



**U.S. Department of
Transportation**

Office of the Secretary
of Transportation

ORDER

DOT 6050.1B

1-15-93

Subject: **MANAGEMENT AND USE OF DEPARTMENT OF
TRANSPORTATION AIRCRAFT**

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1. **PURPOSE.** This order prescribes Department of Transportation (DOT) policies and procedures for the management and use of DOT aircraft. It implements applicable Governmentwide aircraft guidance from the Office of Management and Budget (OMB) and the General Services Administration (GSA).
 2. **CANCELLATION.** DOT 6050.1A, Use of Department of Transportation Aircraft, of 12-29-89.
 3. **REFERENCES.**
 - a. OMB Circular A-126 (Revised), Improving the Management and Use of Government Aircraft, of 5-22-92, which was issued to minimize cost and improve the management and use of Government aviation resources and to ensure that agencies rely on commercial airline or aircraft services to meet their aircraft support needs where possible and cost effective.
 - b. Federal Property Management Regulations (FPMR) 101-37, Government Aviation Administration and Coordination, which provides policies and procedures on accounting for aircraft costs, cost comparisons for acquiring and using aircraft, use of aircraft to transport passengers or cargo, and reporting of an agency's inventory of aircraft and related facilities as well as aircraft cost and utilization data. The FPMR also covers accident and incident reporting and investigation.
 4. **DEFINITIONS.**
 - a. **Departmental Elements.** The operating administrations and the Office of the Secretary (OST).
 - b. **DOT Aircraft.** Includes any owned, leased, rented, or chartered aircraft held and/or operated by the U.S. Coast Guard (USCG), the Federal Aviation Administration (FAA), or any other departmental element.

DISTRIBUTION: All Secretarial Offices
All Operating Administrations

OPI: Office of Administrative Services
and Property Management

- c. DOT Senior Level Officials. For purposes of this order, the term DOT senior level officials refers to the Secretary of Transportation, the USCG Commandant, and the FAA Administrator as well as the Deputy Secretary for Transportation, the USCG Vice Commandant, and the FAA Deputy Administrator when these officials are representing their principals.
- d. Senior Federal Officials. Departmental and other Federal employees having a rate of pay equal to or greater than the minimum rate of basic pay for the Senior Executive Service. USCG officers serving in the pay grades of 0-9 or 0-10 are included in this definition.
- e. Official Transportation. Transportation to meet mission requirements, required use transportation, and other transportation for the conduct of a departmental element's business.
- f. Mission Requirements. Those activities that constitute the discharge of a departmental element's official responsibilities. Such activities include, but are not limited to, the transport of troops and/or equipment, training, evacuation (including medical evacuation), intelligence and counter-narcotics activities, search and rescue, transportation of prisoners, use of defense attaché-controlled aircraft, flight inspection, aeronautical research and space and science applications, and other such activities. For purposes of this order, mission requirements do not include official transportation to give speeches, attend conferences or meetings, or make routine site visits.
- g. Required Use. Use of a DOT aircraft for the transportation of a Departmental Officer or employee where the use of the DOT aircraft is required because of bona fide communications or security needs of the departmental element or exceptional scheduling requirements.
- h. Passengers. Includes all persons transported on a DOT aircraft except the aircraft crew and those persons whose presence on the aircraft is essential or directly related to the official purpose of the flight. Nevertheless, for purposes of determining if the flight involves transportation, persons including the aircraft crew are considered to be passengers if they disembark the aircraft to perform an official administrative function such as attending a conference or meeting other than that which is

necessary to the official purpose of the flight (e.g., a flight inspection coordination meeting at an airport).

- i. Non-official Travelers. Includes all persons for whom a departmental element is not authorized to pay or reimburse the transportation costs or other travel expenses for a particular trip. Excluded from this definition are Federal travelers from other agencies on official Government business who are being transported on DOT aircraft.
 - j. Full Coach Fare. A coach fare available to the general public between the day that the travel was planned and the day the transportation occurred.
 - k. Actual Cost. All costs associated with the use and operation of a DOT or other Government aircraft in accordance with Attachment A of OMB Circular A-126.
5. BACKGROUND. OMB Circular A-126, Improving the Management and Use of Government Aircraft, was revised recently to restrict the operation of Government aircraft to defined official purposes; restrict transportation on Government aircraft; require special review of such transportation on Government aircraft by senior officials or non-Federal travelers in certain circumstances described; and codify policies for reimbursement for the use of Government aircraft. In addition to implementing the OMB guidance, this order incorporates policy and procedural changes to improve the management and use of DOT aircraft.
 6. SCOPE. This order applies to: (1) all DOT aircraft and (2) all aircraft related services operated by or for departmental elements.
 7. POLICIES. The following policies apply to the management and use of DOT aircraft:
 - a. DOT aircraft shall be utilized only for official purposes which include (i) mission requirements and (ii) other official transportation. There shall be no stopovers, diversions, reroutings, fuel stops, etc., for the personal convenience or travel desires of any DOT official, employee, or other passenger. This does not preclude reasonable stopovers (e.g., refueling stops) that are prudent or necessary for reasons of safety or mission accomplishment.
 - b. The number and size of DOT aircraft acquired by a departmental element and the capacity of those aircraft to carry passengers and cargo shall not exceed the level necessary to meet the departmental element's mission requirements.

- c. Departmental elements shall use their aircraft in the most cost-effective way to meet their requirements.
- d. All DOT aircraft operations shall be accomplished in airworthy aircraft by qualified flight crews. All practical and necessary steps shall be taken in aircraft operations to avoid loss of life, personal injury, property loss, or mission failure.
- e. All applicable requirements of OMB Circular A-126 must be met including all requirements related to approving the use of DOT aircraft for official transportation and approving required use of DOT aircraft for other transportation of senior Federal officials, members of the families of such senior Federal officials, and non-Federal travelers.
- f. All applicable requirements of OMB Circular A-76 shall be met prior to purchasing, leasing, or otherwise acquiring DOT aircraft and related services to ensure that these aircraft and services cannot be obtained from and operated by the private sector more cost effectively.
- g. The continuing need for all DOT aircraft and the cost effectiveness of DOT aircraft operations shall be reviewed biennially in accordance with the requirements of OMB Circular A-76. Any DOT aircraft which are not fully justified by these reviews shall be reported as excess and released.
- h. Commercial transportation shall be used for the transportation of passengers and/or cargo to the maximum extent practicable consistent with effectively and economically meeting transportation requirements. Use of DOT aircraft for transportation of passengers and/or cargo including such use on a space available basis shall be in accordance with the requirements of this order.
- i. DOT aircraft may not be used for political transportation, except that travelers may participate in incidental political activities that add no additional costs (other than costs reimbursed fully by the political entity) and require no additional stops to fulfill the official purpose of the trip. Reimbursement with respect to incidental political activity of the traveler shall be made in accordance with OMB Circular A-126 and other applicable guidance.

8. RESPONSIBILITIES.

- a. The Assistant Secretary for Administration is responsible for coordinating with OMB and GSA in the development of Governmentwide aircraft guidance and developing and overseeing the implementation of departmental policies and procedures. The Assistant Secretary also has oversight responsibilities for the procurement of aircraft in accordance with applicable guidance, the reviews of continuing need for DOT aircraft, compliance with OMB Circular A-76 requirements regarding DOT aircraft and related services, and compliance with OMB Circular A-123, Internal Control Systems, regarding internal control reports of weaknesses in aircraft programs.
- b. The Assistant Secretary for Governmental Affairs is responsible for departmental review and approval of requests from congressional travelers to use DOT aircraft.
- c. The Assistant Secretary for Budget and Programs is responsible for review of planned DOT aircraft acquisition and other aircraft related actions as part of the budgetary process. The Assistant Secretary is also responsible for evaluating and submitting to OMB, as part of the next departmental budget submission, a copy of the results of each departmental element's biennial review of the continuing need for all of their aircraft and the cost effectiveness of their aircraft operations in accordance with the requirements of OMB Circular A-76.
- d. The USCG Commandant, FAA Administrator, and Heads of other Departmental Elements (to the extent applicable) are responsible for developing policies and procedures to implement this order and for ensuring that all use of DOT aircraft is in the best interest of the Federal Government. Additionally, these officials and all other DOT officials/employees with statutory authority to procure aircraft shall ensure that:
 - (1) Clear accountability for management and use of DOT aircraft is established at a senior management level within the departmental element.
 - (2) Internal policies and procedures for procuring aircraft and related services are consistent with the requirements of OMB Circulars A-76 and A-126.

- (3) Aircraft programs comply with the internal control requirements of OMB Circular A-123 and that aircraft programs are in the departmental element's Management Control Plan.
- (4) Aircraft information systems conform to the generic data and reporting standards developed by GSA. These systems must be implemented within one year from the issuance of the GSA standards.
- (5) Cooperation is provided to GSA through participation in interagency working groups and other means to assist in the development of aircraft management policies and standards as required by OMB Circular A-126 and in the collection of aircraft information and other requirements of FPMR 101-37.

9. AUTHORIZED USE OF DOT AIRCRAFT.

- a. General. DOT aircraft shall be operated only for official purposes which include (i) mission requirements and (ii) other official transportation.

- b. Use of DOT Aircraft for Mission Requirements.

- (1) General. DOT aircraft are used to support defined DOT programs which must be accomplished to carry out DOT statutory responsibilities. Within the USCG, this includes programs such as search and rescue, marine safety, law enforcement, maintenance of a state of readiness to function as a specialized service in the Navy, environmental response, ice operations, aids to navigation, and boating safety. Within the FAA, this includes programs such as flight inspection, training, accident investigation, support (evaluation; recent flight experience (currency); proficiency, qualification, and standardization; and transportation), and research and development that are conducted to carry out responsibilities for management, operation, maintenance, and use of the National Airspace System in a safe and efficient manner.

- (2) Approval Authority for Mission Requirements Flights.

- (a) All mission requirements flights on DOT aircraft must be approved in accordance with procedures established by the departmental element holding and operating the aircraft. In no case shall the

approving authority be below the level of USCG Captain 0-6 (or Commanding Officer of a unit with aircraft or the Duty Officer), FAA GS/GM-15 (or Facility Manager), or other equivalent level in a departmental element.

- (b) Officials ranked below the DOT senior level officials, the USCG area/district commanders, the commanding officers of units with aircraft, the FAA regional administrators/center directors, or other equivalent positions in a departmental element shall not approve their own mission flights.
- (c) On an exception basis, persons below the levels in subparagraphs (2)(a) and (b) above may approve their own mission flights when prior approval is not practicable (e.g., unscheduled flights). However, such flights shall also be approved by a higher approval authority as soon as possible after the flight.
- (d) Whenever a DOT aircraft used to fulfill a mission requirement is used also for transportation of passengers and/or cargo, such transportation is subject to all approval and other applicable requirements of this order relating to the transportation of passengers and/or cargo.

- (3) Policy and Procedural Guidance. Policy and procedural guidance for use of DOT aircraft for support of DOT programs shall be consistent with this order and shall be developed and implemented by the departmental element holding and operating the DOT aircraft. All use of DOT aircraft for transportation of passengers and/or cargo shall be governed by this order.

c. Use of DOT Aircraft for Transportation of Passengers and/or Cargo.

(1) General.

- (a) Commercial airline (including charter) or aircraft service shall be used for transportation of passengers and/or cargo to the maximum extent practicable consistent with effectively and economically meeting transportation requirements. DOT aircraft, however, may

be used to transport passengers and/or cargo in accordance with this order.

- (b) Approval of passenger and/or cargo flights is discussed in paragraph 10 of this order. USCG, FAA, or other departmental elements implementing directives to this order shall specify in detail the authorized positions to approve passenger and/or cargo flights. Further delegation of this approval authority is not permitted.
- (c) All use of DOT aircraft for the purpose of transportation of passengers and/or cargo shall be for official purposes only. DOT aircraft shall never be scheduled or used for the personal travel desires of any DOT official/employee or other passenger. When DOT aircraft are used for transportation, there shall be no stopovers, diversions, reroutings, fuel stops, etc., for anything that is or could appear to be for the personal use or convenience of any DOT official/ employee or other passenger. Documentation of the justification for use of DOT aircraft is discussed in paragraph 13 below.

(2) Cost Comparisons.

- (a) General. When the use of a DOT aircraft for the primary purpose of transportation of passengers and/or cargo is considered, an advance written cost comparison shall be performed unless otherwise stated in this order. See Attachment 1, Cost Comparisons with Commercial Transportation. The departmental element requesting use of the aircraft is responsible for performing the cost comparison.
- (b) Required Use Transportation. Cost comparisons are not required for required use transportation provided:
 - 1 a determination is made under paragraph 10a below that required use transportation is appropriate;
 - 2 the flight record contains adequate written justification showing clearly the reasons for use of DOT aircraft under these conditions; and

3 the flight record also contains a copy of Attachment 2, Estimated Hourly Variable Cost for Selected DOT Aircraft, or otherwise shows the approximate flight hour cost of the particular aircraft.

(c) Secondary Purpose of Transportation in Conjunction with Mission Requirements. Cost comparisons are not required whenever DOT aircraft are used for the secondary purpose of transportation of passengers and/or cargo in conjunction with a mission flight since such use would, in effect, be a cost savings.

(3) Certification Requirement for Certain Space Available Transportation. There is a special certification requirement whenever a DOT aircraft used to fulfill a mission requirement is used also to transport senior Federal officials, members of the families of such senior Federal officials, or other non-Federal travelers on a "space available" basis (except as authorized under 10 U.S.C. 4744 (military space available program) and regulations implementing that statute). The certifying official shall be the same individual within the departmental element who is the approving authority for the mission flight (see paragraph 9b(2)). This individual must certify in writing prior to the flight that the aircraft is scheduled to perform a bona fide mission activity and that the minimum mission requirements have not been exceeded in order to transport such "space available" travelers. Falsification of this certification or other portions of the flight record could result in criminal prosecution under 18 U.S.C. 1001 or appropriate disciplinary action. In special emergency situations, an after-the-fact written certification by the departmental element is permitted. The original of the written certification shall be included as part of the official flight records.

(4) Policy and Procedural Guidance for Transportation. Specific policy and procedural guidance for use of DOT aircraft for transportation of passengers and/or cargo, including reimbursement requirements, is contained in paragraphs 10 through 12. Documentation of aircraft use, retention of records, and special reporting requirements are contained in paragraph 13.

10. TRANSPORTATION OF PASSENGERS/APPROVAL REQUIREMENTS. The following policies and procedures apply when DOT aircraft are used for official transportation. The specific approval requirements for each passenger being transported are determined by the type of passenger (e.g., a senior Federal official) and the basis of the transportation which will be provided (e.g., required use).

a. Required Use Transportation. This is use of DOT aircraft for transportation because of bona fide communications or security needs of the departmental element or exceptional scheduling requirements.

(1) General. Required use transportation may sometimes be required by certain DOT officials because of bona fide communications or security needs of the departmental element or exceptional scheduling requirements. Once required use transportation is determined to be necessary for a DOT official, then usage of the DOT aircraft is also appropriate for staff members who are accompanying the DOT official.

(2) Approval Requirements. All required use transportation on DOT aircraft must be approved.

(a) Trip-by-Trip Approval. Use of DOT aircraft for required use transportation must be approved in advance and in writing. A DOT official/employee must obtain written approval for all required use transportation on a trip-by-trip basis from the departmental element's senior legal official or his/her principal deputy. In special emergency situations, an after-the-fact written approval by a departmental element is permitted.

(b) Blanket Approval. In lieu of a trip-by-trip approval, the Secretary, however, may determine that all transportation for an official or transportation in specified categories qualifies as required use transportation. Such determinations are made only upon a written finding that the ongoing communication or security requirements of the official clearly dictate that all official transportation qualifies as required use transportation. To obtain such a determination, the official must submit a memorandum to the Secretary providing written justification why his/her ongoing communications or

security requirements are such that they dictate the need for required use transportation. Because of the ongoing communications and security requirements of the USCG as a military service, the Secretary has made the determination that all official transportation for the USCG Commandant, Vice Commandant, Atlantic Area Commander, and Pacific Area Commander qualifies as required use transportation.

(3) Reimbursement for Required Use Transportation.
The Government shall be reimbursed as follows:

- (a) When required use transportation also includes "space available" transportation other than for the conduct of official Government business, the Government shall be reimbursed in accordance with paragraph 10d(2) below.
- (b) When required use transportation also involves official travel in which incidental political activity occurs, the Government shall be reimbursed in accordance with OMB Circular A-126 and other applicable guidance.

(4) Reporting Requirements. Required use transportation of senior Federal officials, members of the families of such senior Federal officials, and non-Federal travelers which is non-mission travel must be reported in accordance with paragraph 13c below.

b. Transportation Not to Meet Mission Requirements or Required Use Travel.

- (1) General. This is official transportation on DOT aircraft which may be approved only if such transportation is cost effective or if no commercial airline (including charter) or aircraft service is reasonably available to effectively fulfill the departmental element's requirement (i.e., able to meet the traveler's departure and arrival requirements within a 24-hour period unless the traveler demonstrates that extraordinary circumstances required a shorter period).

(2) Approval Requirements.

- (a) General. All transportation not to meet mission requirements or required use travel

on DOT aircraft must be approved. When applicable, such transportation must be documented on an official travel authorization. Except as provided in subparagraph (b) below, such transportation must be approved by at least one organizational level above the person(s) traveling. However, the applicable approval authority shall be no lower than:

1 Transportation of Passengers Originating from the Washington, DC, Area. The USCG Vice Commandant, FAA Deputy Administrator, or other equivalent position in a departmental element.

2 Transportation of Passengers Originating from Outside the Washington, DC, Area. The approval authority shall be established by the departmental element and shall be no lower than one level below the approval level in subparagraph (a)1 above.

(b) Special Approval Requirements. Use of DOT aircraft for such transportation by the following categories of people must be approved in advance and in writing:

- 1 senior Federal officials;
- 2 members of the families of such senior Federal officials; and
- 3 non-Federal travelers.

Such approvals may be issued only on a trip-by-trip basis and must be signed by the departmental element's senior legal official or his/her principal deputy. In special emergency situations, an after-the-fact written approval by the departmental element is permitted.

(3) Reimbursement for Space Available Transportation. Space available travel for other than the conduct of official business is subject to the reimbursement requirements in paragraph 10d(2) below for "space available" transportation.

(4) Reporting Requirements. Transportation that is not to meet mission requirements or required use transportation is subject to special reporting

requirements if it involves non-mission travel by senior Federal officials, members of the families of such senior Federal officials, and non-Federal travelers. Such non-mission travel must be reported in accordance with paragraph 13c below.

c. Space Available Transportation/Secondary Purpose of Transportation in Conjunction with Mission Requirements.

(1) General. When DOT aircraft are performing mission requirements, there may be an opportunity for space available transportation/use for the secondary purpose of transportation. (NOTE: For purposes of this order, mission requirements do not include official transportation to give speeches, attend conferences or meetings, or make routine site visits.) The need for space available transportation shall not serve as the basis for establishing mission requirements. Space available transportation must be under conditions where the aircraft has been scheduled to perform a bona fide mission activity and the minimum mission requirements have not been exceeded. Space available transportation must also be certified in accordance with paragraph 9c(3) whenever a DOT aircraft used to fulfill a mission requirement is used also to transport senior Federal officials, members of the families of such senior Federal officials, or other non-Federal travelers.

(2) Approval Requirements.

(a) General. Space available transportation/secondary purpose of transportation in conjunction with mission flights of DOT aircraft must be approved and, when applicable, documented on an official travel authorization. Except as provided in subparagraph (b) below, such transportation must be approved by at least one organizational level above the person(s) traveling. Also, the applicable approval authority shall be no lower than:

1 Transportation of Passengers Originating from the Washington, DC, Area. The USCG Office Chiefs, FAA Associate Administrators, or other equivalent positions in a departmental element.

2 Transportation of Passengers Originating from Outside the Washington, DC, Area.

The approval authority shall be established by the departmental element and shall be no lower than one level below the approval level in subparagraph (a)1 above.

(b) Special Approval Requirements.

1 When the following categories of people are transported on a mission flight, such transportation must be approved in advance and in writing:

a senior Federal officials;

b members of the families of such senior Federal officials; and

c non-Federal travelers.

2 Such approvals must be obtained on a trip-by-trip basis and be signed by the departmental element's senior legal official or his/her principal deputy. In special emergency situations, an after-the-fact written approval by the departmental element is permitted.

3 As discussed in paragraph 13c below, information must be reported semiannually to GSA on each use of DOT aircraft for non-mission transportation of people in the above categories. Transportation of such individuals that is space available transportation for other than the conduct of official Government business is subject to the reimbursement requirements in this order for space available transportation.

d. Space Available Transportation.

(1) Travelers may not use DOT aircraft for space available transportation basis unless:

(a) the aircraft is already scheduled for use for an official purpose;

(b) such space available use does not require a larger aircraft than needed for the official purpose;

- (c) such space available use results only in minor additional cost to the Government; and
- (d) reimbursement is provided as set forth in subparagraph (2) below.

- (2) Reimbursement for Space Available Transportation. For space available transportation other than for the conduct of official Government business, whether on mission or other flights, the Government shall be reimbursed at the full coach fare except (i) as authorized under 10 U.S.C. 4744 and regulations implementing the statute; and (ii) by civilian employees and their dependents in remote locations (i.e., locations not reasonably accessible to regularly scheduled commercial airline service) specifically identified in the departmental element's implementing directive.

11. CONGRESSIONAL TRANSPORTATION. All requests for transportation on DOT aircraft for members of Congress, their staffs, or spouses and/or dependents shall be reviewed and approved by the Assistant Secretary for Governmental Affairs (I). If a departmental element receives a request for such travel, the request shall be promptly forwarded to I-1 for review and approval.

12. NON-OFFICIAL TRAVELERS.

- a. General. The transportation of spouses (except for those of the DOT senior level officials), dependents, and other non-official travelers as passengers aboard DOT aircraft is generally prohibited. Official transportation of such individuals (including the DOT senior level officials' spouses) is permitted only if unquestionably in the best interest of the Federal Government (e.g., under circumstances in which the spouse of a DOT senior level official is accompanying that official on a mission in which the spouse is actually to participate, or when such transportation is deemed in the national interest as desirable because of a diplomatic benefit to the country). Spouses and dependents may also be transported on DOT aircraft when they are in an official transportation status, e.g., permanent change of station travel. Space available transportation is permitted (i) when authorized under 10 U.S.C. 4744 and regulations implementing that statute, or (ii) by civilian employees and their dependents in remote locations in accordance with subparagraph b below, or (iii) when such transportation is approved in accordance with this order and reimbursement is made in accordance with subparagraph d below.

- b. Remote Locations. The transportation of DOT officials/employees and their families to and from remote locations (i.e., locations not reasonably accessible to regularly scheduled commercial airline service) for reassignment, medical attention, or other legitimate purposes is permitted only with proper approval. The remote locations must be specifically identified in the departmental element's implementing directive.
 - c. Approval Authority. Recurring classes of passengers approved as eligible for space available transportation shall be identified in the USCG, FAA, or other departmental element implementing directives. For any transportation which involves spouses, dependents, and other non-official travelers (except for blanket approval of recurring situations in remote locations and recurring classes of passengers specifically identified in the USCG, FAA, or other departmental element implementing directives), the approval authority must not be lower than the USCG Vice Commandant, the FAA Deputy Administrator, or other equivalent position in the departmental element. However, if such transportation involves senior Federal officials, members of the families of such senior Federal officials, or non-Federal travelers, the approval of the departmental element's senior legal official or his/her principal deputy is required in accordance with paragraph 10c(2)(b).
 - d. Reimbursement. When non-official travelers are transported on DOT aircraft on a space available basis for other than the conduct of official Government business, whether on mission or other flights, the Government shall be reimbursed at the full coach fare except (i) as authorized under 10 U.S.C. 4744 and regulations implementing the statute; and (ii) by civilian personnel and their dependents in remote locations (i.e., locations not reasonably accessible to regularly scheduled commercial airline service).
13. DOCUMENTATION OF AIRCRAFT USE, RETENTION OF RECORDS, AND SPECIAL REPORTING REQUIREMENTS.

a. Documentation.

- (1) Justification. A full, detailed, written justification shall be included in the aircraft use record for each flight of a DOT aircraft. Such justification shall clearly show why the aircraft was used. Whenever a DOT aircraft used to fulfill a mission requirement is used also to

transport senior Federal officials, members of the families of such senior Federal officials, or other non-Federal travelers on a "space available" basis (except as authorized under 10 U.S.C. 4744 and regulations implementing that statute), there must be a written certification statement in accordance with paragraph 9c(3) above. If the DOT aircraft actually used was not the most cost-effective aircraft, the reason(s) for the use shall be documented in the flight records so as to be readily available for audit. Vague or ambiguous justifications shall not be used when transportation of passengers or cargo is involved. Justifications such as official business, official transportation, etc., are insufficient by themselves to support the determination that the DOT aircraft was used for official purposes.

(2) Record Content.

- (a) General. All uses of DOT aircraft must be documented and this documentation must be retained as part of the official flight records. Falsification of the certification statement or other portions of the flight record could result in criminal prosecution under 18 U.S.C. 1001 or appropriate disciplinary action. The USCG, FAA, and other departmental elements shall ensure that their official flight records (and/or attachments to these records) have the capability to allow the entry of the information required by this paragraph 13a(2).
- (b) Minimum Requirements. Records of use of DOT aircraft shall include, at a minimum, specific flight details which are applicable to the particular flight such as: the tail number of the plane used; the type of aircraft used; dates and times of arrival and departure; number of hours flown; points of origin; enroute stops; destinations; names and status of all passengers; justification and approval for any (i) space available passengers and (ii) official travelers; type of cargo; (1) title, (2) position, (3) name(s), and (4) signature(s) of the authorized individual(s) approving the flight and/or passengers; name(s) of the pilot(s) and flight crew members; a full, detailed, written justification showing clearly the

purpose(s) of the flight; and the original of the certification statement for space available transportation required under paragraph 9c(3).

- (c) Additional Requirements. The following information, if applicable, shall also be included in the flight record as justification for the flight.

- 1 Required Use Travel or Travel when Commercial Airline or Aircraft Service is not Reasonably Available to Effectively Fulfill the Transportation Requirements. The flight record shall contain adequate written justification showing clearly the reasons for use of DOT aircraft under either of these two conditions. Further, the flight record shall also contain a copy of Attachment 2, Estimated Hourly Variable Costs for Selected DOT Aircraft, or otherwise show approximate flight hour costs of the particular aircraft.
- 2 Cost Comparisons. When DOT aircraft are used for the primary purpose of transportation (except as provided for in subparagraph (2)(c)1 above), the specific results of the cost comparison between the use of commercial aircraft (including charter) or airline service and use of DOT aircraft must be included in the records.
- 3 Exceeding Minimum Mission Requirements. Pertinent data shall be contained in the record to show that (or determine if) minimum mission requirements have not been exceeded (other than minor deviations resulting from the requirements of a particular flight). If minimum mission requirements have been exceeded (other than minor deviations discussed above), justification for this occurrence shall also be contained in the flight records. NOTE: Minimum mission requirements may not be exceeded in order to carry space available passengers who are senior Federal officials, members of the families of such senior Federal officials, or non-Federal travelers.

- b. Retention of Records. Records of use of DOT aircraft shall be retained for a minimum of three years. Additionally, flight hours shall be accumulated on an annual basis for each DOT aircraft by purpose of flight, and such information shall be retained for a minimum of three years.
- c. Special Reporting Requirements. In accordance with OMB Circular A-126, departmental elements shall develop semiannual reports for each use of DOT aircraft for non-mission transportation of senior Federal officials, members of the families of such senior Federal officials, and any non-Federal travelers (except as authorized under 10 U.S.C. 4744 and regulations implementing that statute). Such reports shall be in a format specified by GSA and shall list all such transportation conducted during the preceding six-month period. The report shall include: (i) the name of each such traveler; (ii) the official purpose of the trip; (iii) destination(s); and (iv) where applicable, the appropriate allocated share of the full operating cost of each trip and the corresponding commercial cost for the trip. (Reports on classified trips shall not be reported to GSA but must be maintained by the departmental element using the aircraft and available for review as authorized. These reports shall be submitted by the departmental elements to the Assistant Secretary for Administration who will submit a consolidated departmental response to GSA.

14. FEDERAL AIRCRAFT MANAGEMENT INFORMATION SYSTEM.

- a. DOT aircraft and related facilities shall be shared to the extent practicable and cost effective, both within the Department and with other Federal agencies. Likewise, departmental elements shall use other Federal agency aircraft and related facilities whenever such use is in the best interest of the Department and the Federal Government from an economic or mission accomplishment standpoint. Reimbursement for use of DOT aircraft shall be in accordance with OMB Circular A-126, Attachment A.
- b. GSA is the Federal Government's single coordinating activity to provide and operate the Federal Aircraft Management Information System (FAMIS). The FAMIS provides a central data base of aircraft and related facilities which could be shared by Federal agencies, thus offering an opportunity for better utilization.
- c. FPMR 101-37 requires DOT to provide GSA with inventories of aircraft and related facilities operated by or for the Department. Departmental

elements must comply with all FAMIS reporting requirements, including the reporting of annual aircraft cost and utilization data on a per aircraft basis. GSA uses DOT information along with input from other agencies to produce summary reports which identify Federal agency aircraft and related facilities which may be available for interagency sharing. The reports are provided periodically by GSA to participating agency contact points.

- d. The Office of Administrative Services and Property Management (M-40) is the departmentwide contact point and liaison with GSA for all aspects of the FAMIS.
- e. Departmental elements with DOT aircraft are responsible for establishing central contact points for the FAMIS. M-40 shall be provided in writing with the name and telephone number of each central contact point and promptly notified of any changes thereto in the same manner.
- f. Each central contact point is to coordinate the FAMIS Report for their departmental element. Two copies of the report and all changes thereto are to be provided to M-40. The FAMIS Report cost and utilization data segments for the period of the previous fiscal year shall be provided not later than December 30 each year; changes to the aircraft and facility inventories shall be promptly provided to M-40 as they occur throughout the year.

15. ACCOUNTING FOR AIRCRAFT COSTS.

- a. General. Detailed guidance on the requirements for accounting for aircraft costs is contained in OMB Circular A-126. A cost accounting system for aircraft operations shall be maintained by the USCG, FAA, or other departmental element (as applicable) to provide the management information required below.
- b. System Requirements. The system shall, as a minimum, meet the requirements contained in OMB Circular A-126. Specifically, it shall provide information on costs associated with aircraft programs to:
 - (1) Justify Use of DOT Aircraft. Departmental elements shall justify the use of a DOT aircraft in lieu of commercial aircraft (including charter) or airline service and the use of one DOT aircraft in lieu of another. To make the cost comparisons necessary to justify the use of a DOT aircraft for transportation not to meet mission requirements or required use transportation, the departmental element shall

compare the actual cost it will incur from using the DOT aircraft to the cost of using commercial aircraft (including charter) or airline service. The actual cost of using a DOT aircraft or other Government aircraft is defined in OMB Circular A-126, Attachment A, Accounting for Aircraft Costs.

- (2) Recover Cost of Operation. Departmental elements shall recover the costs of operating DOT aircraft used to serve other Federal agencies or other departmental elements when recovery of such costs is appropriate. The full cost recovery rate shall be the method used for establishing the rates charged for using DOT aircraft.
- (3) Determine Aircraft Program Cost Effectiveness. Departmental elements shall determine the cost effectiveness of their aircraft programs. Although cost data are not the only measures of the effectiveness of aircraft programs, they can be very useful in identifying opportunities to reduce aircraft operational costs.
- (4) Justify In-House Operation. Departmental elements shall conduct the cost comparisons of commercial activities they operate and, where appropriate, determine the most economical way to perform the work--whether by private commercial sources or using in-house DOT resources. The guidelines for conducting these cost comparisons are contained in the Supplement to OMB Circular A-76.

- c. Accounting System Design/Operation. Accounting systems for aircraft operations do not have to be uniform in their design or operation to comply with this order. Departmental elements shall, however, accumulate costs which can then be summarized into the cost elements contained in OMB Circular A-126, Attachment B, Standard Aircraft Program Cost Element Definitions. These cost elements shall be used to account for aircraft costs for the four purposes discussed in subparagraphs b(1) through (4) above.

16. PROGRAM REVIEW, EVALUATION, AND REPORTING REQUIREMENTS.

- a. Compliance with Policy. Departmental elements shall periodically review and evaluate the management and use of their aircraft to ensure compliance with this order, their own internal directives, and applicable external directives/regulatory guidance.

- b. Biennial Reviews of DOT Aircraft. Each departmental element (as applicable) shall conduct a biennial review of the continuing need for all their aircraft and the cost effectiveness of their aircraft operations. The review shall include costs of operation, fleet composition, assigned missions, utilization, and acquisition and disposal plans; additional details and requirements for the review shall be provided by the Assistant Secretary for Administration. Underutilized aircraft which are not fully justified shall be identified as candidates for reassignment or release. The Head of the Departmental Element shall provide copies of the results of this review by June 30, 1994, and every two years thereafter to both the Assistant Secretary for Budget and Programs and the Assistant Secretary for Administration. Copies of these reports shall be provided to GSA and also submitted by the Assistant Secretary for Budget and Programs to OMB as part of the next departmental budget submission.
 - c. Acquisition of Aircraft and Related Services. All applicable requirements of OMB Circular A-76 shall be met prior to purchasing, leasing, or otherwise acquiring DOT aircraft and related services to ensure that these aircraft and services cannot be obtained from and operated by the private sector more cost effectively.
 - d. Internal Control Reports. Departmental elements (as applicable) shall review their aircraft programs for compliance with the internal control requirements of OMB Circular A-123 and ensure that they are included in their Management Control Plan. Any material weaknesses in these programs are to be reported to the Secretary for inclusion in the Department's annual internal control report to the President and the Congress.
17. IMPLEMENTATION.
- a. This order is effective on publication.
 - b. Departmental elements shall promptly initiate actions necessary to implement this order. Within 120 days from the date of this order, the USCG, FAA, and other departmental elements (as applicable) shall forward their proposed internal policies and procedures to implement this order to the Assistant Secretary for Administration for review prior to publication. Any future proposed changes to policies and procedures which implement this order shall be processed in the same manner. Copies of all USCG, FAA, and other departmental elements (as applicable) policies and

procedures to implement this order, including any changes thereto, shall be provided to the Office of Administrative Services and Property Management (M-40) as soon as they are published.

- c. Internal directives which implement this order shall include all policies and procedures contained in this order, but they may also contain additional policies and procedures unique to the departmental element. The responsibility for these policies and procedures shall be assigned to a senior management official who has the authority and resources to implement them throughout the departmental element.



Andrew H. Card, Jr.
Secretary of Transportation

COST COMPARISONS WITH COMMERCIAL TRANSPORTATION

- a. General. DOT aircraft may be used for official transportation of passengers and/or cargo when such use is cost effective based on a cost comparison with use of commercial transportation. Except as provided elsewhere in this order, DOT aircraft shall be used for transportation only when the variable cost of using a DOT aircraft is not more than the cost of using commercial airline (including charter) or aircraft service.
- b. Required Use Transportation. Cost comparisons are not required when DOT aircraft are used for required use transportation in accordance with this order. The flight records shall contain adequate written justification showing clearly the reasons for use of DOT aircraft under these conditions. Further, the flight record shall also contain a copy of Attachment 2, Estimated Hourly Variable Costs for Selected DOT Aircraft, or otherwise show approximate flight hour costs of the particular aircraft.
- c. Mission Requirements/Secondary Purpose of Transportation. Cost comparisons are not required whenever DOT aircraft are used for mission requirements/secondary purpose of transportation of passengers and/or cargo since such use would, in effect, be a cost savings.
- d. Transportation Not to Meet Mission Requirements or Required Use Transportation. Cost comparisons shall be performed on all transportation in this category, except use of DOT aircraft when no commercial airline (including charter) or aircraft service is reasonably available (i.e., able to meet the traveler's departure and/or arrival requirements within a 24-hour period, unless the traveler demonstrates that extraordinary circumstances require a shorter period) to fulfill effectively the departmental element's requirement. (In such cases, however, the flight record shall contain a copy of Attachment 2, Estimated Hourly Variable Costs for Selected DOT Aircraft, or otherwise show approximate flight hour costs of the particular aircraft.) Cost comparisons are to be performed for each use of DOT aircraft for transportation not to meet mission requirements or required use transportation in accordance with paragraph 9c of this order. All cost comparison analyses and justifications for use of DOT aircraft for the primary purpose of transportation of passengers and/or cargo shall be included as part of the aircraft use records which are to be maintained in accordance with this order. The following criteria shall be considered in cost comparisons for use of DOT aircraft for transportation.

(1) Passengers.

- (a) Cost comparisons shall be made using commercial transportation cost appropriate to the travel in accordance with the guidelines in paragraph 3-0609 of DOT 1500.6A, Travel Manual. The cost of using commercial airline or aircraft services for the purpose of justifying use of DOT aircraft must be the current Government contract air fare or price or the lowest fare or price known to be available for the trip(s) in question. (When the exact itinerary is unknown, the highest contract air fare may be used.) Actual space availability of commercial transportation usually should not be considered in making the comparison since travel requirements normally are known sufficiently in advance to ensure space availability.
- (b) Cost comparisons may take into consideration such travel-related expenses as excess baggage, ground transportation, and subsistence costs (per diem or actual expenses). The value of an individual's lost work time may be considered in the calculation. For purposes of a cost comparison, the value of lost work time shall be calculated for all DOT officials/employees in an official travel status as follows:

Value of lost = Gross hourly cost (including
work time fringe benefits) times the
 number of hours lost if
 commercial transportation
 is used.

Standardized gross hourly costs (including fringe benefits) have been developed for both DOT military and civilian officials/employees. These costs are provided as part of this Attachment and may be revised as necessary.

- (c) When travelers from other Federal agencies are transported on DOT aircraft on a space available basis for official Government business to participate in the activity which serves as the basis for the DOT transportation requirement, these Federal travelers may be used in the cost comparison.
- (d) Cost comparisons shall use the variable flight hour cost for DOT aircraft developed by the departmental element. These costs shall include all of the applicable variable cost elements contained in OMB Circular A-126, Attachment B,

Standard Aircraft Program Cost Element
Definitions.

- (e) As a guide in performing proper cost comparisons, a self-explanatory cost comparison worksheet for passenger transportation and a cost comparison analysis format are provided as part of this Attachment.

(2) Cargo.

- (a) Cost comparisons shall be made between the variable cost of using a DOT aircraft and the cost of using commercial airline (including charter) or aircraft service which could fulfill effectively the cargo transportation requirement.
- (b) DOT aircraft may be used for the transportation of cargo whenever: (1) the variable cost of using a DOT aircraft is not more than the cost of using commercial airline (including charter) or aircraft service, or (2) commercial airline (including charter) or aircraft service could not fulfill effectively the cargo transportation requirement.
- (c) Cost comparisons shall use the variable flight hour costs for DOT aircraft developed by the departmental element. These costs shall include all of the applicable variable cost elements contained in OMB Circular A-126, Attachment B, Standard Aircraft Program Cost Element Definitions.
- (d) There is no format for cost comparisons for the primary purpose of transportation of cargo. The record of the cost comparison shall show:
 - (1) the cost of using commercial transportation;
 - (2) the cost of using DOT aircraft; (3) the difference between the two options (savings or cost overrun); and (4) the justification of why the DOT aircraft was used (i.e., a cost savings or an explanation of the other overriding factor for such use).

- e. Cost Comparisons for Government Aircraft. For departmental elements to make the cost comparisons necessary to justify the use of Government aircraft, the departmental element must compare the actual cost of using a Government aircraft to the cost of using commercial aircraft (including charter) or airline service. The actual cost of using a Government aircraft is either: (1) the amount that the departmental element will be charged by the organization that

provides the aircraft; or (2) if the departmental element operates its own aircraft, the variable cost of using the aircraft; or (3) if the departmental element is not charged for the use of an aircraft owned by another departmental element, the variable cost of using the aircraft as reported to it by the departmental element holding and operating the aircraft.

- f. Cost Comparisons for Recurring Usage. In accordance with OMB Circular A-126, Attachment A, departmental elements that propose to use their aircraft to support recurring transportation between locations are encouraged to develop standard trip cost justification schedules. These schedules would summarize the projected costs of using one or more specific types of their aircraft to travel between selected locations as compared to using commercial aircraft (including charter) or airline service between those locations. Comparative costs for varying passenger loads would also be shown. Departmental elements that choose to use this approach would be able to see at a glance the minimum number of official travelers needed to justify the use of a particular aircraft or aircraft type for a trip between locations on the schedule. Departmental elements that are not able to use such schedules are required to do a cost comparison on a case-by-case basis.

COST COMPARISON ANALYSIS FORMAT

COST COMPARISON ANALYSIS

1. Total Cost of Commercial Transportation
(from Worksheet Part C.6.) \$ _____
2. Total Cost of Using DOT Aircraft
(from Worksheet Part B.2.d.) \$ _____
3. Difference (1.- 2.)= \$ _____

POSITIVE DIFFERENCE = SAVINGS TO GOVERNMENT: USE OF
DOT AIRCRAFT JUSTIFIED ON
ECONOMICS

NEGATIVE DIFFERENCE = COST OVERRUN: DO NOT USE DOT
AIRCRAFT ABSENT OTHER OVERRIDING
FACTORS

JUSTIFICATION/ADDITIONAL INFORMATION

1. _____ Justified on economics based on the above cost
comparison analysis.
2. _____ Transportation requirement could not be fulfilled
effectively because no commercial airline
(including charter) or aircraft service was
reasonably available (this overrides the cost
comparison analysis showing that commercial
transportation was more expensive; justify in
5. below)
3. _____ Transportation performed for another agency under
a reimbursable agreement.
4. _____ Transportation of spouse/dependent/other
nonofficial traveler involved. (Justify in 5.
below.)

5. Justification: _____

SIGNATURE

DATE

When cost comparisons are required for the use of DOT
aircraft, the Cost Comparison Analysis Format becomes part
of the official flight record.

COST COMPARISON WORKSHEET FOR PASSENGER TRANSPORTATION

PART A. GENERAL INFORMATION

1. Purpose of Travel: _____

2. Date(s) of Travel: _____

3. Travel Itinerary (include dates and desired times of arrival/departure): _____

4. Special Requirements: _____

PART A. General Information--Continued.

[illegible][illegible]

COST COMPARISON WORKSHEET FOR PASSENGER TRANSPORTATION

PART B. ESTIMATED COSTS OF USING DOT AIRCRAFT

1. Aircraft Information:

a. Departmental Element: _____

b. Recommended Aircraft: _____

<u>Type</u>	<u>Speed</u>	<u>Passenger Capacity</u>
_____	_____	_____

c. Non-availability of Aircraft (explain): _____

2. Estimated Costs (use only the applicable variable cost elements):

a. Number of Flight Hours = _____ Hours*

b. Variable Cost Related to Flight Hours

(1) Crew Costs Variable/Hour	\$ _____
(2) Maintenance Cost Variable/Hour	\$ _____
(3) Overhaul Cost/Hour	\$ _____
(4) Fuel and Fluids/Hour	\$ _____
(5) Aircraft Lease/Rent Variable/Hour	\$ _____
TOTAL ((1)+(2)+(3)+(4)+(5))	
(# of Flight Hours)=	\$ _____

c. Other Variable Costs Not Related to Flight Hours**

(1) Staging Costs	\$ _____
(2) Crew Per Diem	\$ _____
(3) Landing and Tie-Down Fees	\$ _____
(4) Miscellaneous (Food, Etc.)	\$ _____
TOTAL ((1)+(2)+(3)+(4))	= \$ _____

d. Total Cost of Using DOT Aircraft
(2.b. + 2.c.) = \$ _____

* In calculating the total number of flight hours for use in the cost comparison, the additional flight hours resulting from flight legs to preposition the aircraft and return it to its home base must be included in the calculation.

** In calculating other variable costs not related to flight hours, the additional costs resulting from flight legs to preposition the aircraft and return it to its home base must be included in the calculation.

COST COMPARISON WORKSHEET FOR PASSENGER TRANSPORTATION

PART C. ESTIMATED COMMERCIAL COSTS

Note: Commercial costs are to be determined using contract air fares absent other overriding factors. Specific details on possible flight arrangements may be provided as an attachment to this Part C.

1. Commercial cost/passenger \$_____ (x) Number of
official travelers (DOT and other Federal Agency)
_____ = Total Commercial Air Fare \$_____
2. Per Diem (if avoided by using DOT aircraft) \$_____
3. Excess baggage costs (total) \$_____
4. Group transportation/rental car/other
transportation (if avoided by using DOT
aircraft) \$_____
5. Total value of lost work time (VLWT)* \$_____
6. Total cost of commercial transportation = \$_____
(1. + 2. + 3. + 4. + 5.)

* Note: Value of lost work time (VLWT) = gross hourly cost
(including fringe benefits) times the number of hours
lost if commercial transportation is used.

VLWT Calculations (official DOT passengers only):

<u>Rank/ Grade</u>	<u>Gross Hourly Cost</u>	<u>Number of Passengers</u>	<u>Extended Cost</u>
_____	/hr. x _____	_____	= \$ _____
_____	/hr. x _____	_____	= \$ _____
_____	/hr. x _____	_____	= \$ _____
_____	/hr. x _____	_____	= \$ _____
_____	/hr. x _____	_____	= \$ _____
_____	/hr. x _____	_____	= \$ _____
_____	/hr. x _____	_____	= \$ _____
_____	/hr. x _____	_____	= \$ _____
Total Gross Hourly Cost =			\$ _____

VLWT/hour \$_____ (x) # of Hours Lost _____ = \$_____ Total VLWT
(enter in 5. above)

**STANDARDIZED GROSS HOURLY COSTS (INCLUDING FRINGE BENEFITS) FOR
DOT MILITARY AND CIVILIAN OFFICIALS/EMPLOYEES***

EXECUTIVE SCHEDULE

Level 1	\$110
Level 2	99
Level 3	91
Level 4	86
Level 5	80

MILITARY

CMDT	\$87
0-10	87
0-9	87
0-8	87
0-7	78
0-6	68
0-5	58
0-4	50
0-3	43
0-2	33
0-1	26
W-4	47
W-3	39
W-2	34

SENIOR EXECUTIVE SERVICE

ES-6	\$86
ES-5	83
ES-4	80
ES-3	75
ES-2	72
ES-1	69

GS/GM

GS-15	\$56
GS-14	47
GS-13	40
GS-12	33
GS-11	28
GS-10	25
GS-09	23
GS-08	21
GS-07	19
GS-06	17
GS-05	15
GS-04	13
GS-03	12
GS-02	10
GS-01	10

E-10	47
E-9	41
E-8	34
E-7	30
E-6	26
E-5	22
E-4	18
E-3	15
E-2	14
E-1	13

* The standardized gross hourly costs were calculated using the January 1993 hourly pay rates adjusted for fringe benefits and may be updated as necessary.

ESTIMATED HOURLY VARIABLE COSTS FOR SELECTED DOT AIRCRAFT*

FLIGHT HOURS

<u>AIRCRAFT</u>	1	2	3	4	5	6	7	8	9	10
<u>Coast Guard</u>										
CG-01 (Gulf-stream II)	\$ 1,176	\$ 2,352	\$ 3,528	\$ 4,704	\$ 5,880	\$ 7,056	\$ 8,232	\$ 9,408	\$ 10,584	\$ 11,760
CG-02 (Gulf-stream I)	808	1,616	2,424	3,232	4,040	4,848	5,656	6,464	7,272	8,080
HU-24A/B/C	1,645	3,290	4,935	6,580	8,225	9,870	11,515	13,160	14,805	16,450
HC-130H	1,208	2,416	3,624	4,832	6,040	7,248	8,456	9,664	10,872	12,080
HH-3F	989	1,978	2,967	3,956	4,945	5,934	6,923	7,912	8,901	9,890
HH-60J	1,243	2,486	3,729	4,972	6,215	7,458	8,701	9,944	11,187	12,430
HH-65A	1,195	2,390	3,585	4,780	5,975	7,170	8,365	9,560	10,755	11,950
<u>FAA</u>										
N-1 (Gulf-stream G-IV)	\$ 2,221	\$ 4,442	\$ 6,663	\$ 8,884	\$ 11,105	\$ 13,326	\$ 15,547	\$ 17,768	\$ 19,989	\$ 22,210
N-2/4 (Lear-jet 31A)	1,540	3,080	4,620	6,160	7,700	9,240	10,780	12,320	13,860	15,400
N-3 (Gulf-stream I)	1,311	2,622	3,933	5,244	6,555	7,866	9,177	10,488	11,799	13,110

*The selected DOT aircraft represent aircraft which could be used to transport passengers and/or cargo. The estimated costs for these aircraft are January 1993 approximations based on applicable variable costs at the time and may be updated as necessary. When cost comparisons with commercial aircraft (including charter) or airline service are required for the use of DOT aircraft, the variable costs used should reflect any significant changes (e.g., increased fuel costs).