

UNCLASSIFIED



# **Air Mobility Command**

## **Review of Civil Airport Use and Aircrew Lodging**

9 October 2019

UNCLASSIFIED

## Contents

<b>Executive Summary</b>	iii
<b>Introduction</b>	1
<b>Findings</b>	3
<b>Recommendations</b>	19
<b>Conclusion</b>	21
<b>Appendices</b>	22
Appendix 1. Commonly Transited Northern and Western European Airfields	22
Appendix 2. Flight Crew Information File 17-06-02	23
Appendix 3. Northern and Western European Airfield Comparison	25
Appendix 4. Acting SecAF and CSAF Memo to AMC/CC Directing Review	26
Appendix 5. AMC/CC Memo to AMC/CD Chartering Review Team	27
<b>Acronyms</b>	28
<b>Endnotes</b>	29

## Figures

<b>Figure 1. Use of Prestwick and Belfast Airports since 2015</b>	<b>14</b>
<b>Figure 2. Total Prestwick Stops by AMC Aircraft 2008-2019</b>	<b>15</b>
<b>Figure 3. Aircrew Remain Overnight Distribution, Prestwick, 2015-2019</b>	<b>16</b>
<b>Figure 4. Reasons for Greater than 24 Hour Stay in Prestwick</b>	<b>18</b>

## Executive Summary

On 9 Sep 19, the Acting Secretary and the Chief of Staff of the Air Force directed Air Mobility Command (AMC) to conduct a review of the selection of civil airports as transit locations for refueling and crew rest and the selection of commercial lodging in the vicinity of civil airports used for those purposes. This report documents the outcomes of that review, which includes an assessment of existing guidance and policy related to these activities, the processes and procedures used to implement those policies, and the application of those policies to the use of the Prestwick airport in Scotland and nearby lodging facilities.

This review was led by the Deputy Commander, Air Mobility Command, and conducted by a dedicated team of subject matter experts across various functions, to include airfield operations, mission planning and execution, logistics, lodging, travel, finance, and legal. Over the 30-day period allocated for this review, this team compiled a comprehensive list of applicable governing directives, assessed the application of those governing directives on operational missions planned and executed through the United States Air Force (USAF) air mobility system, and analyzed specific data associated with the use of Prestwick and other civil airports in the United Kingdom. Upon completion of these steps, the team considered recommendations for potential changes to existing guidance and processes.

The fundamental findings of this review are three-fold. First, this review confirmed the significance and necessity of ensuring civil airports remain available as alternatives to augment military airfields in order to ensure the throughput and velocity of the global air mobility system in support of national military objectives defined in the 2018 National Defense Strategy. On average, every 2.8 minutes an AMC aircraft departs or arrives at an airfield on an operational mission; while many of these missions transit military airfields, many also rely upon the capacity and access afforded by civil airfields strategically located across the globe. Second, this review confirmed that existing directives, whether related to selection of civil airfields for military use or lodging of aircrews while transiting those airfields, provide adequate guidance to USAF personnel planning and executing missions through these civil airfields. Third, this review determined that while overall application of these directives was prudent and consistent across a range of missions and users, opportunities exist for improved understanding by aircraft commanders as they operate within the air mobility system and transit civil airfields.

Finally, regarding the use of Prestwick Airport and associated lodging facilities by aircrews transiting that location, the data collected during this review convincingly confirmed that patterns across the 2015-2019 timeframe conform to use on the basis of operational military necessity. No evidence was found to suggest use of airfields or specific lodging locations was inconsistent with the imperatives to maintain throughput and velocity of the air mobility system in support of national military objectives.

The main section of this report provides detail on the methodology, findings, and recommendations resulting from this review. Appendices and a glossary of acronyms provide additional detail and context to the main section of this report.

## Introduction

The ability to rapidly project and sustain military power across the globe in order to support and reassure allies and partners, deter opponents, and render humanitarian assistance in times of need is fundamental to the security of the United States of America. USAF air mobility forces provide the most rapid and responsive elements of this power projection and sustainment capability and rely upon a global network of airfields in order to maintain the throughput and velocity necessary for success even when subject to adverse impacts such as weather or air traffic control delays. Especially in an emerging era of great-power competition as documented in the 2018 National Defense Strategy (NDS), preserving access to a multitude of airfields across the globe also ensures resilience to counter the attempts of adversaries to degrade or delay the agility of the Joint Force.

Air Mobility Command (AMC) maintains access to military airfields around the world through the global air mobility support system (GAMSS). The GAMSS is AMC's global network of both fixed en route and deployable operational support forces. The fixed en route operational support forces alone consist of approximately 4,500 personnel stationed in 23 countries, spanning 14,000 miles and 15 time zones.<sup>1</sup> The deployable operational support forces are capable of traveling anywhere in the world on short notice to open and begin sustainment efforts at an expeditionary air base. Together, these forces enable the rapid global mobility of the Joint Force.

On average, every 2.8 minutes a USAF Air Mobility Command aircraft departs or arrives at an airfield on an operational mission. Whenever possible, AMC seeks to transit military airfields for crew rest and fuel. However, it is not unusual for military airfields to be unable to support all air mobility aircraft transiting that region of the globe. Limited operating hours, limited parking or maintenance capacity for the type of aircraft being flown, limitations on carriage of hazardous cargo, and priority given to aircraft which must specifically transit the military airfield in order to accomplish their mission are all examples of why an overseas military airfield may not be available for air mobility aircraft requiring fuel and/or crew rest. For these reasons, the use of civil airports which meet specific criteria for military transit is essential to ensuring that air mobility aircraft can sustain the necessary speed and throughput required to accomplish the mission.

While the role of civil airfields as key elements of a global air mobility system is fundamental, the choices associated with which civil airfields (and when required, lodging facilities) will be used as part of that system is subject to specific guidance, policies, and processes in order to ensure the efficient and appropriate use of government resources and taxpayer dollars. The following sections provide a review of all guidance, policy, and processes applicable to the selection of civil airports and lodging for en route stops during global air mobility operations, to include specific analysis of data associated with the use of Prestwick and other civil airports in the United Kingdom. Following the review, recommendations for potential changes to existing guidance and processes are offered.

Two key limitations to this review are worthy of note. First, although this review analyzed all applicable guidance, policy, and processes for use of civil airports by USAF air mobility aircrews, this review assessed the specific use of only certain civil airports in Europe. AMC conducts operations worldwide at both military and civil locations, and while the conclusions of this review

regarding adequacy of overall guidance and processes can be broadly applied, specific conclusions on use of other civil airfields would require additional analysis. Second, most guidance associated with military travel is outside the authority of AMC. Department of Defense (DoD) and Air Force level regulations and instructions provide the vast preponderance of guidance governing the selection of aircrew lodging. AMC recommendations for any changes to this guidance remain subject to the review and approval of the agencies responsible for the specific directives.

## Findings

The following sub-sections present the primary findings of this report, beginning with identification and description of guidance applicable to the selection and use of civil airfields and aircrew lodging. This section of the report also describes the processes used by mission planners and aircrew when selecting civil airports and aircrew lodging, providing insight on how the guidance is applied. These findings conclude with a discussion about how the guidance and processes were applied to select Prestwick Airport as a preferred stopover location as well as how the aircrew billeting process resulted in the use of various commercial lodging options in the vicinity of that airfield.

### Review of Guidance on the Selection of Civil Airports

The vast majority of USAF air mobility missions transiting civil airfields for refueling and crew rest stops are planned either by mission planners at Air Mobility Command's (AMC) primary command and control organization, the 618th Air Operations Center (AOC), or by planners at operational units in the event mission workload at the 618 AOC does not enable full support of the mission. Regardless of the source of planning, the following directives apply to selection and use of civil airfields.

#### DoD Foreign Clearance Guide (FCG)

The FCG provides implementation management of the DoD Foreign Clearance Program. It covers when foreign permissions are required to enter a foreign nation to conduct US Government business, to include diplomatic clearance requirements for DoD aircraft and personnel. Planners use this document to determine requirements for customs and immigration, passports and visas, diplomatic clearance for the aircraft and cargo, and country and theater clearance for aircrew and passengers.<sup>2</sup>

#### DoD En Route Supplement

The En Route Supplement is intended to provide reference data and flight procedures for United States (US) military air operations. The En Route Supplement contains General Information, Airport/Facility Directory, Theater Flight Data and Procedures, and related aeronautical information. Planners use this supplement to determine information about airfields in regard to operating and quiet hours; passenger, maintenance, and servicing support; and prior permission required (PPR) requirements.

#### Air Force Instruction (AFI) 11-202V3, General Flight Rules

When planning general missions, AFI 11-202V3 directs that planners and aircrew assess weather, Notices to Airmen (NOTAMS)<sup>3</sup>, airfield suitability and restrictions, and international flight procedures. When training off-station, this instruction requires aircrews to ensure off-station training is planned to achieve valid training requirements, presents a positive view of the United States Air Force, and does not create an appearance of government waste or abuse. When planning

missions to civil airports, Major Commands (MAJCOMS) such as AMC may authorize aircraft to land at those fields. However, it is noted that the use of civil facilities not governed by agreement or law could result in landing fees or use fees charged to the unit.<sup>4</sup> Aircrew can plan missions to civil airports in the US so long as they have the approval of both the airport manager and the wing commander or higher authority in the aircrew's chain of command, or if the airport has a US Government tenant such as the Air National Guard or US Coast Guard.<sup>5</sup> While there is also an AMC supplement to AFI 11-202V3, this supplement does not contain any applicable guidance in regard to the selection of airfields.

#### AFI 11-253, Managing Off-Station Purchases of Aviation Fuel and Ground Services

AFI 11-253 directs the 618 AOC to consider sources and availability of fuel when planning off-station missions and to use US military fuel resources and related services wherever available.<sup>6</sup>

#### Air Force Manual (AFMAN) 11-255V1, Flight Manager Training

Volume one covers USAF training policy for qualification of flight manager (FM) personnel and establishes the FM training program which supports Air Force objectives and provides guidance to the identified organizations of the Training Program. This manual applies to Air Operations Centers with Flight Managers that flight dispatch air mobility missions.<sup>7</sup>

#### AFMAN 11-255V2, Flight Manager Standardization/Evaluation Program

The FM Standardization/Evaluation (Stan/Eval) program supports Air Force objectives and provides guidance on how to structure and monitor a Stan/Eval program. This is a specialized publication intended for use by individuals who have graduated from technical training related to the Stan/Eval program. This manual applies to all commanders, operations supervisors, and Flight Managers assigned or attached for missions planned or executed under the control of the 618 AOC, United States Air Forces in Europe – Air Forces Africa 603 AOC/Air Mobility Division, and Pacific Air Forces 613 AOC/Air Mobility Division.<sup>8</sup>

#### AFMAN 11-255V3, Flight Manager Responsibilities and Procedures

Volume three establishes guidance for Flight Manager Responsibilities and Procedures ensuring the safe and successful accomplishment of the worldwide air mobility mission. This instruction applies to all missions planned or executed under the control of the 618 AOC, United States Air Forces in Europe – Air Forces Africa 603 AOC/Air Mobility Division, and Pacific Air Forces 613 AOC/Air Mobility Division. This publication is applicable to the Air National Guard and Air Force Reserve Command when flight managed.<sup>9</sup>

#### Airfield Suitability and Restrictions Report (ASRR)

The ASRR and Global Decision Support System (GDSS) Airfield Detail/Giant Report are key reference documents which establish airfield suitability and restrictions at airfields with prepared (paved) runways for the following AMC and AMC-gained aircraft: C-5, C-17, C-21, C-32, C-37, C-40, C-130, KC-10, KC-46 and KC-135, except as denoted in paragraph 1-2.1. AMC missions may operate only at airfields listed as suitable in the ASRR or GDSS Airfield Detail/Giant Report, with the exception of semi-prepared airfield operations in austere environments.<sup>10</sup> The ASRR includes



both civil and military airfields. These documents also provide the weight bearing capacity of the airfield surfaces and length and width of associated runways, taxiways, and parking aprons. Weight bearing capacity and the dimensions of the runways, taxiways, and parking aprons restrict the type of aircraft that can operate at the airfield.

#### Flight Crew Information Files (FCIFs)

FCIFs are published by USAF MAJCOMs on an as-required basis in order to provide essential information on operations, standardization, and safety. FCIFs can all be quickly disseminated to aircrews, and after release, typically must be reviewed prior to the next flight.

#### Air Mobility Command Instruction (AMCI) 11-208, MAF Management

Applicable information to airfield selection contained in AMCI 11-208 is focused on policies and responsibilities for developing AMC mobility mission schedules, mission planning factors, and mission following activities. The goal is to maintain aircrews and aircraft in a constant state of readiness in order to provide global logistics support. The air mobility mission planning activities and sequence provide a structure to adequately plan missions. The air mobility schedule should provide an even flow of aircrews and aircraft throughout the mobility system. This reduces scheduling turbulence for aircrews, maintenance, and other support areas. Air mobility mission flight following activities ensure the mission is conducted as planned and scheduled, or necessary changes are managed to sustain the even flow of aircrews and aircraft throughout the mobility system.<sup>11</sup>

AMCI 11-208 also contains information about Defense Logistics Agency (DLA)-Energy fuel contracts. The instruction states that DLA-Energy negotiates into-plane refueling agreements at numerous civil airport locations. Furthermore, it provides guidance stating that aircrew will use the into-plane contracted fuel provider at civil airfields, if available.<sup>12</sup> Lastly, AMCI 11-208 provides restrictions on airfield selection when aircrews are conducting off-station training (OST) missions. It states that OSTs will be conducted at DoD or Joint use airfields to the maximum extent possible and that aircrews will utilize government facilities (billeting, petroleum/oils/lubricants, etc.) to the maximum extent possible.<sup>13</sup>

#### 618th Air Operations Center Operating Instruction (OI) 13-1

The 618 AOC OI describes the fundamental processes employed by the 618 AOC to plan, task, execute, and assess the full spectrum of air mobility missions, to include air refueling, airlift, aeromedical evacuation (AE), and global air mobility support system (GAMSS) missions.<sup>14</sup> This document provides mission planners detailed guidance and planning considerations, such as risk mitigation, quiet hours, fuel services, diplomatic clearance lead times, hazardous material restrictions, and airfield suitability to maximize mission success.

### **Review of Processes on the Selection of Civil Airports**

This sub-section reviews how the guidance described above is applied by the 618 AOC to mission plan, and more specifically, to select airfields for transit.

There are several mission types that are exclusively planned by the 618 AOC: CORONETS, Special Assignment Airlift Missions (SAAM), contingency airlift, aeromedical evacuation, and global air mobility support system (GAMSS) requirements.<sup>15</sup> Although each mission set will differ in requirements and users (i.e. customers), the planners employ the same processes for selecting airfields.

According to mission planners at the 618 AOC, en route stops are determined with several considerations in mind: weather, maximum aircraft on the ground (i.e. airfield congestion), operating hours, maintenance support, fuel capabilities, weight bearing capacity, runway length and width, airfield security, hazardous cargo limitations, service support, diplomatic considerations like aircraft clearance lead time and other customs/immigration factors, special departure procedures, cargo offload capability, lodging availability, NOTAM restrictions or closures, etc. All en route locations are determined for suitability using the ASRR and GDSS Airfield Data/Giant Report. These reports list many of the considerations described above.

Climatological reasons also impact the selection of airfields by mission planners and aircrews. For summer operations, more attention is given to field temperatures, generally driving early morning or late evening departures to avoid the hottest temperatures of the day, which negatively impact aircraft operations. For winter operations, more attention is given to avoiding heavy snow locations and ensuring availability of de-icing equipment.

Deployment/redeployment and training missions are planned at the unit level.<sup>16</sup> Units, although they do not employ the same internal guidance as the 618 AOC,<sup>17</sup> largely use the same process for planning, which is driven by the Air Force level documents discussed in the guidance review sub-section. Furthermore, unit-planned deployment and redeployment missions must adhere to the standard routing and preferred transit locations as discussed in AMC FCIF 17-06-02 (see Appendix 2). This FCIF leads to an increased system velocity by relieving stress on primary military airfields and by providing maintenance repair teams (MRTs) the required accessibility, flexibility, and responsiveness to repair aircraft as expeditiously as possible.

As a final note, military airfields are prioritized whenever possible. However, stringent operating hours and additional operational and support limitations at preferred military locations in the European theater (see Appendix 3 for examples such as Royal Air Force (RAF) Mildenhall, Spangdahlem Air Base, and Ramstein Air Base), may dictate the use of a suitable civil airfield. This is especially evident during short-notice missions, which have a higher probability of facing congestion and support issues at military airfields, driving the decision on the part of the planner to select a civil airport. Ultimately, the planner is faced with a complicated problem set influenced by many variables when selecting an en route airfield for air mobility aircraft. Oftentimes, those variables favor the selection of a civil airfield as a transit location in order to sustain throughput and velocity of the air mobility system.

## **Review of Guidance on Selection of Aircrew Billeting at Civil Airports**

Lodging and per diem guidance has its foundation in the Joint Travel Regulations (JTR), which applies to all DoD travelers, including transient aircrew. Specifically, if Government quarters

(i.e. on-base lodging) are not available, the JTR requires travelers to first use DoD Preferred commercial lodging at Integrated Lodging Program Pilot (ILPP) installations/sites.<sup>18</sup> According to the Defense Travel Management Office (DTMO) website, there are only 26 states with DoD Preferred commercial lodging hotels.<sup>19</sup> When DoD Preferred commercial lodging is unavailable or not offered, travelers may select the lodging of their choice, within established per diem rates.<sup>20</sup> This review did not identify any OCONUS DoD Preferred Lodging locations. The JTR also provides travelers the flexibility, with the approval of the organization's Defense Travel System (DTS) approving official, to deviate from established per diem rates and/or directed lodging (DoD Preferred) due to mission needs or when specific lodging is required for a conference or training event.<sup>21</sup>

The JTR states "The guiding principle behind the JTR is to travel responsibly. The word "responsibly" means that the traveler exercises the same care in incurring expenses for Government travel that a prudent person would exercise if traveling at personal expense."<sup>22</sup> As a result, this does not always mean the least expensive lodging location is always selected but does mean the traveler will ultimately be responsible for any excess costs incurred by using lodging accommodations that are unnecessary or unjustified.

The following guidance forms the foundation for how USAF air mobility aircrews ultimately select billeting. However, most of the guidance is associated with aircrew billeting on a US military installation. The guidance associated with aircrew staying in commercial accommodations is limited and is primarily described in the JTR. Nonetheless, the same principles which form the basis of the guidance on military lodging are applicable to the selection of commercial lodging.

#### The Joint Travel Regulations: Uniformed Service Members and Civilian Employees

As previously stated, it is important to note that the JTR applies to all military personnel. Aircrew have additional requirements to ensure adequate crew rest, which underpins the safe operation of USAF aircraft. The JTR directs several requirements for military personnel who select lodging while on temporary duty (TDY). First, personnel must reserve lodging compliant with US Fire Administration Guidelines. Furthermore, each service must ensure that more than 90% of commercial lodging used by military travelers in both the US or non-foreign areas outside contiguous United States (OCONUS) complies with US Fire Administration guidelines. Second, the Government cannot direct the traveler to accept inadequate accommodations. Third, when booking commercial travel, the traveler is responsible for any charges in excess of the government per diem rate.<sup>23</sup> Fourth, travelers must use DTS to the maximum extent possible to arrange commercial lodging and Government quarters when DTS is capable of providing that service.<sup>24</sup> If a traveler cannot book commercial lodging using a Travel Management Company (TMC), then the traveler must book directly (to include online) with the commercial lodging facility. Lastly, a DoD Service member travelling to a US installation must use Government quarters so long as they are available and adequate.<sup>25</sup>

#### Department of Defense Instruction (DoDI) 1015.12, Lodging Program Resource Management

The lodging program resource management instruction directs all DoD components to provide lodging support to all eligible personnel and activities supported by the installation.<sup>26</sup>

DoD 7000.14 – R, Financial Management Regulation, Volume 9, Travel Policy

DoD 7000.14 regulation provides additional guidance on the use of ILPP sites and on travelling to a TDY location that is not a Government installation. Applicable guidance follows: travelers TDY to an ILPP site must use approved DoD Preferred Lodging accommodations when Government Quarters or Public-Private Venture lodging is not available (the DTMO website lists approved properties); a traveler must book preferred commercial lodging through DTS or a contracted Travel Management Company; and when the TDY location is not at an installation, the Service member is not required to use nearby Government facilities.<sup>27</sup>

Air Force Manual (AFMAN) 34-135, Air Force Lodging and Air Force Laundry and Linen Exchange Programs

AFMAN 34-135 describes aircrew support programs, such as Prime Knight. The Prime Knight program ensures high-quality and consistent lodging, transportation, and food service support to transient aircrews. The program manager is appointed and empowered by the installation commander. The quality of service depends on timely notification to the host program manager of aircrew requirements, and where it exists the program is required for all transient aircrews. A base that has no Prime Knight program is only authorized to operate without a program through a letter from the Force Support Squadron Commander or Director.

AFMAN 34-135 further describes the duties of the lodging manager at AF installations. The lodging manager supports the Prime Knight Manager by providing adequate rooms and efficient guest service to aircrew when lodging is available. Furthermore, the lodging manager establishes designated aircrew accommodations when the volume of transient aircrews increases, provides reservation capability during all normal operating hours, pre-registers the aircrew if assigned to on-base lodging, assigns rooms and assembles keys in information packets prior to the aircrew's arrival, ensures information packets contain base and local area information, and assembles the necessary documents if the aircrew is staying off-base.<sup>28</sup>

AFMAN 34-135 goes on to state that Air Force lodging should have the same service, consistency, and quality as a good quality, mid-level, commercial hotel.<sup>29</sup> When discussing transient aircrew lodging, the AFI directs that lodging provide a private room/private bath to officer transient aircrew members and a private room and a private or shared bath for enlisted transient aircrew members. Aircrew members are defined as anyone on the flight crew order. Additional guidelines on aircrew lodging from AFMAN 34-135 include: lodging managers should consider crew rest before assigning aircrew to rooms in the vicinity of construction or maintenance operations, lodging staff should maintain aircrew integrity by housing the entire aircrew on base as close together as possible, and the installation commander or aircraft commander may waive lodging requirements of being housed together on a temporary basis for reasons of military necessity.<sup>30</sup>

Ultimately, AFMAN 34-135 directs that on-base lodging will be used to the maximum extent possible to enhance mission execution and limit demand on support activities.<sup>31</sup> However, if no space is available on base, the traveler is provided a non-availability number and may arrange their own commercial lodging. TDY travelers have the option to accept assistance from front desk personnel in securing off-base accommodations.<sup>32</sup>

AF Services Center Installation Support Portal – Lodging Standards

The lodging standards from the AF Services Center Installation Support Portal states that when on-installation Government lodging is unavailable, and upon request from the guest, the lodging representative will contact a commercial hotel and reserve the required number of rooms. In this case, guests may select their preference of commercial lodging facilities.<sup>33</sup>

Integrated Lodging Program Pilot Guide

The ILPP Guide provides the following prioritized list (based on availability) for selecting lodging if the traveler is TDY to an installation at an ILPP location: (1) DoD lodging, (2) DoD privatized lodging, (3) DoD Preferred commercial lodging, and (4) other options. Furthermore, the ILPP Guide states that if the traveler is TDY to a metro area at an ILPP location, they must use DoD Preferred commercial lodging, if available. If it is not available, the traveler may stay in any lodging of their choice. Lastly, if the mission requires that the traveler not use an available, directed lodging type, the authorizing official may authorize full lodging and meal reimbursement.<sup>34</sup>

Most important to note for the purposes of this review is that DoD Preferred commercial lodging is only applicable to CONUS locations.

ILPP Adequacy Standards

The FY2015 National Defense Authorization Act (NDAA) (P.L. 113-291) authorized the Secretary of Defense to institute a Government lodging program to provide “adequate” government or commercial lodging for civilians or members of the Military Services performing duty on official travel.<sup>35</sup>

AFI 65-103, Temporary Duty/Special Orders

AFI 65-103 further elaborates on the administrative requirements for using commercial lodging. Before orders are published, the traveler or project officer must request and obtain approval for nonuse of government facilities if lodging is available on the TDY installation.<sup>36</sup>

AFI 65-103 directs the traveler or project officer to add the following statement on orders when TDY to a military installation: "Per diem is based on the availability of government quarters (military always, civilian in some cases per the JTR) and government meal availability (military). For travel to military installations (with on-base lodging facilities), advance lodging reservations are mandatory to maximize the use of government quarters and for more efficient use of per diem. Contact the TMC to make reservations immediately with the TDY location's lodging operation. If on-base lodging is not available, the lodging office shall provide non-availability information." If non-availability is received prior to issuing orders, the non-availability number will be annotated in the “Remarks” section of the order. Privatized Lodging is not considered Government Quarters and staying in the facility is not required except in “Integrated Lodging” locations (as defined in the JTR).”<sup>37</sup>

AMCI 11-208, Mobility Air Forces Management

AMCI 11-208 further discusses the Prime Knight program and places the responsibility on the aircrew to ensure that the destination airfield with the Prime Knight program is notified of aircrew billeting requirements. Ultimately, the success of Prime Knight depends on the accuracy of aircrew information.<sup>38</sup> Lastly, the instruction states that stage managers are the link between headquarters and the aircrews flying in the stage. Stage managers are responsible for smooth stage operations including lodging, messing, security, etc.<sup>39</sup>

Summary of Lodging Regulations

The JTR ultimately makes no distinction between aircrews and other federal (civilian/military) travelers. The JTR, Financial Management Regulation, and DTS guides primarily address lodging procedures for travel to DoD installations and CONUS commercial locations. AFMAN 34-135 addresses lodging for aircrews who are performing temporary duty at military installations with lodging services. The review team was unable to find specific guidance addressing detailed lodging procedures for aircrews lodged at civilian establishments in overseas areas. However, the JTR does cover these situations broadly, with appropriate flexibility to account for the varied conditions personnel encounter when travelling worldwide.

**Review of Processes on the Selection of Aircrew Billeting at Civil Airports**

The operational and support limitations of US military airfields in Europe regularly cause planners and aircrew to select civil airports as transit locations. Thus, aircrew are required to remain overnight (RON) at commercial lodging facilities rather than military facilities. The preponderance of guidance focuses on military lodging; as a result, the aircrew default to the previously mentioned instructions and regulations when selecting commercial lodging. The primary considerations for aircrew lodging are as follows: suitability for crew rest (to include during daylight hours); the room availability to lodge the crew together; the cost being at or below the allowable DoD lodging rate; and proximity to the airfield and to messing options (food and dining).

The selection of off-base commercial lodging varies based on the criteria mentioned above. Normally, aircrew operating within the air mobility system performing a mission do not utilize DTS to book lodging due to the fluid nature of the travel and dynamics of mission timing. Lodging arrangements are typically made on an as-needed, just-in-time manner by AF Lodging activities, other DoD Lodging activities, AMC-contracted ground support personnel, US Embassy personnel, civilian Fixed Base Operator (FBO) personnel, or in the absence of other assistance, by the aircrew themselves. Listed below is a summary of lodging procedures by location type. Note the following procedures assume travelers are not using DTS to arrange their own travel.

US DoD Installations: The JTR requires that US service members TDY to a US DoD Installation use “adequate and available” government quarters first, but if not available, they will be lodged off-base in commercial lodging facilities. In cases of non-availability of government quarters, AFMAN 34-135, AF Lodging Program, provides the traveler the option to choose their own off-base hotel or to get assistance from AF Lodging front desk personnel. This review did not find any



further directives for selecting off-base hotels for use by transient aircrew members (or any DoD traveler), leaving the selection of off-base hotels to local AF Lodging Managers or to individual aircrew.

Foreign Locations without DoD Installation Support: There are many locations in the global air mobility system where AMC aircraft and aircrew transit foreign locations without DoD installations and with little to no DoD support. At these locations, support may be provided by US Embassy personnel and host nation support activities arranged by the US Embassy, AMC Air Terminal Ground Handling Services contractors, foreign military personnel at locations without a US Government presence, or a civilian FBO.

For those locations where U. S. Embassy personnel are making commercial lodging and other ground support arrangements for transient aircrew, the US Embassy's internal Department of State review process determines where the aircrew is lodged.

For those locations with AMC Air Terminal Ground Handling Services contractors, lodging arrangements for aircrews are made by the contractors in accordance with their Performance Work Statements (PWS). Those locations with Air Terminal Ground Handling Services contracts managed by AMC include: Fukuoka, Kuwait International, and Central/South America (Bogota, Caracas, Kingston, and Panama). For the Central/South American and Kuwait locations, guidance is provided to the contractors from the supporting US Embassy and local contracting officer representative.

For those locations at foreign military fields, lodging arrangements could be made by the aircrew, if known ahead of time, or with the assistance of the host foreign military. Commercial lodging arrangements, in this case, could also be made by US Embassy personnel responsible for that location.

For those locations with only civilian FBOs, lodging arrangements for transient aircrew are proposed by FBO personnel and confirmed at the discretion of the aircrew. FBOs are commercial providers at airports and are not regulated by any DoD guidance for selection of commercial lodging. However, US DoD lodging and per diem rates are publically available; thus, FBOs typically consider those rates when making lodging arrangements for transient AMC aircrew. The aircrew, as DoD travelers, are subject to the JTR guidance regardless of who makes the lodging arrangements and are responsible for their lodging expenditures.

#### Aircrew Billeting Process Summary

There are several DoD and Air Force sources of guidance for AMC aircrews. The JTR gives overall guidance for all circumstances but also contains additional guidance for off-base lodging in the CONUS due to DTMO's ILPP DoD Preferred Lodging program. When it comes to off-base commercial lodging not at an ILPP location or in a foreign nation, there is more flexibility in choosing a commercial lodging facility. In foreign locations, it is prudent to normally allow those organizations familiar with local conditions (i.e. AF Lodging, other DoD lodging, US Embassy, US Ground Support contractors, FBOs) to make off-base lodging arrangements for transient aircrew.

This guidance is transmitted to aircrews through mandatory DTS training and access to the JTR. Aircrews are required to comply with the JTR and other applicable guidance. However, it is important to note that maintaining global access, throughput, and velocity places air mobility crews at diverse locations across the globe. On occasion, this results in aircrew lodging at locations where the only options which meet suitability, availability, expense, and proximity criteria could also be perceived to be of a quality higher than the “good quality, mid-level, commercial hotel” mentioned as the standard in AFMAN 34-135. Under these circumstances, while aircrews must be aware of their circumstances, the imperative of continuing the military mission prevails.

### **Prestwick Airport as a Preferred Stopover Location**

This section of the report describes how the guidance and processes used for selection of civil airfields and use of lodging by aircrew applies to use of Prestwick Airport in the United Kingdom. In applying guidance and processes, use of this airfield as a preferred location is based primarily upon key operations and support factors present at Prestwick which are highly amenable to maintaining throughput and velocity in the global air mobility system.

#### Operations Factors

Prestwick is a preferred operational location for many reasons. Mobility aircraft and crews have utilized the parking apron at Prestwick en route to support the Berlin Airlift, Cold War operations, Desert Storm, Operations Iraqi and Enduring Freedom, Operation Inherent Resolve, and the fight to defeat ISIS.<sup>40</sup> Prestwick has two long runways, full instrument approach capability, and a large parking apron stressed for heavy cargo aircraft. Historically, Prestwick also has relatively better weather patterns (better visibility and less precipitation) than other airfields in the United Kingdom and Ireland used by AMC aircraft.

Notably, Prestwick airfield is open 24/7/365, thereby enabling significant flexibility to meet scheduling constraints driven by mission demands. While military planners would prefer to route missions through military airfield hubs like RAF Mildenhall, Ramstein Air Base, or Spangdahlem Air Base, these military airfields have restrictive hours during which the airfield is open. These fields are typically open only 15-19 hours per day, thereby limiting operational and scheduling flexibility. From a planning perspective, this restriction adds to an already complicated equation. Quiet hours, or those times of the day in which the airfield is closed, not only constrain operations into the airfield but also impact the scheduling of the departure flight. For example, many airfields in CONUS also have operating limitations during the evenings and weekends. This added constraint at the destination field limits the timeframe during which planners can launch aircraft from Europe to reach the United States. As a result, in order to arrive at the airfield in the United States prior to its closing, planners may need to launch crews before the military field in Europe is open. Prestwick offers aircrews and planners the flexibility to land or launch as required to ensure mission success.

Two additional significant factors worth discussion are diplomatic clearances and transport of hazardous cargo. Compared to other nations, diplomatic clearances in the United Kingdom are relatively easy to obtain and Prestwick has few hazardous cargo restrictions for parking. Diplomatic clearances in the UK for aircraft without hazardous cargo require only an input in the Aircraft and



Personnel Automated Clearance Systems (APACS), and the lead time to overfly or land in the UK if carrying hazardous cargo is three days.<sup>41</sup> According to 618 AOC planners, Prestwick has never turned away a request to service and handle an AMC aircraft with hazardous cargo. In contrast, RAF Mildenhall, Ramstein Air Base, and Spangdahlem Air Base consistently turn away AMC aircraft with hazardous cargo. At these bases, there are limited parking locations for aircraft with hazardous cargo onboard. RAF Mildenhall has one parking spot reserved for aircraft with hazardous cargo; Ramstein Air Base has four spots for hazardous cargo but it is on a first come, first serve basis unless there is a higher priority. Furthermore, when considering Prestwick or Belfast airports versus Shannon Airport in Ireland, diplomatic clearance becomes a critical factor. The lead time for diplomatic clearance for Ireland is seven days, and if the aircraft is carrying hazardous cargo, it must avoid Ireland altogether.<sup>42</sup>

Located in the northern region of the United Kingdom, Prestwick is also ideally suited along the route of flight to and from Europe and the Middle East. A review of historical usage indicates that the aircraft which most commonly stops in Prestwick for fuel and rest is the C-130. During certain times of the year, when faced with poor weather over the North Atlantic, and when carrying significant cargo and/or personnel, C-130s cannot make the transit across the Atlantic Ocean en route to North America without first stopping for fuel at the most western locations such as Prestwick, Shannon, and Belfast. Furthermore, even when flying eastbound from CONUS, C-130s cannot generally reach RAF Mildenhall or Ramstein Air Base without first stopping for fuel. Amongst these western locations, Prestwick offers the best combination of factors to support air mobility operations at a civil airport.

### Support Factors

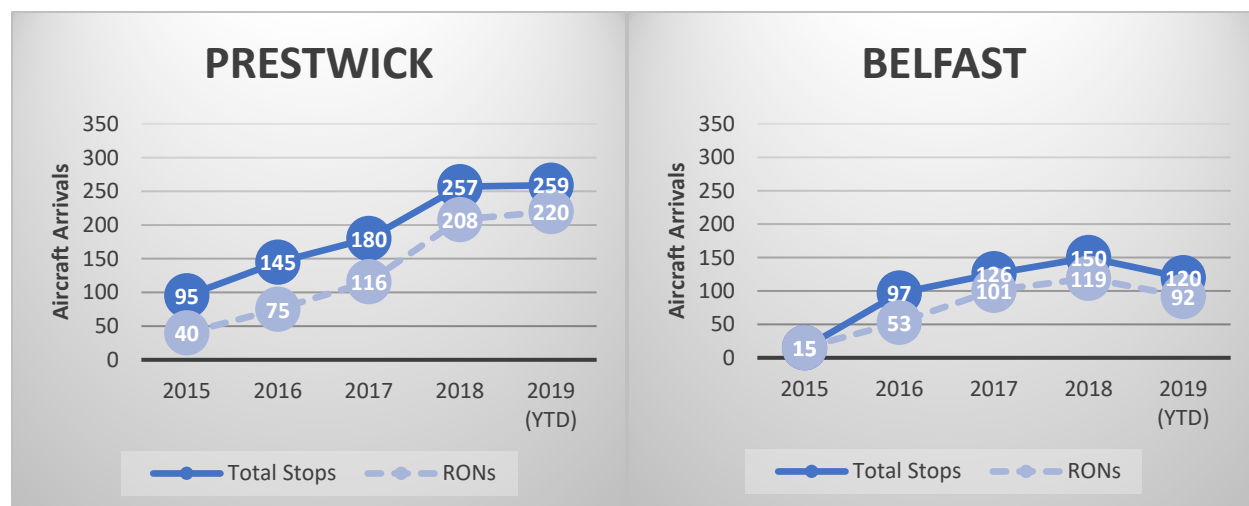
When assessing stopovers at Prestwick from the standpoint of support, it is important to first consider available fuel. Aircrews are directed to refuel at civil airports that have DoD fuel contracts, if available.<sup>43</sup> DLA-Energy negotiates refueling agreements at civil airport locations. Currently, DLA-Energy has fuel contracts with four airfields in the United Kingdom (UK): Belfast International Airport, Farnborough Airport in southern UK, Prestwick Airport, and London Stansted Airport. Farnborough is not situated along the route of flight and has airfield restrictions which prevent its use by larger AMC aircraft, and London Stansted is located further south and is often far too busy to provide adequate support. Thus, AMC aircrews and planners, if required to refuel and/or rest at a civil airport prior to, or just after, making a North Atlantic transit, will most likely select Belfast or Prestwick. Stops at Belfast and Prestwick have significantly increased since 2015 (see Figure 1). At Prestwick, the current DLA-Energy contract is with Prestwick Airport Ltd, and was awarded on 29 August 2016.<sup>44</sup>

Maintenance support is another important consideration when selecting airfields. KC-135s were previously routed through Rota Air Base, Spain, on a routine basis during the transit to and from Europe and the Middle East. However, this policy changed because if a KC-135 were to have a maintenance issue, a maintenance repair team (MRT) would have to be dispatched to Spain from either the US or the UK. When a KC-135 has a maintenance issue at Prestwick, a MRT may be dispatched from the KC-135 unit based at RAF Mildenhall, which is also located in the UK. The implication here is that a KC-135 which requires repair in Rota would be idle for 3-4 days, whereas a

KC-135 that has a maintenance issue in Prestwick would only be idle for 1-2 days. Even use of Belfast airport, which is geographically near to RAF Mildenhall but across the Irish Sea, would induce increased maintenance down time because a MRT from RAF Mildenhall would still have to fly to reach the stricken aircraft. As a result, access to Prestwick via ground transportation from RAF Mildenhall is a favorable factor when considering potential maintenance support requirements in comparison to other airports in the region.

#### Effect of AMC FCIF 17-06-02

The operational and support factors described above support the selection of Prestwick Airport for use by AMC transient aircraft. In recognition of these factors, in June 2017 AMC released FCIF 17-06-02 which directed standardized deployment and redeployment routing to and from Europe and the Middle East for C-130, KC-10, and KC-135 units (see Appendix 2 for a copy of this FCIF). While the majority of airfields specified for routing in this FCIF were military airfields, two civil airfields in the specified eastern Atlantic region were Prestwick and Belfast. Following the release of this FCIF, there was a significant increase in AMC stops at both Prestwick and Belfast (see Figure 1). The trend of increased use at both airfields is based on the military operational utility of each in support of movement through the theater to/from deployed locations in the Middle East, with the primary distinction between the two being the increased utility of Prestwick as a location better suited for KC-135 transit versus Belfast.

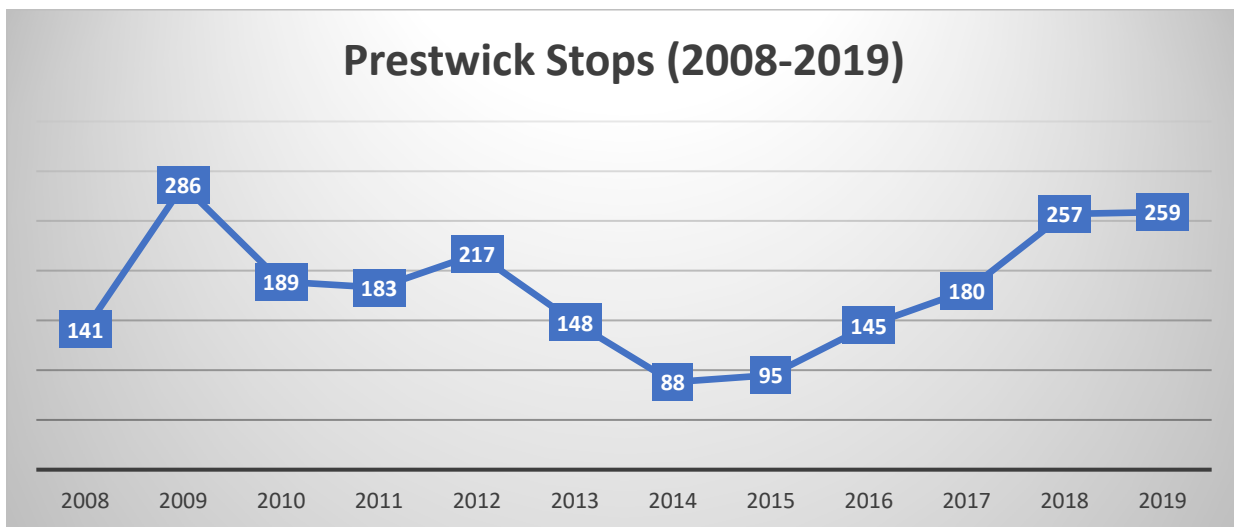


**Figure 1. Use of Prestwick and Belfast Airports Since 2015**

#### Summary

Review of applicable guidance and processes for selection of civil airports for use by air mobility crews for en route fuel and crew rest stops, when applied to Prestwick Airport, clearly indicates significant operational and support advantages to using this location. As a result, AMC release of FCIF 17-06-02 increased use of this airfield as a preferred operating stop for trans-Atlantic movements of C-130, KC-10, and KC-135 aircraft.

However, two factors are important to note regarding the value of Prestwick airport in support of air mobility operations. First, as indicated in Figure 1, the recent trend of increased use started in 2015 (prior to the release of this FCIF), indicating the known value of using this location even without the additional guidance provided in the subsequent 2017 FCIF. Second, the ten-year trend depicted in Figure 2 below demonstrates that even the higher levels of usage at Prestwick after the 2017 FCIF remain below prior historic levels in 2009. The ebb and flow of operational use of Prestwick across this 10 year period is attributable to many factors, but the principle factor being the pace and scale of operations in Europe and the Middle East. In 2008-9, for example, US operations in Iraq remained at full scale, with significant reductions not occurring until approximately 2010-2012 as US forces drew down commitments in that area. In a similar vein, beginning after 2014, events in both Europe and in the Middle East drove an increase in the scope and scale of operations which is reflected in the increased use of Prestwick as a transit point from that time forward.



**Figure 2. Total Prestwick Stops by AMC Aircraft 2008-2019**

### **Selection of Aircrew Lodging in Vicinity of Prestwick**

As described in the guidance review of this report, the selection of aircrew accommodations when transiting a civil airport is driven by a number of factors: availability, suitability, expense, and proximity. This section analyzes how these criteria were applied to lodging choices made by aircrews transiting the Prestwick airport during the time period from January 2015 – August 2019.

Figure 3 shows the distribution of billeting locations used by AMC aircrews over this five year period. Data displayed in this graphic was derived by first identifying missions transiting Prestwick as documented in AMC's Global Decision Support System (GDSS), which is the primary command and control tool for use by AMC and unit planners and use of which is mandatory for air mobility aircraft performing operational missions. In total, 936 air mobility missions transited Prestwick during this time period, and of those 936, there were 659 missions which remained at Prestwick long enough to indicate an overnight crew rest occurred (commonly referred to as a remain overnight, or RON). From GDSS, analysts then recorded the name and social security

number of the aircraft commanders for those crews which transited Prestwick and remained overnight at that location, and then accessed the Defense Travel System (DTS) and Reserve Travel System (RTS) in order to locate travel vouchers and lodging receipts to determine which lodging location the aircraft commander stayed at while transiting Prestwick. Notably, it is common practice for the remainder of aircrews to stay at the same location as the aircraft commander in order to simplify ground transportation logistics and communication amongst members of the aircrew. Of 659 total RONs at Prestwick, 545 records could be analyzed and billeting location determined. AMC could not retrieve hotel information on 114 records due to incomplete data, vouchers not completed in the Defense Travel System, or travel receipts not uploaded.

The results of the distribution show that during this five year period, 77% (or 419 AMC aircrews) stayed in hotels in the local Prestwick area, 17% (or 95 AMC aircrews) stayed in hotels in Glasgow, and 6% (or 31 AMC aircrews) stayed in Turnberry. The distribution is consistent with policy and guidance for selecting aircrew accommodations, and when aircrew are billeted outside the local Prestwick area, the distribution does not indicate a preference for any particular location. It is worth noting that this distribution of lodging locations generally remained consistent each year across the time period assessed by this report, with increased use of lodging locations per year tracking the overall trend of increased use of the Prestwick airport as indicated in Figure 1 (see previous section). However, some minor variations did occur by year, with one example being 2016 when the Turnberry was not used due to extensive renovations conducted that year.

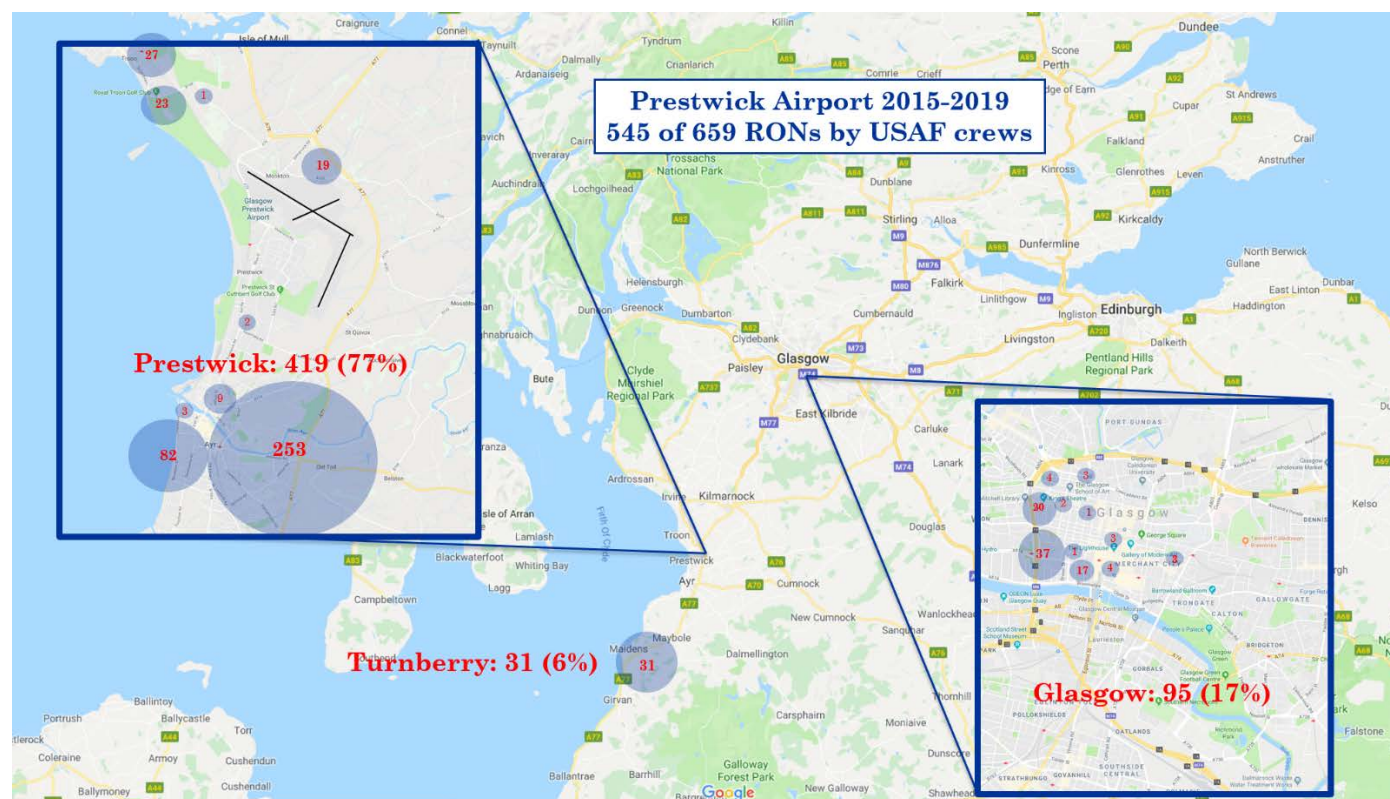


Figure 3. Aircrew Remain Overnight Distribution, Prestwick, 2015-2019

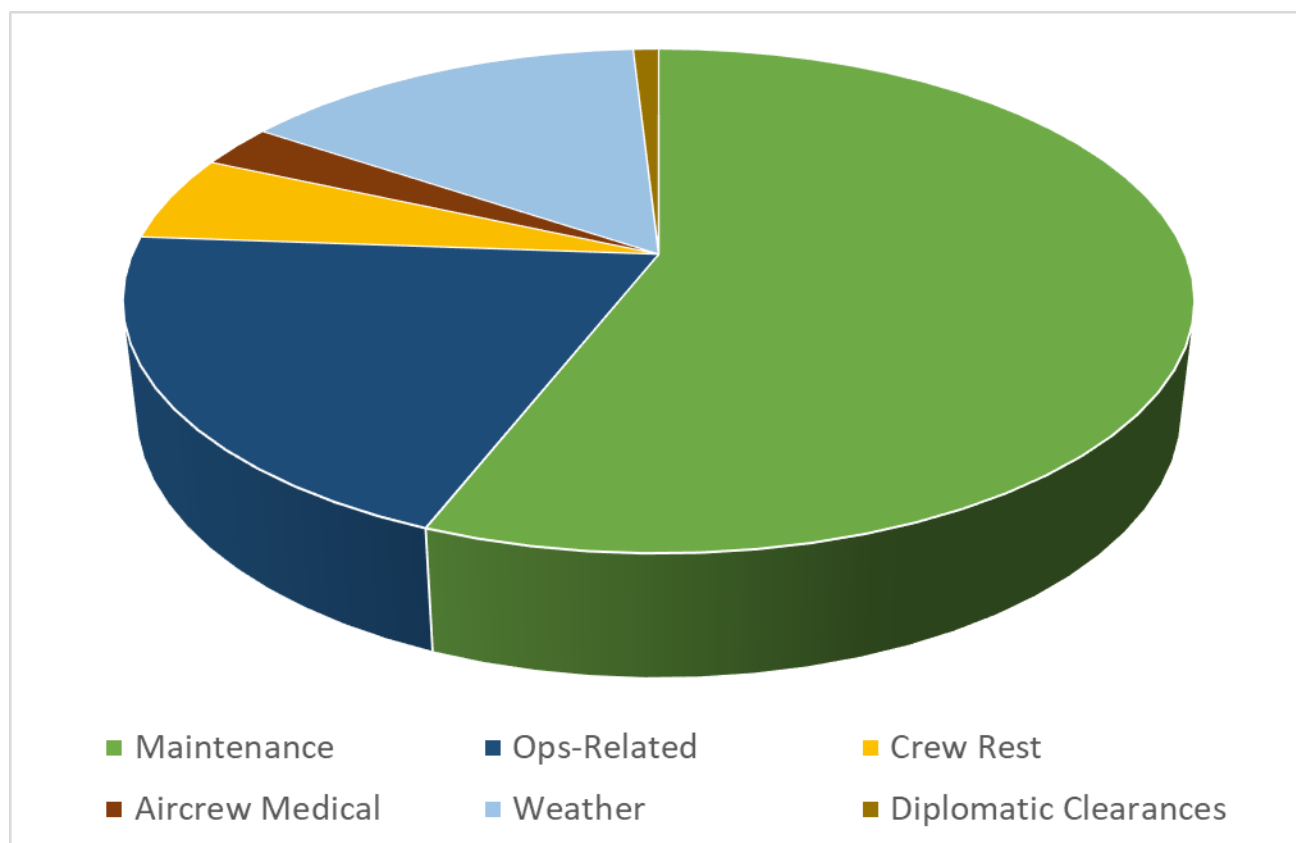


When transiting Prestwick, aircrews receive assistance from the FBO in arranging overnight accommodations. Prestwick Aviation Services is the FBO that services AMC aircraft transiting Prestwick Airport. The review team contacted Prestwick Aviation Services to ask how they propose accommodations for aircrew overnights. The review team spoke with two employees at Prestwick Aviation Services.<sup>45</sup> One employee stated that for approximately 90% of aircrews (military or civilian), the FBO assists in arranging the hotel or provides suitable recommendations for local accommodations. Otherwise, the crews arrange for their own hotel. It is important to note, however, that the aircraft commander is ultimately responsible for the selection of the commercial lodging. If the aircrew desires that the FBO arrange lodging on behalf of the crew, the aircrew or mission planners would include that in their request for service to the FBO sent prior to the arrival of the aircraft.

Both employees also described how they help arrange hotels. First, it is based on location and nightly rate. If there is no available lodging at or below the maximum allowable DoD lodging rate for the entire crew within a 10-15 minute radius of the airport, Prestwick Aviation Services will arrange the next closest available hotel that is at or under the DoD maximum rate (\$160 per night as of 12 September 19). The primary hotel the FBO utilizes is the Mercure (253 of 545 stays during the five year period), which is located 15 minutes from the airport, and has nightly rates of \$97 as of 12 September 19. If the Mercure is unavailable, the FBO will attempt to arrange accommodations at the Western House Hotel (also 15 minutes from the airport and \$146 per night) or the Riverside Hotel (14 minutes and \$110 per night). Only if these hotels are unavailable, will the FBO help arrange other hotels in Prestwick and outside the local area. Other locations outside of Prestwick where aircrews have stayed are Glasgow and Turnberry. Both of these locations are approximately 40 minutes from Prestwick Airport.

In order to assess how the process described above by Prestwick Aviation Services representatives was experienced by aircrews transiting Prestwick, and in particular how the process resulted in aircrew lodging at specific locations, the review team also interviewed a 15% sampling of aircraft commanders who remained overnight and lodged at Turnberry. The results of these interviews indicated that the process described in the paragraphs above was applied in their cases, and that lodging at the Turnberry occurred only after other locations closer to the Prestwick Airport were determined to be unavailable based on the requirements of the aircrew.<sup>46</sup>

When aircrews remain overnight in Prestwick, most stay for a single night in order to acquire the necessary crew rest prior to departing on the next leg of the mission. Over the past five years, 35% of aircraft commanders for whom definitive records could be obtained stayed in the Prestwick area for more than a single night. There are numerous factors that can extend an aircrew's stay past a single night. Operational reasons for an extended stay could include maximum on ground (i.e. parking and servicing restrictions) or time slot restrictions at destination airfields. Further issues delaying aircrews at Prestwick could be related to maintenance, diplomatic clearance, weather, aircrew medical, and additional crew rest factors. From the perspective of crew rest, aircrew oftentimes land at odd hours of the day (early in the morning or late at night), which requires additional time on the ground to reset the body's circadian clock. See Figure 4 for a breakdown on the reasons why crews stayed in Prestwick for more than 24 hours.



**Figure 4. Reasons for Greater than 24 Hour Stay in Prestwick**

Within this data set of aircrew stays in excess of 24 hours, the review team also examined any instances of extended stays at the Turnberry located south of Prestwick. Analysis found that there were six instances when aircrews stayed longer than 24 hours at this location. For five of those six aircrews, their aircraft had maintenance issues that required repair. The sixth aircrew was delayed for operational reasons.

During the review, the review team also conducted a random sampling of approximately 25% of the 545 records acquired through DTS and RTS to assess whether aircrews were filing travel vouchers and using the systems in accordance with current DTS guidance. Of the 131 records sampled, 44% were Active Duty, 27% were Air Force Reserve, and 27% were Air National Guard. The overall finding is that aircraft commanders substantially followed DTS processes when filing vouchers; however, it was determined that some vouchers were not filed consistent with prescribed timelines or with all receipts uploaded.<sup>47</sup> The sampling indicated that there was not complete adherence to this requirement to upload receipts in DTS. In all instances of errors in travel voucher filing, the review team provided feedback to cognizant commands in order to facilitate corrective action.

## Recommendations

After review of all findings, consideration was given to any potential changes in overall guidance or specific processes applying guidance to selection and use of civil airfields as transit locations as well as use of lodging at these locations. The review did not identify any substantive recommendations regarding airfield selection or use but did have one substantive recommendation regarding selection and use of lodging locations.

### **No Change Needed to Current Mission Planning Guidance and Processes on the Selection of En Route Airfields**

The review team found that there is adequate guidance that describes the selection of en route airfields, to include both military airfields and civil airports. AFI 11-202V3 is the foundation for all mission planning guidance. Supporting the mission planning guidance in AFI 11-202V3 are a number of additional instructions and reports, from the Airfield Suitability and Restrictions Report to the AMCI 11-208 as well as internal 618th Air Operations Center (AOC) operating instructions and checklists. From the guidance described in AFI 11-202V3, planners will select the most suitable airfield for use as a transient location.

The review team found that 618 AOC mission planners and individual unit planners and aircrew correctly and prudently apply the guidance. Further influencing their behavior in airfield selection is Flight Crew Information File (FCIF) 17-06-02, which was ultimately issued as a result of support and operational restrictions at the primary military airfields in the region. This FCIF was issued with the intent to sustain throughput in the air mobility system. All data indicate that this FCIF has appropriately informed planning efforts, resulting in increased use of Prestwick and Belfast airports (see Figure 1) as alternatives to the limited number of military airfields in the western European region.

As operational requirements change due to geopolitical events, Air Mobility Command (AMC) will adjust guidance to planners in order to optimize velocity and throughput of the global air mobility system. Such adjustments are a normal element of the overall command and control process.

### **Incorporate Lessons on Travel Considerations into AMC GRACC and MPD Syllabuses**

The Joint Travel Regulations (JTR) as well as AFMAN 34-315, Air Force Lodging Program, provide lodging guidance for AMC travelers. The Defense Travel Management Office (DTMO) provides further guidance on its website. This guidance is accessible to trip planners and can be accessed online. This review found that existing guidance has adequate measures to ensure billeting of transient aircrews is consistent with the appropriate use of government resources. The guidance is also appropriately broad to allow for a multitude of scenarios and factors that affect where aircrews are lodged on any particular day in any particular location in the world. This flexibility is necessary to

ensure uninterrupted and effective global mobility operations. This broad regulatory guidance also requires those who make decisions about lodging to use sound judgement and reasoning, weighing multiple different criteria to make an informed decision based on the known conditions at the time. Transient aircrew are aided, and in most cases directed, by various US Government support agencies in making lodging decisions. However, the aircraft commander is the last link in the decision chain to ensure lodging arrangements are appropriate. This is a key responsibility when there is no US Government agency making lodging arrangements or aiding the aircrew at their crew rest location.

AMC requires specific training courses to be completed before a crewmember is certified as an aircraft commander. Although the review found no instances of inappropriate decision-making by aircrews transiting Prestwick Airport and lodging in the local areas, the broad nature of existing guidance suggests some additional focused training would be of value to affirm the role of the aircrew in the process. This training for new aircraft commanders should include an instructional segment covering four basic criteria to consider when evaluating off-base commercial lodging without support from US Government agencies. This training should be incorporated in the Global Ready Aircraft Commanders Course (GRACC) syllabus, as well as the pre-aircraft commander training contained in the Mission Pilot Development (MPD) Guide. The four criteria which should be considered are:

1. Availability: is the hotel available when the aircrew needs it, for the length of time needed, for the number of personnel needing to stay in the same location?
2. Suitability: does this hotel meet basic AF Lodging standards for crew rest, is the hotel itself and its surrounding area in a reasonably secure location, are there any obvious concerns to be considered about public perception of where the crew is lodging?
3. Expense: is this a reasonable expenditure of government funds, is it within established per diem limits and if not, is there an adequate justification for exceeding the per diem limits for lodging and has appropriate approval been obtained in advance if conditions permit?
4. Proximity: is the hotel reasonably close to the airfield and is the hotel reasonably close to other needed support (i.e. dining options, available ground transportation)?

Formally training new aircraft commanders to consider these four criteria will enhance knowledge at the aircrew level and continue to ensure commercial lodging of transient aircrew, when required, is consistent with the appropriate use of government resources while fulfilling operational mission requirements in a safe and professional manner.



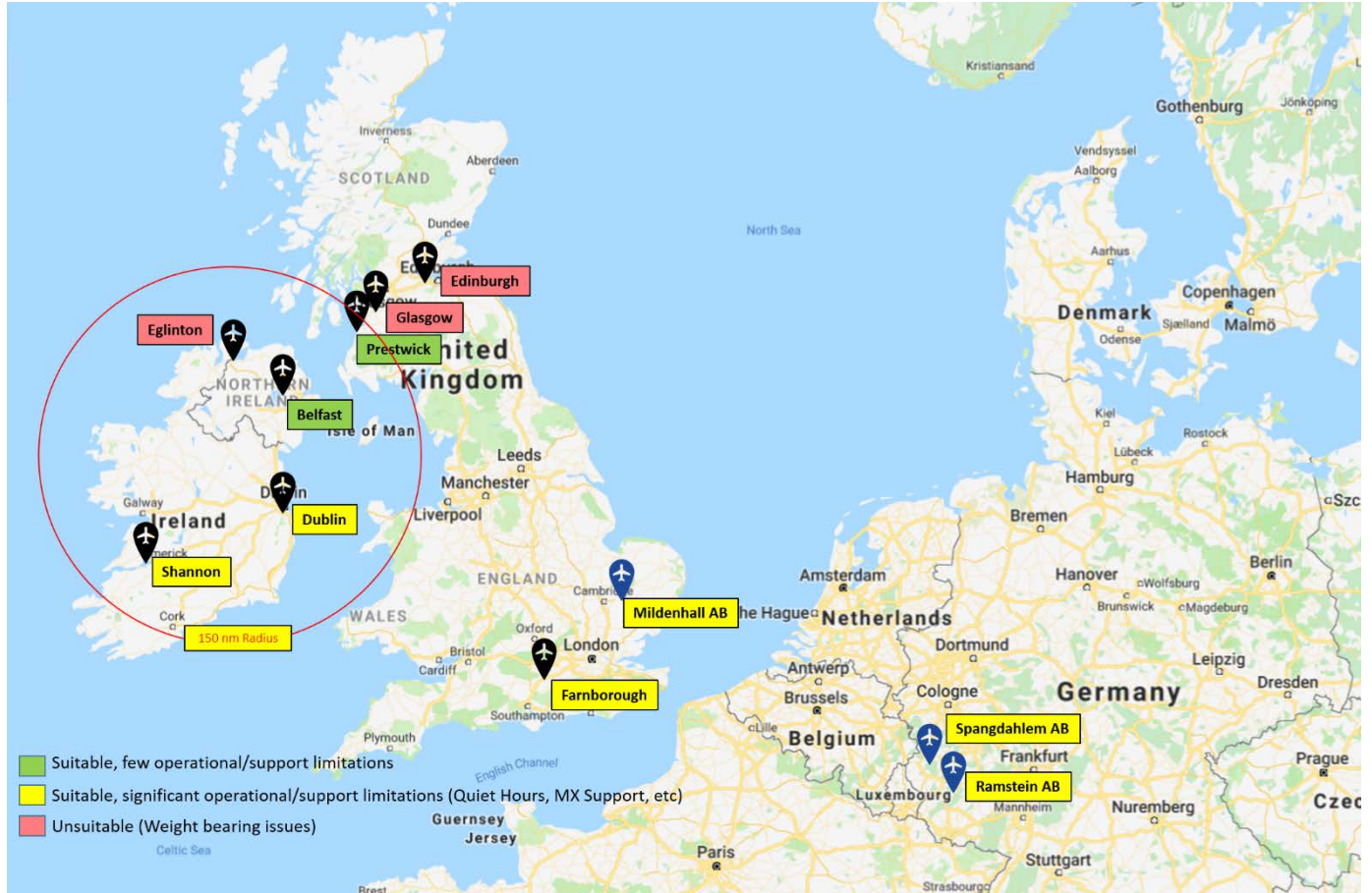
## Conclusion

Air Mobility Command (AMC) was tasked to review all guidance and processes associated with the selection of civil airports and associated aircrew lodging, and following the review, make recommendations for guidance, policy, and process changes. This review found that existing guidance, and the processes used to apply that guidance, are sufficient. However, the team concluded that educating aircrew on applicable regulations is a continuous process and AMC can improve how it educates aircrew on travel regulations by incorporating lessons and discussion items into its aircraft commander training. AMC will educate new aircraft commanders on travel regulations and considerations to be used when selecting commercial lodging during its Global Ready Aircraft Commanders Course (GRACC) and via the Mission Pilot Development Guide. Using these mechanisms will ensure this training reaches all new AMC aircraft commanders.

The National Defense Strategy requires flexibility and freedom of action to maintain the strategic advantage in today's operational environment.<sup>48</sup> A key capability which underpins the flexibility and freedom of action is rapid global mobility generated by AMC aircraft and aircrews. Current guidance, policy, and processes enable AMC to maintain the throughput and velocity required to remain ahead of any strategic competitor. A key factor in sustaining that throughput and velocity is access and use of suitable civil airfields strategically located across the globe. In concert with allies and partners, continuing use of these airfields remains in the national interest of the United States.

## Appendix 1

### Commonly Transited Northern and Western European Airfields



## Appendix 2

## Flight Crew Information File 17-06-02

FLIGHT CREW INFORMATION FILE		
FROM: HQ AMC/A3V	TO: All AMC and AMC Gained (AFRC and ANG) C-130, KC-10, and KC-135 Units	RELEASE DATE: 09 Jun 2017
SUBJECT:	C-130, KC-10, and KC-135 Standardized Deploy/Redeploy Routing Locations	
//UNCLASSIFIED// (FCIF 17-06-02, Page 1 of 2)		
SUBJECT: C-130, KC-10, and KC-135 Standardized Deploy/Redeploy Routing Locations		
<p>1. HQ AMC/A3V FCIF 17-06-02. This FCIF is approved for release by Mr. Pete Lawhead, AMC/DA3V, and applies to all AMC, AMC Gained (AFRC and ANG) C-130, KC-10, and KC-135 units. All others take for information only. Retain until rescinded. This FCIF rescinds FCIF 10-05-09.</p> <p>2. To increase system velocity and responsiveness in the event a Maintenance Repair Team (MRT) is required, the following standardized locations will be used for deploy/redeploy missions to/from CENTCOM locations. Units will utilize fuel efficient routing when planning unless AMC operational requirements dictate otherwise.</p> <p>a. C-130 – The following locations can be used for RON or required fuel stops:</p> <ol style="list-style-type: none"> <li>1. CONUS C-130 AMC, ANG or AFRC Locations</li> <li>2. CYYT – St Johns</li> <li>3. EGAA – Belfast</li> <li>4. EGPK - Prestwick</li> <li>5. EGUN – Mildenhall</li> <li>6. ETAD - Spangdahlem</li> <li>7. ETAR - Ramstein</li> <li>8. LERT - Rota</li> <li>9. LICZ – Sigonella</li> <li>10. LGSA – Souda</li> <li>11. LTAG - Incirlik</li> <li>12. LPLA – Lajes</li> <li>13. OTBH – Al Udeid</li> <li>14. OKAS – Ali Al Salem</li> <li>15. UGTB – Tbilisi</li> </ol> <p>b. KC-135 / KC-10 – The following locations can be used for RON or required fuel stops:</p> <ol style="list-style-type: none"> <li>1. EGUN – Mildenhall</li> <li>2. ETAD – Spangdahlem</li> <li>3. ETAR – Ramstein</li> <li>4. EGPK – Prestwick (if fuel stop is required and EGUN, ETAD or ETAR are not available)</li> <li>5. CONUS KC-135 AMC, ANG or AFRC Locations (KC-135 Only)</li> </ol> <p>(Continued on Page 2)</p> <p>//UNCLASSIFIED//</p>		

3. Missions in execution may be rerouted by 618 AOC (TACC) as required.
4. If a deviation from the approved locations is required, units must submit a standard routing waiver request. Waiver requests will be submitted via 618 AOC (TACC) website service requests and include valid justification supporting why deviation is required for AMC operational requirements.
5. POCs for the FCIF are Mr. Don Elson, AMC/A3VS, DSN 779-3626; Lt Col F. David Moore, AFRC/A3MK, DSN 4971780; Lt Col Tony Bierenkoven, PACAF/A3TV, DSN 315-449-1985; Lt Col Eliud Torres, NGB A3MS, DSN 612-9300.

//SIGNED//

PETER S. LAWHEAD, GS-14, DAFC  
Deputy Chief, Aircrew Stan/Eval Division

//UNCLASSIFIED//

## Appendix 3

### Northern and Western European Airfield Comparison

#### Civil Airfields in United Kingdom and Ireland (close proximity to Prestwick)

Location	ICAO	Country	Operating Hours	Quiet Hours	Passenger Support	Maintenance Support	Suitability/Restrictions	Fuel Contract	Civil Traffic Volume
Farnborough	EGLF	UK	0700z-2200z 0800z-2000z Weekends			None- Civil airport	Not C-5 Suitable		LOW
Prestwick	EGPK	UK	24H			None- Civil airport			LOW
Glasgow Intl	EGPF	UK	24H			None- Civil airport	Weight bearing Issues		MEDIUM
Edinburgh	EGPH	UK	24H			None- Civil airport	Weight bearing Issues		HIGH
Eglinton	EGAE	UK	24H			None- Civil airport	Weight bearing Issues		LOW
Belfast	EGAA	UK	24H			None- Civil airport			MEDIUM
Shannon	EINN	Ireland	24H			None- Civil airport			MEDIUM
Dublin	EIDW	Ireland	24H			None- Civil airport			HIGH
London Stansted	EGSS	UK	24H			None- Civil airport			HIGH

#### Primary Military Airfields in United Kingdom and Germany

Location	ICAO	Country	Operating Hours	Quiet Hours	Passenger Support	Maintenance Support	Suitability/Restrictions	Fuel Contract
RAF Mildenhall	EGUN	UK	0600z-2300z 9z-18z Weekends	2300z-0600z 1800z-0900z Weekends	Only from 0830Z-1630Z	None-directed to bring a crew chief*		Military
Ramstein	ETAR	Germany	0500z-2100z 12z-21z** Weekends	2100z-0500z 2100z-1200z Weekends				Military
Spangdahlem	ETAD	Germany	0500z-2100z	2100z-0500z				Military
*Air Mobility Squadron does not provide maintenance support to transient aircraft as of 2008								
**Waiver authority for landing inside quiet hours is 86th Operations Group Commander								

## Appendix 4

### Acting SecAF and CSAF Memo to AMC/CC Directing Review



THE SECRETARY OF THE AIR FORCE  
CHIEF OF STAFF, UNITED STATES AIR FORCE  
WASHINGTON DC




SEP 9 2019


MEMORANDUM FOR AMC/CC

SUBJECT: Review of Airport & Lodging Selection Policies for En Route Stops during Global Air Mobility Operations

The National Defense Strategy requires the Department of Defense and its personnel to exercise efficiency and fiscal prudence when spending taxpayer dollars. Doing so is critical to our maintaining the trust and confidence of the American people and Congress.

We must ensure DoD and Air Force guidance complies with the imperative to accomplish our mission by maintaining access to a global network of acceptable bases from which to operate. Adherence to guidance related to global mobility missions must also address the appropriate use of government resources. This unfettered access is critical to supporting National Defense Strategy missions from daily competition, deterrence, building ally/partner interoperability to fighting and winning. Therefore, we are directing you to review all relevant guidance associated with the use of civil airports and lodging selection for aircrew at en route locations, including DoD travel, US Transportation Command, Air Force, and Air Mobility Command directives, and to provide recommendations for any proposed adjustments and process changes. You will provide the results of this review no later than 30 days from the date of this memo.

  
Matthew P. Donovan  
Acting Secretary of the Air Force

  
David L. Goldfein  
General, USAF  
Chief of Staff

cc:  
AF/CV  
AF/CCC

UNCLASSIFIED

## Appendix 5

### AMC/CC Memo to AMC/CD Chartering Review Team



#### DEPARTMENT OF THE AIR FORCE HEADQUARTERS AIR MOBILITY COMMAND


10 Sep 19

MEMORANDUM FOR AMC/CD

FROM: AMC/CC

SUBJECT: Accomplishment of Acting SecAF and CSAF Directed Review

1. Per the attached memo dated 9 Sep 19, the Acting Secretary and Chief of Staff of the Air Force directed Air Mobility Command to conduct a review of airport and lodging selection policies for en route stops during global mobility operations. The memo directs a suspense of 30 days (9 Oct 19) to provide the results of this review.
2. You are designated as the AMC lead for this effort. Execution of this task will require, at a minimum, the coordinated efforts of a team composed of the following AMC functions: CS, CR, CG, A1, A3/10, A4, 618 AOC, FM, JA and PA. Further coordination with additional headquarters AMC staff is at your discretion. Recommend coordinating with other USAF MAJCOMs, NGB, HQ AF, and external agencies as required to accomplish this task. I will designate a member of the AMC/CCX staff to perform executive support for this effort.
3. The output of your review will be in written format responding to the tasks identified in the attached memo. I look forward to reviewing the results of this critical task from our Acting Secretary and Chief of Staff.

  
MARYANNE MILLER  
General, USAF  
Commander

Attachment:  
Acting SecAF and CSAF memo, 9 Sep 19

cc:  
HAF/DS

AIR MOBILITY WARRIORS  
PROJECTING DECISIVE STRENGTH AND DELIVERING HOPE... ALWAYS!

UNCLASSIFIED



## Acronyms

<b>AE</b>	Aeromedical Evacuation
<b>AF</b>	Air Force
<b>AFI</b>	Air Force Instruction
<b>AFMAN</b>	Air Force Manual
<b>AMC</b>	Air Mobility Command
<b>AMCI</b>	Air Mobility Command Instruction
<b>AOC</b>	Air Operations Center
<b>APACS</b>	Aircraft & Personnel Automated Clearance Systems
<b>ASRR</b>	Airfield Suitability and Restrictions Report
<b>CONUS</b>	Contiguous United States
<b>DLA</b>	Defense Logistics Agency
<b>DoD</b>	Department of Defense
<b>DoDI</b>	Department of Defense Instruction
<b>DTMO</b>	Defense Travel Management Office
<b>DTS</b>	Defense Travel System
<b>FBO</b>	Fixed Base Operator
<b>FCG</b>	Foreign Clearance Guide
<b>FCIF</b>	Flight Crew Information File
<b>FM</b>	Flight Manager
<b>GAMSS</b>	Global Air Mobility Support System
<b>GDSS</b>	Global Decision Support System
<b>GRACC</b>	Global Ready Aircraft Commander Course
<b>ILPP</b>	Integrated Lodging Program Pilot
<b>JTR</b>	Joint Travel Regulations
<b>MAJCOM</b>	Major Command
<b>MPD</b>	Mission Pilot Development
<b>MRT</b>	Maintenance Recovery Team
<b>NDAA</b>	National Defense Authorization Act
<b>NDS</b>	National Defense Strategy
<b>NOTAMS</b>	Notices to Airmen
<b>OCONUS</b>	Outside Contiguous United States
<b>OI</b>	Operating Instruction
<b>OST</b>	Off-Station Trainer
<b>PPR</b>	Prior Permission Required
<b>PWS</b>	Performance Work Statement
<b>RAF</b>	Royal Air Force
<b>RON</b>	Remain Overnight
<b>RTS</b>	Reserve Travel System
<b>SAAM</b>	Special Assignment Airlift Mission
<b>TDY</b>	Temporary Duty
<b>TMC</b>	Travel Management Company
<b>US</b>	United States
<b>USAF</b>	United States Air Force



## Endnotes

---

<sup>1</sup> Expeditionary Center Tri-Fold, USAF Expeditionary Center, Joint Base McGuire-Dix-Lakehurst.

<sup>2</sup> Department of Defense, *Foreign Clearance Guide*, <https://fcg.pentagon.mil/fcg.cfm>.

<sup>3</sup> According to the Federal Aviation Administration, a NOTAM is a notice containing information essential to personnel concerned with flight operations but not known far enough in advance to be publicized by other means. It states the abnormal status of a component of the National Airspace System (NAS) – not the normal status.

<sup>4</sup> Although USAF AMC aircraft may be required to pay landing or parking fees in the United States, US Policy, consistent with international custom and practice, is that state (military) aircraft flights through another State will not be required to pay navigation or overflight fees; not be required to pay landing or parking (or other use) fees at government airports; and pay reasonable charges for services requested and received (i.e. “follow me” truck, the placement of portable stairs, the use of loaders, refueling, and the provision of ice), whether at governmental or non-governmental airports. In many countries, bilateral agreements or other arrangements explicitly provide that US state (military) aircraft will not be charged fees at either government or non-government airports. Reference: US Secretary of State message, *US Government Policy on State Aviation-related Fees*, 31 July 2019.

<sup>5</sup> Air Force Instruction (AFI) 11-202v3, *General Flight Rules*, 10 August 2016, 29-30.

<sup>6</sup> Air Force Instruction 11-253, *Managing Off-Station Purchases of Aviation Fuel and Ground Services*, 19 August 2013, 7.

<sup>7</sup> Air Force Manual (AFMAN) 11-255V1, *Flight Manager Training*, 24 June 2019, 1.

<sup>8</sup> AFMAN 11-255V2, *Flight Manager Standardization/Evaluation Program*, 25 October 2018, 1.

<sup>9</sup> AFMAN 11-255V3, *Flight Manager Responsibilities and Procedures*, 24 July 2018, 1.

<sup>10</sup> Airfield Suitability and Restrictions Report, 1-2.

<sup>11</sup> Air Mobility Command Instruction (AMCI) 11-208, *Mobility Air Forces Management*, 8 February 2017, 53.

<sup>12</sup> *Ibid*, 28.

<sup>13</sup> *Ibid*, 63.

<sup>14</sup> 618<sup>th</sup> Air Operations Center Operating Instruction 13-1, *Space, Missile, Command, and Control*, 7 August 2018, 34.

<sup>15</sup> CORONET missions are defined in AFI 11-207, *Fighter Aircraft Delivery*, as an air-refuelable fighter aircraft movement that typically has a transoceanic leg or a transit between Alaska and CONUS. SAAMs satisfy unique user requirements (i.e. number of passengers, weight or size of cargo, urgency or sensitivity of movement, and geographical limitations) for special pickup and/or delivery. Contingency airlift, aeromedical evacuation, and GAMSS requirements are planned to rapidly respond to directives and taskings during times of war, crisis response, humanitarian relief, and exercises.

<sup>16</sup> Deployment/redeployment and training missions are planned at the unit level unless the particular unit requests Mission Executive Services via the 618 AOC.

<sup>17</sup> 618 AOC processes for planning and selecting airfields is found in 618 AOC OI 13-1, SAAM Detailed Planning Checklist, and SAAM Planner's Handbook.

<sup>18</sup> Department of Defense, *The Joint Travel Regulations (JTR): Uniformed Service Members and DoD Civilian Employees*, 1 September 2019, 2-26.

<sup>19</sup> Defense Travel Management Office website, <https://www.defensetravel.dod.mil/site/lodging.cfm>.

<sup>20</sup> *Ibid*.

<sup>21</sup> Defense Travel Management Office, *Defense Travel Administrator's Manual*, Appendix K, [https://www.defensetravel.dod.mil/Docs/Training/DTA\\_App\\_K.pdf](https://www.defensetravel.dod.mil/Docs/Training/DTA_App_K.pdf).

<sup>22</sup> JTR, 1-1.

<sup>23</sup> Although the JTR does not provide details or procedures for Actual Expense Allowance for lodging costs that exceed per diem rates, the Defense Travel Management Office provides several articles on their website describing what a DTS approving official may approve in regard to Actual Expense Allowances. The responsible approving official may authorize and approve Actual Expense Allowance lodging for a service member or DoD civilian employee up to 300% of the locality per diem rate (<https://www.defensetravel.dod.mil/site/faqaea.cfm>). Examples in which a service member would have to exceed the locality per diem rate include specific lodging required for conferences, cost savings (avoiding rental car expenses by staying at a hotel closer to the TDY site), and attending an event with no available lodging at the government rate.

<sup>24</sup> JTR, 2-26.

<sup>25</sup> JTR, 2-26 – 2-27.

<sup>26</sup> DoD Instruction 1015.12, *Lodging Program Resource Management*, 30 October 1996, 8.

<sup>27</sup> DoD 7000.14 – R, *Financial Management Regulation, Volume 9, Travel Policy*, June 2019, 5-23.

<sup>28</sup> Air Force Manual 34-135, *Air Force Lodging and Air Force Laundry and Linen Exchange Program*, 1 July 2019, 62-64.

---

<sup>29</sup> *Ibid*, 12.

<sup>30</sup> *Ibid*, 18-19.

<sup>31</sup> *Ibid*, 63.

<sup>32</sup> *Ibid*, 36.

<sup>33</sup> AF Services Center Installation Support Portal, *Air Force Lodging Standards*, 17 Sep 19, <https://cs2.eis.af.mil/sites/10042/Pages/Lodging/Standards.aspx>.

<sup>34</sup> Defense Travel Management Office, *Integrated Lodging Program Pilot Guide*, 4 Jan 19, 9.

<sup>35</sup> Defense Travel Management Office, *Integrated Lodging Program Pilot Lodging "Adequacy" Standards*, July 2016, [https://www.defensetravel.dod.mil/Docs/ILP\\_PREFERRED\\_Adequacy\\_Standards.pdf](https://www.defensetravel.dod.mil/Docs/ILP_PREFERRED_Adequacy_Standards.pdf).

<sup>36</sup> Air Force Instruction 65-103, *Temporary Duty/Special Orders*, 15 August 2019, 51.

<sup>37</sup> *Ibid*, 30-31.

<sup>38</sup> AMCI 11-208, 44.

<sup>39</sup> *Ibid*, 31.

<sup>40</sup> Assistant Secretary of Defense for Manpower and Reserve Affairs, Performing the Duties of the Under Secretary of Defense for Personnel and Readiness, to Chairman on Oversight and Reform, U.S. House of Representatives, memorandum, subject: updated response to 21 June 2019 letter to then-Acting Secretary of Defense Shanahan, 12 September 2019.

<sup>41</sup> Department of Defense, *Foreign Clearance Guide*, United Kingdom, Section II: Aircraft Entry Requirements, 23 August 2019, <https://fcg.pentagon.mil/fcg.cfm>.

<sup>42</sup> Department of Defense, *Foreign Clearance Guide*, Ireland, Section II: Aircraft Entry Requirements, 8 May 2019, <https://fcg.pentagon.mil/fcg.cfm>.

<sup>43</sup> AMCI 11-208, 28.

<sup>44</sup> This contract has a period of performance from 1 October 2016 to 30 September 2019. The aviation fuel price per gallon under the contract is slightly above (approximately 13%...\$3.38 per gallon at the contract rate vs \$2.98 per gallon at the DoD bulk fuel rate) the price per gallon at a US Government installation. Per the Defense Logistics Agency, this difference between the contracted government rate is standard throughout the world and does not vary by region. To note, DLA—Energy awards contracts based on validated requirements provided by the Air Force and other Services. Prestwick is currently being evaluated under the new solicitation for European airports. DLA-Energy anticipates that a new contract will be awarded for Prestwick in late November or December 2019.

<sup>45</sup> The review team spoke with representatives from Prestwick Aviation Services (FBO) on two different occasions. On 9 September 2019, a 618 AOC planner spoke with Jamie at Prestwick Aviation Services. Then on 18 September 2019, a member of the review team spoke with Louise at Prestwick Aviation Services.

<sup>46</sup> The review team interviewed five aircraft commanders who transited Prestwick during the period of time assessed in this report. Each aircraft commander indicated that assistance rendered by the FBO oriented first on lodging options closer to the airfield. For example, one aircraft commander reported that their crew was initially taken to a hotel near Prestwick Airport, but upon arrival found that the hotel had insufficient room availability. Only at that point was the aircrew transferred to the Turnberry. Another aircraft commander reported that, upon arrival at Prestwick, arrangements made by the FBO resulted in the aircrew being split between two hotels. In order to lodge the aircrew together, the aircraft commander independently sought other locations and found availability for the full crew at the Turnberry. In another case, the aircraft commander interviewed had transited Prestwick on multiple occasions during the time period analyzed in this report, and conveyed that on each occasion it was clear that Prestwick Aviation Services personnel typically billeted aircrews at locations nearby the airport and only by exception lodged aircrews at more distant locations.

<sup>47</sup> The trends discovered during the DTS sampling follow: (1) In accordance with DoD Instruction 5154.31, Volume 3, it is DoD policy that DTS is the single online travel systems used by the DoD. Based on this review, there is opportunity to improve adherence to the guidance currently in place relative to the use of DTS. Specifically, ensuring there is timely and accurate input of travel request data entered into DTS. (2) Additional emphasis is prudent relative to submitting valid and complete supporting documentation for travel reimbursement in DTS. In accordance with DoD 7000.14-R, Volume 9, and DoDI 5154.31, Volume 3, travelers require an itemized receipt for each lodging expense, regardless of the amount, and any individual expenditure of \$75 or more.

<sup>48</sup> *National Defense Strategy*, 7.