premium-class approving officials may not approve their own premium-class travel. They must obtain approval from their reporting senior flag officer or civilian equivalent. Approval must be granted by someone senior to the traveler.

E3.5. Other. Approval authorization for premium-class other than first-class accommodations and the limitations on use of any premium-class accommodations are set-forth in Reference (n), as appropriate.

E4. ENCLOSURE 4

RETAINED AUTHORITIES  
(Effective date January 26, 1989)

E4.1. Support for Non-DoD Units. Arrange and provide administrative, logistics, and medical support to the United States Department of Agriculture or to the United States Public Health Service advisors and/or inspectors at specific foreign embarkation points. Retrograde DoD cargo shall not be embarked without official clearance certification or free pratique authorization by a certified quarantine inspector. Retrograde of foreign equipment for repair and return shall be arranged on a space available, reimbursable basis.

E4.2. Employment of Military Resources for MAST

E4.2.1. Military units shall assist civilian communities in providing medical emergency helicopter services beyond the capability of that community. Military units shall not compete for emergency medical evacuation missions in areas where support may be provided by civilian contractors.

E4.2.2. Military support shall only be accomplished as a by-product of, and within, the Military Department's annual training program and without adverse impact to the unit's primary military mission. MAST support may be discontinued with little or no advance notice due to DoD priorities.

E4.2.3. Support may only be provided subject to the following specific limitations:

E4.2.3.1. Assistance may be provided only in areas where military units able to provide such assistance are regularly assigned.

E4.2.3.2. Military units shall not be transferred from one area to another for providing such assistance.

E4.2.3.3. Assistance may be provided only to the extent that it does not interfere with the performance of the military mission.

E4.2.3.4. The provisions of assistance shall not cause any increase in funds required for DoD operation.

E4.2.3.5. The Secretary of Defense, or his or her designee, shall be the final decision authority for commitment of DoD resources to the MAST program.

E4.2.3.6. DoD costs incurred in the program shall be funded by the Military Departments within their annual training program.

### E4.3. Non-DoD Use of DoD Transportation

E4.3.1. DoD transportation resources may be used to move non-DoD traffic only when the DoD mission shall not be impaired and movement of such traffic is of an emergency, lifesaving nature, specifically authorized by statute, in direct support of the DoD mission, or requested by the head of an Agency of the Government pursuant to sections 1535 and 1536 of 31 U.S.C. (Reference (u)). The requesting Agency must provide a determination that the request is in the best interest of the Government and that commercial transportation is not available or, for reasons that must be specified, is not capable of satisfying the movement requirement.

E4.3.2. Reimbursement for transportation provided by the Department of Defense to other U.S. Government agencies and non-U.S. Government agencies or private individuals is required and shall be in accordance with DoD 7000.14-R, Volumes 11A and 11B (Reference (v)). Rates shall be constructed in accordance with DoD Instruction 6000.11 (Reference (w)) to recover specific costs based on the type of agency supported. Non-DoD U.S. Government rates shall recover costs that shall offset expenses from appropriated funds such as military and civilian pay or funded fringe benefit costs, and recover other significant costs such as the cost of fuel, landing fees, etc. Non-U.S. Government rates shall recover the full cost of operation to include those costs charged to other U.S. Government Agencies, plus miscellaneous costs, as provided in Reference (v). Specific rates or surcharges may be provided by the transportation operating agencies. Reimbursement for transportation of foreign military sales materials shall be in accordance with Reference (v).

E4.3.3. Requests for the use of DoD transportation to move non-DoD traffic shall be handled, as follows:

E4.3.3.1. Medical evacuation transportation is governed pursuant to the terms of Reference (w). Requests for medical evacuation transportation shall be referred to the Global Patient Movement Requirements Center for disposition in accordance with that Instruction.

E4.3.3.2. Other requests shall be referred for decision to the Assistant Deputy Under Secretary of Defense (Transportation Policy) unless they fall within a category for which the decision authority is exercised by another DoD element pursuant to Reference (d).

E4.3.3.3. When DoD transportation has been authorized to move non-DoD traffic, the documents associated with customs, immigration, export, or other international travel and transportation requirements must be accomplished by the person or organization requesting the transportation.