

Joint Pub 4-01



Joint Doctrine for the Defense Transportation System



17 June 1997



PREFACE

1. Scope

This publication covers the interrelationships and employment of the Defense Transportation System. Its focus is on combatant commanders, their Service component commands, and all agencies that use the Defense Transportation System.

2. Purpose

This publication has been prepared under the direction of the Chairman of the Joint Chiefs of Staff. It sets forth doctrine to govern the joint activities and performance of the Armed Forces of the United States in joint operations and provides the doctrinal basis for US military involvement in multinational and interagency operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders and prescribes doctrine for joint operations and training. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this publication to restrict the authority of the joint force commander (JFC) from organizing the force and executing the mission in a manner the JFC deems most appropriate to ensure unity of effort in the accomplishment of the overall mission.

3. Application

a. Doctrine and guidance established in this publication apply to the commanders of combatant commands, subunified commands, joint task forces, and subordinate components of these commands. These principles and guidance also may apply when significant forces of one Service are attached to forces of another Service or when significant forces of one Service support forces of another Service.

b. The guidance in this publication is authoritative; as such, this doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence for the activities of joint forces unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should evaluate and follow the multinational command's doctrine and procedures, where applicable.

For the Chairman of the Joint Chiefs of Staff:



DENNIS C. BLAIR
Vice Admiral, US Navy
Director, Joint Staff

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EXECUTIVE SUMMARY

COMMANDER'S OVERVIEW

- **Discusses the Defense Transportation System**
 - **Covers Responsibilities, Roles, and Interrelationships**
 - **Discusses Transportation Resources**
 - **Outlines the Employment of the Defense Transportation System**
-

The Defense Transportation System

The Defense Transportation System is multi-faceted, resulting in a versatility which supports the entire range of military operations.

The Defense Transportation System is an integral part of the total United States transportation system and involves procedures, resources, and interrelationships of several Department of Defense (DOD), federal, commercial and non-US activities that support DOD transportation needs. Support of national strategy must include modern, flexible, responsive global transportation that is capable of integrating military, commercial, and host-nation resources. **Assignment of transportation responsibilities should be the same in peacetime as in wartime.** The transition period from peacetime to war may be extremely short; thus the concept of operations for the US Transportation Command (USTRANSCOM) provides for a process of Global Transportation Management. This process establishes an integrated transportation system to be used across the range of military operations providing the most effective use of airlift, sealift, rail, pipeline, and land transportation resources from origin to destination. The transportation data base, prepared through the Joint Operation Planning and Execution System, provides commanders and planners with adequate force, other deployment data, and sustainment information.

Responsibilities, Roles, and Interrelationships

Close coordination among a wide variety of military and Federal agencies will be required to meet wartime or contingency transportation requirements.

The Secretary of Defense is responsible for overall transportation planning and operations within the Department of Defense. **The Chairman of the Joint Chiefs of Staff** reviews and evaluates movement requirements and resources and allocates capability when required. **The Commander in Chief, US Transportation Command** provides detailed air, land, and sea transportation and common-user port

management for the Department of Defense across the range of military operations through the transportation component commands: Air Mobility Command, Military Sealift Command, and Military Traffic Management Command. This system includes the effective use of theater military and commercial transportation assets identified during and coordinated through the combatant command's joint movement center through plan development. **The Military Departments** retain the responsibility for organizing, training, equipping, and providing the logistic support of their respective forces as well as maintaining an effective transportation program. **The Federal Emergency Management Agency** is a government agency responsible for preparedness for, response to, and recovery from disasters within the United States or US territories. **The Secretary of Transportation** has a wide range of delegated responsibilities, including executive management of the nation's transportation resources during periods of crisis, including the Federal Aviation Administration, the Federal Highway Administration, the Federal Railroad Administration, the Maritime Administration, and the US Coast Guard. Other Federal agencies, state, and local transportation organizations and civil carriers also aid the Secretary of Transportation.

Transportation Resources

Transportation resources must be coordinated and maintained during peacetime as well as during times of war.

There are many types of transportation resources available to the Department of Defense that are used, activated, and augmented across the range of military operations. **These military and commercial resources include the airlift, sealift, land, overseas resources, port operations, pre-positioning programs, and intermodalism resources.**

Employment of the Defense Transportation System

The processes of the Defense Transportation System are interactive, especially with regard to crisis and wartime procedures.

The procedures used across the range of military operations are used to forecast movement requirements, allocate resources, execute movement of people and cargo, and provide visibility of movements. **During peacetime, the Services and Defense Logistics Agency are responsible for the determination, collection, and submission of the movement requirements** for airlift, sealift, and continental US civil transportation to USTRANSCOM. During peacetime, the Services are also responsible for arranging all passenger transportation and travel services within their authority. **During wartime and/or contingencies the supported commander, in coordination with supporting commanders and Services, establishes movement requirements by**

developing a deployment and/or redeployment data base in joint operations. Due to changing tactical situations or other developments, short-notice transportation requirements may require a rapid response by airlift movement that varies based on the phase of contingency support.

CONCLUSION

This publication sets forth doctrine to govern the joint activities and performance of the Armed Forces of the United States in joint operations as well as the doctrinal basis for US military involvement in multinational and interagency operations. It provides military guidance for the exercise of authority by combatant commanders and other joint force commanders and prescribes doctrine for joint operations. It provides military guidance for use by the Armed Forces in preparing their appropriate plans. It is not the intent of this publication to restrict the authority of the joint force commander (JFC) from organizing the force and executing the mission in a manner the JFC deems most appropriate in order to ensure unity of effort in the accomplishment of the overall mission.

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CHAPTER I

THE DEFENSE TRANSPORTATION SYSTEM

“Build no more fortresses, build railways.”

Helmut von Moltke
1801-1891

1. Purpose

This chapter provides a general overview of the Defense Transportation System (DTS) and its role in supporting US national security objectives worldwide. **The DTS is multi-faceted, resulting in a versatility that supports the entire range of military operations.**

2. Overview

a. **Background. The DTS is that portion of the nation's transportation infrastructure which supports Department of Defense (DOD) common-user transportation needs across the range of military operations.** It consists of those common-user military and commercial assets, services, and systems organic to, or controlled by, the Department of Defense (Joint Pub 1-02). Combining the capabilities

of common-user transportation assets into an integrated network optimizes the use of airlift, sealift, and land transportation resources, provides greater visibility over operations, and eases the transition from peace to war. Transportation procedures and responsibilities should remain unchanged regardless of the type of operation being conducted. The increased intensity necessary to support operations exceeding normal, routine daily activities should not require a new set of procedures and systems. This standardization allows transportation forces to train during times of peace in the same manner in which they would operate during war or a contingency and provides the inherent flexibility to effectively and quickly support any type of military operation. In this regard, the aggregate transportation capability exercised through the DTS is a critical enabling instrument that allows the Department of Defense to support National



The Defense Transportation System serves a vital role in supporting US national security worldwide.

Command Authorities (NCA) objectives and strategies. The Commander in Chief, US Transportation Command (USCINCTRANS) is assigned the mission to provide air, land, and sea transportation for the Department of Defense, both in times of peace and in times of war. In this capacity, except for those assets which are Service-unique or theater-assigned, USCINCTRANS (1) exercises combatant command (command authority) (COCOM) of the transportation assets of the military departments and (2) is the DOD Single Manager for transportation. USCINCTRANS aligns traffic management and transportation single manager responsibilities to achieve optimum responsiveness, effectiveness, and economy. USCINCTRANS establishes and maintains relationships between the Department of Defense and the commercial transportation industry. Geographic commanders in chief (CINCs) who have transportation assets

assigned to their command should ensure the assets are managed, controlled, and capable of full integration into the DTS. The principles and considerations discussed in Joint Pub 4-0, "Doctrine for Logistics Support of Joint Operations," provide useful guidance to this end. This publication describes the essential nature of a logistics function that can "integrate the national and theater effort in mobilizing and demobilizing, deploying and redeploying, and sustaining the employment concept of a combatant commander.

b. **Support of National Strategy.** As shown in Figure I-1, a DTS capable of providing **global transportation** is critical to US national military strategy. A **modern, flexible, and responsive** transportation network **capable of integrating military, commercial, and host-nation resources** must exist in order to project US military power

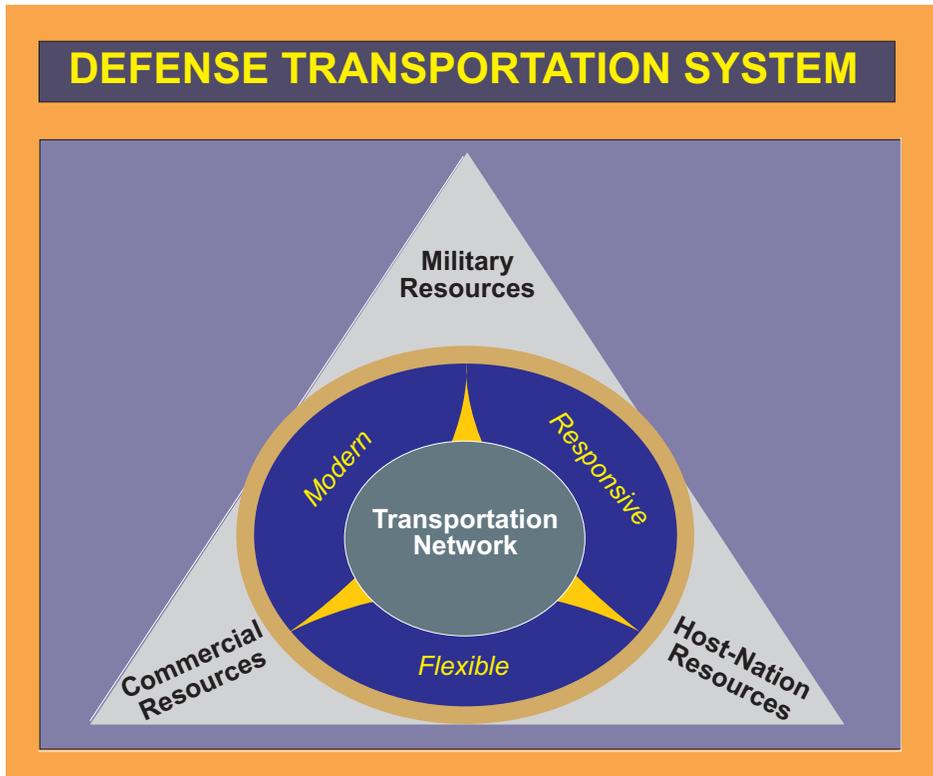


Figure I-1. Defense Transportation System



Global Transportation Management ensures that transitions between peace and wartime activities are smooth and rapid.

anywhere in the world. The US Transportation Command (USTRANSCOM) is the focal point for the integration of DOD transportation procedures and systems providing global air, land, and sea transportation to meet national security needs.

c. Global Transportation Management.

DOD movement requirements are numerous, ranging from normal peacetime operations to time of war in which the nation's transportation system will be severely taxed. **The transition period from peacetime to war may be extremely short, thus the concept of operations (CONOPS) for USTRANSCOM provides for a process of Global Transportation Management.** Although USTRANSCOM's span of operations generally ends at the ports of debarkation, the DTS extends to final destinations designated by geographic combatant commanders. **This process establishes an integrated transportation system to be used across the range of military operations, providing the most effective use of airlift, sealift, rail, and land transportation resources from origin to destination.** Key terms of the CONOPS are as follows.

• **Global Transportation Management.**

This refers to an integrated process that includes coordinated efforts in the Planning, Programming, and Budgeting System process, development of unified or coordinated management procedures and systems for deliberate and crises action planning, and application of DOD and civil transportation systems through exercises, operations, and centralized traffic management. The object of Global Transportation Management is to achieve responsive transportation capability for all phases of the mobility process.

• **Across the Range of Military Operations.**

The same processes and procedures will be used across the range of military operations by the transportation community from the NCA to the shipper, receiver, and individual units. The DTS uses the same basic procedures in war that it does in peace, adjusting the volume and intensity to fulfill the requirements of the situation (such as more stringent lines of communications [LOCs] regulation or higher operations tempo in theaters of operation). In this regard,

DOD common-user transportation resources are assigned to USCINTRANS or geographic combatant commanders as directed by the Secretary of Defense, and organized, trained, and equipped by appropriate Service commands.

d. **Transportation Data Base. Commanders and planners** at the strategic, operational, and tactical levels require a detailed supporting data base to **provide adequate force, other employment data, and sustainment information. The data base prepared through the Joint Operation Planning and Execution System (JOPES)** provides information to the supported and supporting CINCs, USTRANSCOM, and the Services to assist in identifying time-phased deployment requirements. Within JOPES is the automated tool that facilitates conventional and nuclear military operations planning and execution (including theater-level nuclear plans) activities. Use of the automated data base is essential to timely exchange of detailed force and other deployment data. CINCs, Service components, and supporting commands must enter accurate transportation requirements into JOPES as soon as possible. Joint Pub 5-03.1, “Joint Operation Planning and Execution System Vol I: (Planning Policies and Procedures),” Chapter V, “Crisis Action Planning,” is the primary source document for use of the automated data base to direct a crisis response.

e. **General Considerations.** Although the level of detail may vary depending on the scope of the mission and the echelon of command

where a transportation requirement is being worked, there are several general considerations which influence transportation planning and capability. They include those shown in Figure I-2.



Figure I-2. Transportation Planning and Capability Considerations

TRANSPORTATION READINESS: BASES AND PORTS

During the Persian Gulf War, bases to provide refueling and other support to air and sea transport were available in Portugal, Spain, Germany, Italy, UK, France, Greece, Egypt, and Turkey. Many of these facilities, such as Rota, Spain, were made available on very short notice — sometimes only a few

hours. While availability of such bases became routine as the crisis lengthened, it is worth noting that availability in the crucial first days for the DESERT SHIELD deployment required rapid decisions by all governments involved. Many governments had not yet publicly declared their support for US initiatives and were unsure of the temper of their constituents with respect to the crisis. Nevertheless, rights were made available when the deployment began, in part owed to previous US security relations with these states, including security assistance programs, and the quick actions of State Department officials.

SOURCE: Final Report to Congress
Conduct of the Persian Gulf War, April 1992

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CHAPTER II INTERRELATIONSHIPS

“But it [the greatest unit] depends also on supervision, the mutual supervision of groups of men who know each other well. A wise organization of comrades in peace who shall be comrades in war. . . And now confidence appears. . . Then we have an army.”

**Ardant du Picq
Battle Studies**

1. Purpose

This chapter identifies the responsibilities, roles, and interrelationships of the principal agencies involved in the DTS.

2. Background

Situations with a potential to create civil transportation emergencies range from local strikes and natural disasters to war. Since a large portion of the emergency transportation capability needed by the Department of Defense is in civil sector resources, **close coordination among a wide variety of military and Federal agencies will be required to meet wartime or contingency transportation requirements.**

3. Department of Defense

The Secretary of Defense is responsible for transportation planning and operations within the Department of Defense. The Secretary of Defense has designated the Deputy Under Secretary of Defense (Logistics) to establish policies and provide guidance to DOD components concerning the efficient and effective use of the DTS. The Secretary of Defense has designated USCINTRANS as DOD single manager for transportation (other than for Service-unique or theater-assigned transportation assets) during times of peace and war.

a. **The Chairman of the Joint Chiefs of Staff (CJCS). The Chairman of the Joint**

Chiefs of Staff reviews and evaluates movement requirements and resources and allocates capability when required. The Chairman of the Joint Chiefs of Staff is responsible for the following:

- Establishes procedures, in coordination with the Assistant Deputy Under Secretary of Defense (Transportation Policy) and the Secretaries of the Military Departments and the Defense Logistics Agency (DLA), for the submission of movement requirements by DOD user components to USTRANSCOM and for the submission of evaluated requirements and capabilities by USTRANSCOM and the transportation component commands (TCCs) to the Chairman of the Joint Chiefs of Staff.
- Prescribes a movement priority system in agreement with Uniform Materiel Movement and Issue Priority System (UMMIPS) that will ensure responsiveness to meet the requirements of the using forces.
- Monitors the capabilities of USTRANSCOM common-user transportation resources to provide airlift, sealift, continental United States (CONUS) land transportation, common-user ocean terminal service, and aerial port service based upon the requirements of DOD components.
- Assigns movement priorities in support of DOD components based upon capabilities reported by USTRANSCOM.

- Apportions strategic lift assets through the CJCSI 3110.01A, “Joint Strategic Capabilities Plan (JSCP),” and CJCSI 3110.11B, “Mobility Supplement to the Joint Strategic Capabilities Plan.”
- Adjudicates competing lift requirements as requested by USTRANSCOM or the Joint Transportation Board (JTB). (See Appendix B, “Charter of the Joint Transportation Board.”)
- Apportions strategic lift assets through the execution order to the supported CINC.
- Acts on the recommendations of the JTB with respect to the establishment of priorities and allocations for the use of airlift, sealift, and surface transportation capability. The JTB monitors the balance between DOD transportation requirements and capabilities through close liaison with the CINCs. USCINTRANS refers problems with recommended courses of action to the JTB for resolution or adjudication if a balance of transportation requirements and capabilities cannot be maintained.

Appendix B, “Charter of the Joint Transportation Board,” outlines the functions, responsibilities, and membership of the JTB.

b. **The Commander in Chief United States Transportation Command** implements the following:

- **Provides air, land, and sea transportation and common-user port management at seaports of debarkation (SPODs) as well as seaports of embarkation (SPOEs) for the Department of Defense across the range of military operations.** Provides air transportation to numerous non-DOD agencies at the direction of the NCA through the Chairman of the Joint Chiefs of Staff.
- Exercises COCOM of all assigned forces. (Reserve component forces only when mobilized or ordered to active duty for other than training.)
- Exercises responsibility for global air, land, and sea transportation planning (deliberate and crisis action).



USCINTRANS provides transportation and common-user port management for the Department of Defense as well as non-DOD agencies upon request.

- Acts as the Department of Defense focal point for items in the transportation pipeline.
- Exercises responsibility for strategic (non-theater assigned) aeromedical evacuation.
- Further, USCINCTRANS will oversee the following:
 - Provide geographic combatant commanders with the coordinated transportation planning expertise required during the deliberate planning process. This includes reviewing the Joint Strategic Capabilities Plan (JSCP) tasking, analyzing supported CINC requirements registered in JOPES (force and non-unit cargo and/or personnel) for transportation feasibility, and advising the CINC of changes required to produce a force and sustainable deployment concept. Upon approval of the supported CINC's operation plan (OPLAN), provide plan maintenance support as required.
 - Provide deployment estimates and total lift asset availability to the NCA and supported CINCs for development of alternative courses of action and optimal flow of forces during crisis action planning. USTRANSCOM will also advise the supported CINCs and the Chairman of the Joint Chiefs of Staff concerning use of or changes to lift allocations.
 - During deployment, assist the supported CINCs in ensuring that validated movement requirements are routed and scheduled for maximum support. During sustainment, redeployment, and reconstitution, USTRANSCOM will also consider efficient use of strategic lift resources. USTRANSCOM will assist the Chairman of the Joint Chiefs of Staff by recommending reallocation of strategic lift assets to optimize their use and support plan execution during deployment, employment, reconstitution, redeployment, and sustainment.
- Develop and maintain the global transportation network (GTN) integrated into the Global Command and Control System (GCCS) and the Global Combat Support System.
- USTRANSCOM transportation component commands described below and shown in Figure II-1 achieve optimum intermodal capability through integration of common-user transportation systems and resources. Transportation assets remain under the operational control (OPCON) of the respective Service component commanders. The TCCs continue to perform Service-unique missions, Service-oriented and common-user procurement, and maintenance scheduling.
 - **Air Mobility Command (AMC).** AMC is a major command of the US Air Force. As a transportation component of USTRANSCOM, AMC provides common-user airlift, air refueling, and strategic aeromedical evacuation transportation services to deploy, employ, sustain, and redeploy US forces on a global basis. Additionally, AMC is the single aerial port manager and, where designated, operator of common-user aerial ports of embarkation (APOEs) and/or aerial ports of debarkation (APODs).
 - **Military Sealift Command (MSC).** MSC is a major command of the US Navy. As a transportation component of USTRANSCOM, MSC provides common-user and exclusive use sealift transportation services to deploy, employ, sustain, and redeploy US forces on a global basis.

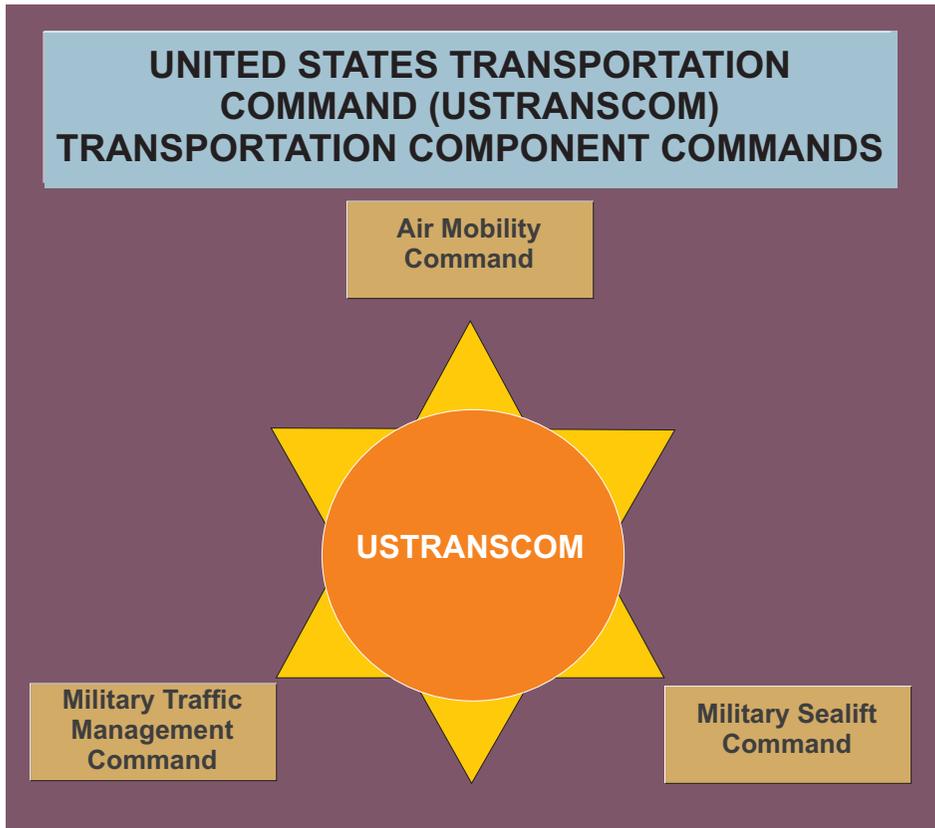


Figure II-1. United States Transportation Command (USTRANSCOM) Transportation Component Commands

•• **Military Traffic Management Command (MTMC).** MTMC is a major command of the US Army. MTMC is the CONUS transportation manager and provides common-use ocean terminal services and traffic management services to deploy, employ, sustain, and redeploy US forces on a global basis. MTMC conducts transportation engineering to ensure deployability and feasibility of present and future deployment assets. Additionally, MTMC is the seaport manager under the single port manager (SPM) concept for all common-user SPOEs and/or SPODs. When designated (e.g., using stevedoring services contracts or host-nation support [HNS]), MTMC will also serve as the port operator.

c. **Geographic Combatant Commands**

- **General.** Commanders of geographic combatant commands are responsible for coordinating with USTRANSCOM and supporting CINCs to provide an integrated transportation system from origin to destination. **This system includes the effective use of theater military and commercial transportation assets.**
- **Plan Development.** In response to taskings by the Chairman of the Joint Chiefs of Staff, commanders of geographic combatant commands develop a concept of operations using the forces and assumptions made available for planning in the JSCP. Subordinate component commanders

TRANSPORTATION PREPAREDNESS : MTMC

Military Traffic Management Command (MTMC) readiness for Operation DESERT SHIELD/DESERT STORM was shown in the early loading in the continental United States (CONUS) of the 24th Infantry Division (Mechanized) through Savannah, GA, the 101st Airborne Division (Air Assault) through Jacksonville, FL, and the XVIII Airborne Corps through Wilmington, NC. MTMC also demonstrated expertise by rapidly loading VII Corps through European ports on short notice and during severe weather. MTMC's Reservists, including 200 volunteers in August, were crucial to efficient operations and performed very well. These volunteers supervised the loading of early deployers until other Reservists were available.

**SOURCE: Final Report to Congress
Conduct of the Persian Gulf War, April 1992**

then determine their specific force requirements, logistics requirements, and personnel replacements with recommended time phasing. Supported and supporting commanders' planners integrate component requirements and develop the time-phased force and deployment data (TPFDD), which identifies force requirements to support a particular operation plan and provides routing data from origin to destination. Movement requirements are analyzed to determine transportation feasibility using available assets apportioned in CJCSI 3110.11B, "Mobility Supplement to Joint Strategic Capabilities Plan." After final refinement, the total requirement becomes part of the JOPES data base.

- **Joint Movement Center (JMC).** An effective theater movement control option recommended to geographic combatant commanders is the establishment of a JMC. The JMC is responsible for coordinating the employment of all modes of theater transportation (including that which is provided by allies, coalition partners, or the host nation) to support the theater concept of operations. The JMC should

also be the single coordinator of strategic movements between the combatant commander and USTRANSCOM and should oversee the execution of theater transportation priorities. For additional information on the JMC and theater movement control, refer to Joint Pub 4-01.3, "Joint Tactics, Techniques, and Procedures for Movement Control."

- **Combatant Command JTB.** Because transportation is a critical asset in any operation requiring the movement of military forces, combatant commands need the ability to allocate available transportation resources rapidly. To react immediately during an emergency or war, procedures should be established during peacetime by each command. Therefore, combatant commanders should establish a command JTB to address transportation issues within their command, such as allocating transportation apportionment among components for unit movement, non-unit movement, and resupply. This action should be initiated as close to the beginning of a deployment as possible in order to preclude confusion and backlogs.

d. **Military Departments and Defense Agencies**

- **The Military Departments retain the responsibility for organizing, training, equipping, and providing the logistic support (including Service-unique transportation) of their respective forces.** These forces and other Defense agencies must depend on common-user military transportation services. In this role, the Army, Navy (including US Coast Guard when appropriate), Air Force, Marine Corps, DLA, and other Defense agencies are all generically called shipper services. Each Service is responsible for establishing transportation policy for the movement of equipment and supplies funded by the applicable shipper service and for administrative support and performance of transportation operations assigned by combatant commanders at either their local shipping installations or throughout the theater. They are also responsible to maintain trained personnel in joint operations planning that can participate in joint planning and provide JOPES inputs.
- The US Army Corps of Engineers, District Engineers, subject to Department of Transportation Emergency Organization (DOTE) policy direction, perform waterway rehabilitation and construction throughout the United States. Except for the Tennessee River System and the St. Lawrence Seaway System, the US Army Corps of Engineers would supply damage assessment data to both the National Resource Analysis Center and DOTE.
- DLA provides worldwide logistic support to the Military Services,

combatant commands, other DOD components, Federal agencies, foreign governments, and international organizations.

- National Imagery and Mapping Agency provides mapping, charting, and geodetic products and services to the Department of Defense and other Federal organizations.
- Defense Information Systems Agency (DISA) provides for planning, developing and supporting command, control, communications (C3), and information systems that serve the needs of the NCA under all conditions of peace and war. It provides guidance and support on technical and operational C3 and information systems issues affecting the Office of the Secretary of Defense, the Military Departments, the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Unified and Specified Commands, and the Defense Agencies. It ensures the interoperability of the GCCS, the Defense Communication System (DCS), theater and tactical command and control systems, North Atlantic Treaty Organization (NATO) and/or allied C3 systems, and those national and/or international commercial systems that affect the DISA mission. It supports national security emergency preparedness telecommunications functions of the National Communications System.

4. **Federal Emergency Management Agency (FEMA)**

FEMA is a government agency responsible for preparedness for, response to, and recovery from disasters within the United States or US territories.

5. Department of Transportation (DOT)

See Figure II-2.

a. **General.** Under the National Plan for emergency preparedness (executive order 12656), the Federal transportation community is led by the Secretary of Transportation. During national defense emergencies, the Secretary of Transportation **has a wide range of delegated responsibilities, including executive management of the nation's transportation resources in periods of crisis.**

- The Office of Emergency Transportation (OET) is the Secretary's peacetime staff

element responsible for emergency transportation planning. The abbreviation "DOTEO" refers to the emergency structure the Secretary of Transportation plans to establish during a Presidentially-declared national defense-related emergency.

- When activated, the DOTEO will be responsible for the executive management of civil transportation resources. Prior to a Presidentially-declared national defense-related emergency, the Secretary of Transportation would exercise the delegated Defense Production Act Priority and Allocation authorities to provide DOD civil transportation priority service before and during

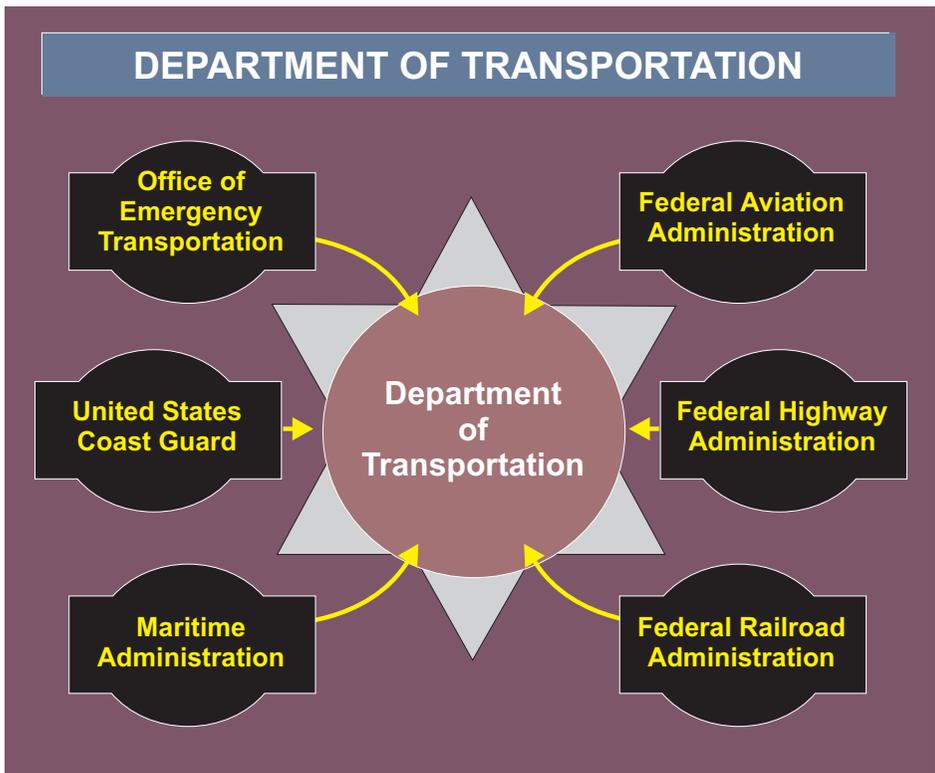


Figure II-2. Department of Transportation

mobilization. Under national defense emergency conditions by Presidential direction, the Secretary of Transportation will implement control systems governing the priority use of all civil transportation and the allocation of its capacity to meet essential civil and military needs. Federal transportation agencies will carry out their plans in compliance with Secretary of Transportation policy.

b. Federal Aviation Administration (FAA). The FAA is responsible for the following:

- Operation of national airspace systems and civil air or general aviation transportation facilities, including air traffic control.
- Administration of the War Air Service Program to maintain essential civil and air service during times of national emergency.
- Providing priority service orders to support DOD requirements, subject to DOT OET approval.
- Administering Chapter 443 “Aviation War Risk” insurance program for civil reserve air fleet (CRAF) carriers.

c. Federal Highway Administration (FHWA). The FHWA is responsible for administering the Federal-aid highway program. Financial assistance for the construction and improvement of transportation facilities (highways and transit) is made available to state transportation agencies and local governments through several programs, usually by legislative formulas. Individual projects are planned and developed by the state and local governments in accordance with procedures and regulations established by the FHWA which oversees the program through field offices in each

state. The FHWA works closely with MTMC to address defense-related transportation requirements. FHWA, in coordination with the state highway departments, has developed an emergency highway traffic regulation plan. The program becomes operational at the direction of the Federal transportation officials.

d. Federal Railroad Administration (FRA). The FRA consolidates government support of rail transportation activities, provides national rail policy, administers and enforces rail safety laws and regulations, administers financial assistance programs for railroads, and conducts research and development in support of intercity ground transportation and future requirements for rail transportation. The FRA also provides Federal overview of all “AMTRAK” passenger service.

e. Maritime Administration (MARAD). MARAD has primary federal responsibility for ensuring the availability of efficient water transportation service to American shippers and consumers. MARAD seeks to ensure that the United States enjoys adequate shipbuilding and repair service, efficient ports, effective international water and land transportation systems, and reserve shipping capacity in time of national emergency. MARAD administers federal laws and programs designed to support and maintain a US merchant marine capable of meeting the nation's shipping needs for both domestic and foreign commerce and national security. MARAD advances the capabilities of the maritime industry to provide total logistic support (port, intermodal, ocean shipping, and training) to the military services during war or national emergencies through the following:

- In accordance with DOD readiness criteria, maintaining an active Ready Reserve Force (RRF) fleet of strategic

sealift, which is a component of the inactive National Defense Reserve Fleet (NDRF), to support emergency and national security sealift needs;

- Administering the Maritime Security Fleet of militarily useful vessels and the priorities and allocations of the Voluntary Intermodal Sealift Agreement (VISA);
- Acquiring US flag, US-owned, and other militarily useful merchant ships in accordance with appropriate authorities from the Merchant Marine Act of 1936, and the Emergency Foreign Vessels Acquisition Act of 1954;
- Operating as the National Shipping Authority to coordinate with NATO Defense Shipping Authority to obtain an allocation of NATO flag ships for service in support of the United States;
- Ensuring readiness preparation and coordination of commercial strategic ports for mobilization through the National Port Readiness Steering Committee;
- Administering the Vessel War Risk Insurance Program (Title 12, Merchant Marine Act of 1936); and
- Sponsoring merchant mariner training programs for both licensed and unlicensed seamen and ensuring reemployment rights for merchant marines who crew government vessels during a sealift crisis.

f. **US Coast Guard.** The US Coast Guard is the primary US maritime agency for waterway safety and security. Port safety responsibilities include the

establishment, certification, and supervision of ammunition loading operations and port capability. Upon declaration of war or Presidential direction, the Coast Guard comes under the operational control of the Department of the Navy for port safety and port security responsibilities both inside and outside CONUS. The Coast Guard's role in licensing additional Merchant Mariners to serve expanded defense shipping needs is integral to the mobilization process.

6. Other Federal Agencies

a. **Department of Energy (DOE).** The DOE ensures crude oil, petroleum products, solid fuels, natural gas, and gaseous liquids are available and regulates their movement through petroleum and gas pipeline facilities.

b. **Department of the Interior (DOI).** The DOI, through the Tennessee Valley Authority and in concert with the US Army Corps of Engineers, keeps the Tennessee River System navigable.

c. **Department of Health and Human Services (DHHS).** The DHHS has responsibility for receiving, processing, and relocating noncombatant evacuees.

d. **Department of State (DOS).** The DOS is responsible for the operation of the noncombatant evacuation program. DOS also coordinates outside the continental US overflight rights, diplomatic clearances, and visa and/or passport requirements.

e. **US Postal Service (USPS).** The USPS maintains movement of essential military mail, including small class IX parts.

f. **National Oceanic and Atmospheric Administration (NOAA).** The NOAA provides aeronautical data and environmental weather services.

g. **General Services Administration (GSA).** GSA manages government property and records, including construction and operation of buildings, procurement and distribution of supplies, and transportation programs such as the city-pairs airline and small package domestic express service contract program.

h. **US Customs Service.** Maintains surveillance of illegal goods entering the United States through DTS terminals.

i. **US Department of Agriculture (USDA).** USDA maintains surveillance of agricultural products entering the US through DTS terminals.

7. State and Local Transportation Organizations

These organizations consist of levels of government that have responsibility for highway, water (including inland waterway), rail, motor carrier, or air transportation.

a. Emergency highway traffic regulations are primarily the responsibility of State highway departments operating under the general supervision and guidance of the regional offices of the FHWA.

b. State and local governments are responsible for the emergency use of in-transit transportation resources, subject to federal policies and national control systems.

c. State and local governments will comply with federal control measures to ensure that essential interstate and international movements are not unduly interrupted.

d. These agencies own nearly all public roads and streets (including the interstate system) and are responsible for construction, maintenance, operation, and enforcement of traffic laws. Through DOD Directive 5160.60 and implementing regulations, DOD policy stipulates no DOD movement exceeding the legal limitations or regulations of state, local, or toll authorities will occur without proper notification and approval.

8. Civil Carriers

Within the civil transportation community exists significant capacity to augment DOD and other federal resources. Accordingly, the relationship between the civil sector and federal transportation agencies should be a strong one. Organizations and associations such as the National Defense Transportation Association provide common forums to discuss and endorse programs to promote transportation preparedness and cooperation in peace or war.

CHAPTER III

TRANSPORTATION RESOURCES

"Mobility is the true test of a supply system."

Captain Sir Basil Liddell Hart
Thoughts On War, 1944

1. Purpose

This chapter describes the **types of transportation resources available to the Department of Defense** and explains how **these resources are used, activated, and augmented across the range of military operations.**

2. Airlift Resources

See Figure III-1.

a. **Air Mobility Command.** AMC is the designated lead major command for Air Force air mobility issues and standards and is responsible for all CONUS-based air mobility



Figure III-1. Airlift Resources



Airlift resources are vital to the rapid movement of personnel and cargo.

assets. AMC C-5, C-130, C-17, KC-10, C-141, and KC-135 aircraft are stationed in CONUS and operate through a combination of active, Reserve, and Guard resources (when mobilized) to provide strategic common-user airlift under the COCOM of USCINCTRANS. Additionally, AMC trains, equips, and operates all CONUS-based C-130s and operational support airlift (OSA) air mobility assets until they are assigned or attached to a geographic combatant commander. During a contingency or major operation, a number of these shorter range air frames would normally be provided to a JFC to create or supplement the area of responsibility's (AOR's) theater air mobility capability. AMC airlift forces conduct both intertheater and intratheater common-user operations. Under certain conditions, AMC longer range aircraft may be temporarily attached to a geographic combatant commander (even if only on a mission by mission basis) to provide additional theater capability.

b. Geographic Combatant Commands. Airlift forces assigned or attached to geographic combatant commanders are under the COCOM or OPCON of the geographic combatant commander respectively. These forces could include C-130s, C-27s, or OSA

aircraft such as C-21s or C-12s. During peacetime, OSA provides critical pilot training and seasoning as well as readiness support. In contingencies or war, OSA missions can provide priority movement of personnel and cargo with time, place, or mission-sensitive requirements. The inventory of these aircraft is dependent on documented wartime requirements validated annually by the Chairman of the Joint Chiefs of Staff.

c. Air Reserve Components (ARC). Air Force Reserve and Air National Guard units operating C-5, C-17, C-141, KC-10, KC-135, and C-130 aircraft mobilize under AMC. Air National Guard forces are normally under the peacetime command and control of the States' Governors. Combatant commanders will exercise OPCON of ARC forces (less strategic mobility forces assigned to USTRANSCOM) on active duty for training within their geographic AORs (except in CONUS, Hawaii, Alaska, Puerto Rico, or US territories), performing in active-duty training, or participating anywhere in military operations or joint training under their jurisdiction. Combatant commanders will exercise COCOM over assigned ARC forces only when they are mobilized or ordered to active duty. To facilitate training,

ARC units allocate aircraft and aircrews to AMC in peacetime for short-term missions. They provide logistic airlift support between CONUS and the theaters, participate in CJCS exercises, and provide rotational capabilities for theater requirements. The ARC also provides considerable OSA capability to the CINCs and Services.

d. Other Organic Airlift Resources.

Organic airlift forces are those assets that are an integral part of a specific Service, component, or major command and primarily support the requirements of the organization to which they are assigned. It is important to note organic airlift forces are not common-user assets and normally only serve that role by exception. Airlift planners should nonetheless attempt to coordinate the use of organic assets so any excess airlift capacity can be used.

e. **Civil Reserve Air Fleet.** The Department of Defense provides for use of aircraft committed to CRAF by contractual arrangement with US certified civil air carriers that own or control such aircraft. The Department of Defense uses the contractually committed capability of the air carriers to augment the military airlift capability of

AMC to satisfy DOD airlift requirements. CRAF can be incrementally activated by the USCINCTRANS with approval of the Secretary of Defense in three stages in response to defense-oriented situations, up to and including a declared national emergency or war, to satisfy DOD airlift requirements. When activated, CRAF aircraft are under the mission control of USCINCTRANS while remaining a civil resource under the operational control of the responsible US entity or citizen.

- **CRAF Stage I.** This stage involves DOD use of civil air resources that air carriers will furnish to the Department of Defense to support substantially expanded peacetime military airlift requirements. This stage supports minor regional crises. USCINCTRANS, with the approval of the Secretary of Defense, may activate this stage and assume mission control of those airlift assets committed to CRAF Stage I.
- **CRAF Stage II.** This stage involves DOD use of civil air resources that the air carriers will furnish to the Department of Defense in a time of defense airlift emergency. This stage



The civil reserve air fleet is used to augment military airlift capabilities in times of national emergency.

supports major regional conflict. USCINTRANS, with the approval of the Secretary of Defense, may activate this stage and assume mission control of those airlift assets committed to CRAF Stage II.

- **CRAF Stage III.** This stage involves DOD use of civil air resources owned by a US entity or citizen that the air carriers will furnish to the Department of Defense in a time of declared national defense-oriented emergency or war, or when otherwise necessary for the national defense. USCINTRANS, with the approval of the Secretary of Defense, activates this stage and assumes mission control of those airlift assets committed to CRAF Stage III. For more information on CRAF and its activation stages, refer to Joint Pub 4-01.1, “JTTP for Airlift Support to Joint Operations.”

f. **Non-US Resources.** Airlift capacity could also be available from foreign flag carriers as a result of existing agreements or the nature of the scenario. Regardless, use of any foreign carrier is subject to DOD policy considerations and the Fly America Act. Further, any foreign company used for charter

air transport of US military passengers and cargo must be surveyed and approved by the Department of Defense.

3. Sealift Resources

See Figure III-2.

a. **Military Sealift Command.** As a component command of USTRANSCOM, MSC provides strategic common-user sealift across the range of military operations. MSC adjusts and controls the total number of ships under MSC operational control. Under normal peacetime conditions, the MSC force consists of government-owned ships as well as privately-owned ships under long-term charter to the Department of Defense. During periods of increased requirements, MSC can procure additional voluntary charters through the Air Force Working Capital Fund - Transportation or by selective activation of RRF vessels.

b. **Sealift Readiness Program (SRP).** The SRP is a contractual arrangement for obtaining US flag commercial sealift augmentation under crisis or emergency conditions of less-than-full mobilization and in conditions when requisitioning ships



The sealift readiness program enables quick access to US flag commercial craft for augmentation purposes.

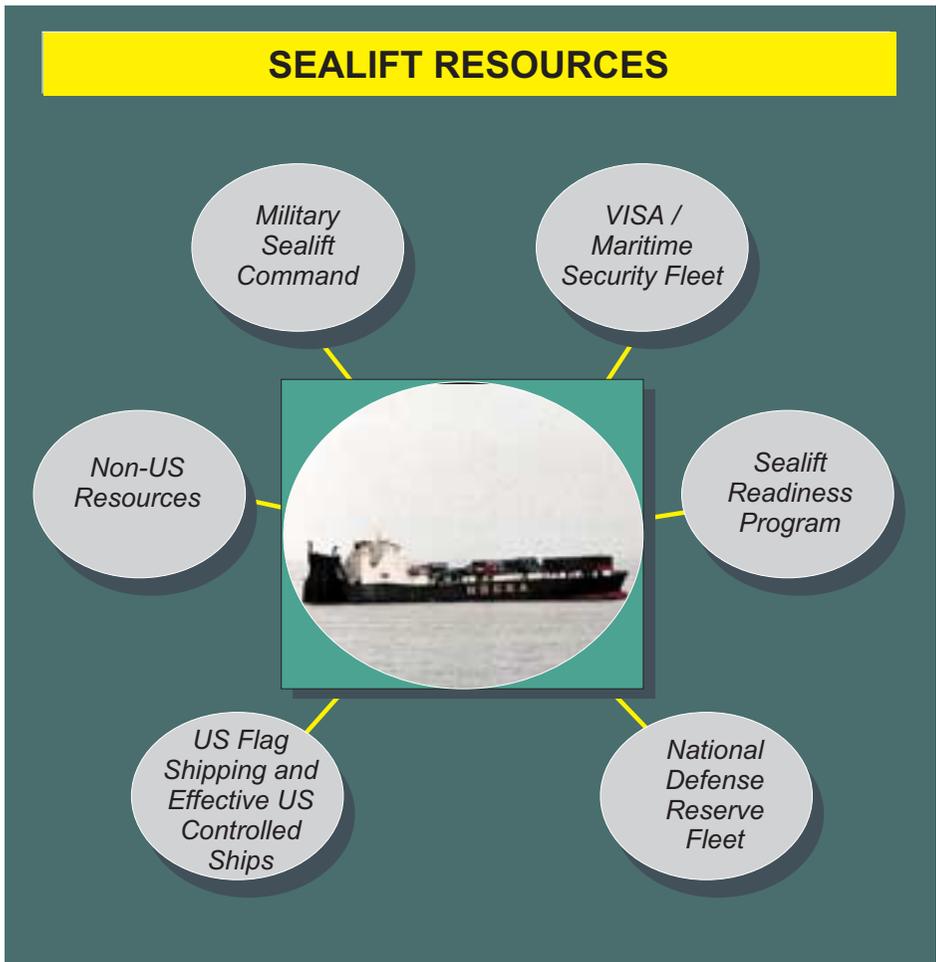


Figure III-2. Sealift Resources

would be inappropriate. USCINTRANS activates the SRP subsequent to approval of the Secretaries of Defense and Transportation. SRP will eventually be replaced by VISA (see below).

c. **Voluntary Intermodal Sealift Agreement.** VISA is a program which provides for the staged, time-phased availability of US flag commercial carriers shipping services and/or systems to meet NCA-directed DOD contingency requirements in the most demanding defense oriented sealift emergencies and for less demanding defense oriented situations through pre-negotiated contingency

contracts. USCINTRANS activates the stages of VISA, with approval of the Secretary of Defense. When the third stage is activated, the Secretary of Defense will request the Secretary of Transportation to allocate sealift capacity based on DOD requirements, in accordance with Title 1 of the Defense Production Act, to meet the contingency requirements. All participants' capacity committed to VISA is subject to use during this stage. VISA is an improved SRP. All ships in the Wartime Security Fleet must be enrolled in VISA.

d. **Maritime Security Act (MSA) of 1996.** The MSA requires the Secretary of

Transportation to establish a fleet of militarily useful, privately-owned vessels to meet national defense and other security requirements and maintain a US presence in international commercial shipping. The MSA requires each selected vessel to be entered into the Maritime Security Program. Each of 47 ships selected will be entered into VISA's Stage III during contingencies. Additionally, under Stage I and II of VISA, commercial companies will offer varying amounts of their capacity voluntarily to meet DOD lift requirements.

e. National Defense Reserve Fleet

- The NDRF was established by the Merchant Ship Sales Act of 1946 (50 USC App. 1744) under the administrative control of the US MARAD. The fleet consists of dry cargo ships, tankers, and troopships, most of which have an estimated activation time of 30 to 90 days each; however, some of these vessels may require substantially longer to activate. The NDRF may be activated by Presidential proclamation.
- Responding to the declining capability of the US flag-commercial fleet to support DOD mobilization requirements,

the DOT and DOD established RRF as a subset of the NDRF, which is maintained in increased readiness for activation in 4, 5, 10, or 20 days. This force consists of commercial or former military vessels of high military sealift utility including roll-on/roll-off (RO/RO), SEATRAN, SEABEE, lighter aboard ship, container, tanker, crane, and breakbulk ships. Some of these vessels have unique features to support logistics-over-the-shore operations or joint logistics over-the-shore (JLOTS), where fixed-ports may be inadequate, damaged, or nonexistent. The RRF outporting program places some of the high readiness ships at commercial and government layberths near their activation yards and load ports to improve response time.

f. US Flag Shipping and Effective US Controlled (EUSC) Ships

- One of the major uncertainties about shipping availability is about half of the merchant ships owned or chartered by US citizens and corporations sail under foreign flags. These ships, known as EUSC ships, are considered militarily useful in the near term. MARAD is

TRANSPORTATION PREPAREDNESS: SEALIFT

Approximately \$7 billion was invested to improve sealift during the 1980s. That investment provided the Military Sealift Command (MSC) a force structure (at the time of DESERT SHIELD) with specific programs designed to improve mobilization and deployment of US armed forces. These programs included the Afloat Pre-positioning Force, Fast Sealift ships, and the Ready Reserve Fleet (RRF). Ships could have been added to the MSC fleet from the sealift readiness program (SRP) or through requisitioning, although the ready availability of other sources of sealift made this unnecessary. Pre-positioning ships were available and arrived in the region relatively quickly. Given the resources available, sealift was relatively well prepared for the Persian Gulf demands.

**SOURCE: Final Report to Congress
Conduct of the Persian Gulf War, April 1992**



The specialized flat railway cars of the Railway Interchange are deployable service assets under the control of USTRANSCOM.

responsible for providing US-owned foreign flag ships for military support in time of war and will nominate such ships to meet each requirement stated by MSC. MSC, in conjunction with the Deputy Chief of Naval Operations for Mobility and Sealift (N42), will determine the military suitability of those ships nominated.

- US flag ships and US-owned foreign registered ships may be requisitioned under authority of Section 902, Merchant Marine Act of 1936 (46 USC 1242), whenever the President shall proclaim the security of the nation is in jeopardy or that a national emergency exists. The authority to requisition foreign ships lying idle in US ports under the Emergency Foreign Vessels Acquisition Act of 1954 (50 USC 196) is contingent upon availability of authority to requisition US ships. Ships may be requisitioned for purchase or for use.

g. **Non-US Resources.** NATO member governments have agreed to make some of their national shipping assets available to the United States in order to aid in meeting

emergency requirements in support of their own nation or other signatories of the North Atlantic Treaty. Similar agreements exist in some areas of the Pacific. Any foreign vessel used for transport of US military personnel and cargo must be surveyed and approved for use by the Department of Defense.

h. **Fast Sealift Ships (FSS).** Eight government-owned RO/RO ships are layberthed on the US East and Gulf Coasts. These ships are capable of carrying 150,000 square feet of heavy Army Combat, Combat Service or Service Support equipment at a speed of 30 knots.

i. **Large Medium Speed Roll-on/Roll off (LMSR).** By the year 2001, eight LMSRs will carry an Army Heavy Brigade Prepositioned Afloat and an additional eleven LMSRs will be layberthed in CONUS to deploy heavy Army equipment. These ships can maintain speeds of 24 knots.

4. Land Resources

a. **CONUS Resources**

- **Military Resources.** The Department of Defense owns a limited amount of

resources capable of moving supplies within CONUS. Some of these assets, which include railcars and containers, are used for day-to-day peacetime interstate transportation. However, most of these assets are deployable Service assets and are typically only used when commercial assets are unavailable or insufficient. As a component of USTRANSCOM, MTMC controls the Defense Freight Railway Interchange Fleet, which consists of specialized heavy duty flat cars and railway tank cars.

- **Civil Resources.** The commercial transportation industry has substantial capability available to meet the CONUS transportation needs of the Department of Defense across the range of military operations. The Contingency Response Program provides the Department of Defense with priority use of commercial transportation resources prior to and during war and military operations other than war.

b. Outside CONUS

- The Department of Army (DA) is responsible for the following:
 - Making land transportation available in overseas areas, normally under the control of a CINC's Army Service component commander, for the Military Services; and
 - Coordinating all planning and requirements for the use of DOD-controlled land transportation equipment and facilities. However, commanders of overseas areas maintain control and authority over their Service-owned assets to ensure accomplishment of their mission.
- The Departments of the Navy and Air Force are responsible for the following:

- Submitting to DA peacetime requirements for common Service theater or area transportation for those theaters where the Army has been assigned common-user land transportation (CULT) responsibility (wartime CULT requirements are the CINCs' responsibility and normally the JMC or component assigned the mission will consolidate planned wartime movement requirements of all component commands); and

- Providing organic land transportation support within their installations and activities. Additionally, they will arrange other land transportation service with DA or as directed by the JFC.

5. Overseas Resources

There are numerous transportation and mobility resources available to geographic combatant commanders. The type and number of sources vary by theater.

- a. The only source of organic resources to US forces in overseas areas consists of air and surface units assigned to the commander of a unified command for common transportation service. The Air Force and Army component commanders are normally delegated operational control of their respective Service assets in order to meet common theater requirements.

- b. A frequently used means of augmenting or expanding the overseas combatant commander's transportation capability is host-nation support. HNS, negotiated through bilateral or multilateral agreements, provides for a nation to either accept responsibility for a particular function within its borders (e.g., APOD cargo clearance) or designate civilian and/or military resources to be used in that capacity under military control. HNS offers the geographic

combatant commander a proven means to meet theater transportation requirements and offset transportation force structure shortfalls.

c. Multinational civil transportation support organizations and structures offer yet another source of support for geographic combatant commanders. These are most developed in the European theater where NATO has peacetime planning organizations, crisis management organizations, and other organizations that are activated during wartime.

d. Commercial ocean carriers under MSC container agreements often have an existing infrastructure in developed areas that can transport containerized cargo from SPOD to designated destinations. The theater traffic manager in concert with MTMC can use these services to ease demands on military and HNS assets.

e. Third-party logistic operations can also provide additional resources to overseas combatant commanders, when they are properly coordinated with intratheater transportation policies, requirements, and contingency procedures. Command and control of the movement of material arriving in, and departing from, a theater of operations on civilian contractor assets must be fully integrated into the commander's operational plan to ensure transportation requirements are met and to offset transportation force structure shortfalls. Fully integrated OPLANS should ensure third-party contractual compliance with DOD policies regarding CRAF participation, contingency validation procedures, TPFDD procedures, in-transit visibility and coordination of civilian operations within DTS. Proper third party logistics integration will ensure timely movement coordination, transportation assets validation, and required in-transit visibility of vital support requirements while easing demands on limited space requirements and essential cargo or materials handling equipment.

6. Port Operations

a. **General.** Critical components of the DTS are military and commercial ports supporting the air and maritime movement of unit and non-unit personnel and cargo. These ports could be owned and operated by MTMC, AMC, a Service, geographic component commanders, commercial or host-nation authorities. They may be either sophisticated fixed locations or heavily dependent on deployable mission support forces or JLOTS assets to accomplish the mission. (For more information on JLOTS, refer to Joint Pub 4-01.6, "JTTP for Joint Logistics Over-the-Shore (JLOTS) Operations.") The significant surface and air cargo handling capabilities that exist in the Services should be used jointly rather than in isolation to maximize the throughput capability of these essential transportation modes.

b. USTRANSCOM (through MTMC, its TCC) will serve as the SPM for all common-user sea ports (SPOEs and SPODs) for DOD operations and contingencies.

c. The extensive use of containers and 463L pallets make cargo handling equipment (CHE) and materials handling equipment (MHE) essential elements of the DTS. Ensuring these assets are available early allows for the efficient loading and unloading of ships and aircraft and increases the rate at which a port can be cleared. Without these assets, the DTS may come to a halt.

7. Pre-positioning

See Figure III-3.

DOD pre-positioning programs are critical to alleviating wartime demand on the DTS. These programs are both land and sea based and can reduce closure times of combat and support forces needed in the early stages of a contingency. Pre-

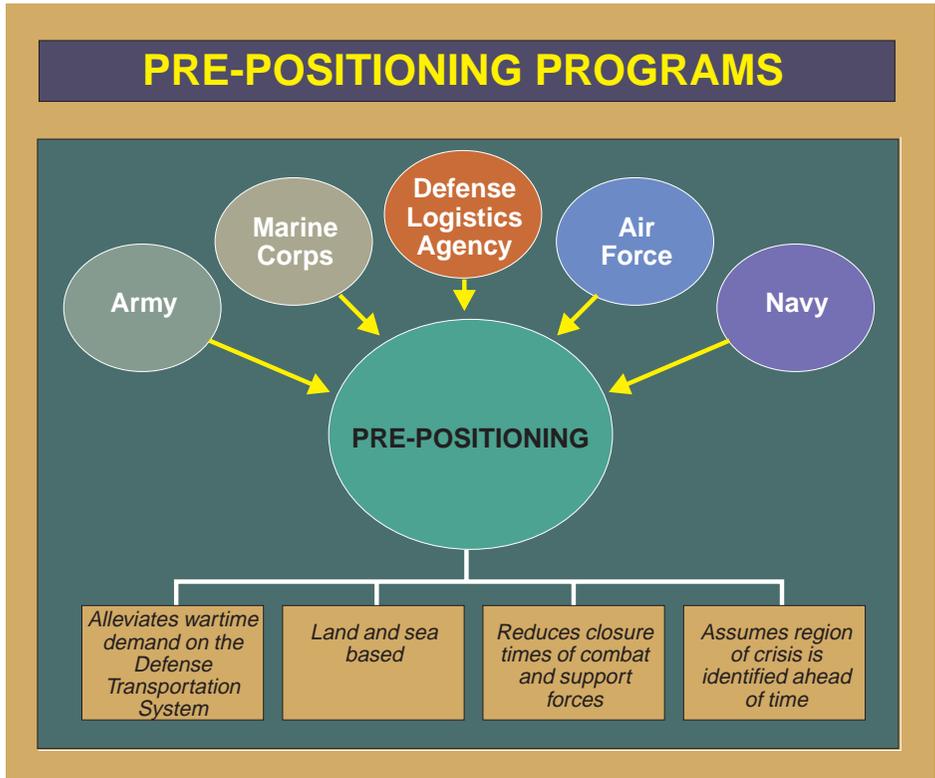


Figure III-3. Pre-positioning Programs

positioning assumes the region of crisis is identified well ahead of time. Pre-positioning, along with strategic air and sealift forces, is a key pillar of the strategic mobility triad.

a. **US Army.** The Army maintains the Army War Reserve program, which consists of land based and afloat pre-positioned assets. Assets include combat equipment, port opening capability, and



DOD pre-positioning programs are both land and sea based; each force branch uses some amount of sealift support.

sustainment supplies to support contingency forces until sea lines of communications are established.

b. **US Marine Corps.** The Marine Corps depends heavily on their afloat pre-positioning program, known as the Maritime Pre-positioning Force. Three squadrons consisting of 13 ships are positioned to provide critical Marine Corps combat and sustainment capability. The Marine Corps also maintains land based pre-positioned assets.

c. **US Air Force.** The Air Force has pre-positioned equipment and supplies both on land and on Afloat Pre-positioned Ships.

d. **US Navy and DLA.** The Navy and DLA also each depend on limited afloat pre-positioned assets.

8. Intermodalism

a. Intermodalism and the use of the DOD intermodal container system are integral to the efficiency and effectiveness of DTS support to joint operations. The term “DOD intermodal container system” refers to all DOD -owned, -leased, or -controlled intermodal containers and flatracks as well as supporting equipment such as generator sets, chassis, CHE, MHE, information systems, and other infrastructure that supports the DTS. Containerships can improve closure of selected combat support and combat service support forces, provide massive sustainment cargo delivery capability, and could be used as an alternate

means to transport unit equipment (particularly combat support and combat service support forces) when adequate RO/RO vessels are not available. Recognizing this, the goal in the Department of Defense is to maximize the use of these assets and the vast commercial intermodal capability that is available on a day-to-day basis.

b. Containerization, in concert with intermodalism, facilitates and optimizes carrying cargo via multiple modes of transport without intermediate handling of the container contents. Decreased handling results in reduced delivery times, less damage to cargo, and enhances shipment integrity by reducing chances of a split shipment.

c. During deliberate and crisis action planning, unit equipment, sustainment, and resupply (including ammunition) cargo suitable for containerization should be identified and appropriately coded consistent with in-theater infrastructure capabilities and the geographic combatant commander’s concept of operations.

d. MTMC’s Joint Traffic Management Office acts as DOD agent for the procurement (e.g., lease, purchase) of intermodal containers, flatracks, and equipment for the DOD intermodal container system.

e. For details on the types of intermodal assets and procedures for their use, refer to Joint Pub 4-01.7, “Joint Tactics, Techniques, and Procedures for the Use of Intermodal Containers in Joint Operations.”

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CHAPTER IV

EMPLOYMENT OF THE DEFENSE TRANSPORTATION SYSTEM

“Supply and transport stand or fall together; history depends on both.”

Winston Churchill

1. Purpose

This chapter describes the **procedures used across the range of military operations to forecast movement requirements, allocate resources, execute movement of people and cargo, and report on those movements.** It further discusses employment of military movement resources during CONUS civil transportation disruptions. It is important to realize that **these processes are interactive, especially with regard to crisis and wartime procedures.** The normal process is requirements determination, allocation of resources, execution, and reporting. Refer to Appendix A, “Transportation Priorities,” for movement priorities.

2. Requirements Determination and Submission

a. General

- Movement requirements are established by competent authority within the Joint Staff, the Military Departments, combatant commands, other DOD and Federal agencies, and the executive branch of the government.
- DOD movement requirements may be fulfilled using one or more modes of transportation. Shipments are documented in accordance with DOD Regulation 4500.32-R, “Military Standard Transportation and Movement Procedures (MILSTAMP),” across the range of military operations.

b. Peacetime Movement Requirements

- **The Services and DLA are responsible for the determination, collection, and submission of the movement requirements for airlift, sealift, and CONUS civil transportation to USTRANSCOM** in accordance with USTRANSCOM schedules.
- **Joint Mobility Control Group (JMCG).** The JMCG is the focal point for coordinating and optimizing transportation operations. This group is comprised of seven essential elements. The primary elements are USTRANSCOM’s Mobility Control Center (MCC), Joint Operational Support Airlift Center, Global Patient Movement Requirements Center, the Command Center elements for each of the three USTRANSCOM TCCs, and the Joint Intelligence Center-USTRANSCOM. The mission of the MCC is to act as the focal point for all transportation requirements.
- Peacetime movement requirement forecasts are normally submitted within each mode in the categories shown in Figure IV-1.
- Forecasts become operational upon the actual offering of the movement requirement to the TCC by the user or shipper.
- Movement requirements, planning factors, and methodology need periodic reevaluation by the Services and other

**PEACETIME MOVEMENT
REQUIREMENT
CATEGORIES**

Airlift Requirements

1. Channel airlift
2. Special Assignment Airlift Mission
3. Joint Airborne/Air Transportability Training
4. Exercises
5. Commercial door to door express

Sealift Requirements

1. Intertheater (including continental US [CONUS]-originated shipments)
2. Intratheater
3. Coastal movements
4. Exercises

CONUS Civil Transportation Requirements

1. Rail traffic
2. Motor traffic
3. Inland waterway traffic
4. Commercial express service

Figure IV-1. Peacetime Movement Requirement Categories

agencies to ensure reasonableness and accuracy.

- Non-DOD agencies will submit their movement requirements for DOD common-user transportation to the Assistant Deputy Under Secretary of Defense (Transportation Policy) for approval. The sponsoring agency must certify the movement is in the national interest, commercial services are unavailable or unsuitable, and reimbursement will be provided to the

Department of Defense for services rendered.

c. **CJCS-Sponsored and CINC-Sponsored Exercises**

- **General**

- The Chairman of the Joint Chiefs of Staff requires annual submission and updating of all CJCS Exercise Program proposals by commanders of combatant commands for the next five fiscal years. Proposals serve as planning documents for resourcing future exercise funding, transportation, and force requirements.

- When approved, the Joint Staff publishes the five year schedule of CJCS-sponsored and CINC-sponsored exercises as the Joint Training Master Schedule (JTMS).

- **Responsibility.** Commanders of unified commands are responsible for revising exercise requirements as necessary and for submitting exercise updates to the JTMS as required.

d. **Wartime and Contingency Movement Requirements**

- **General.** The supported commander, in coordination with supporting commanders and Services, establishes movement requirements. This is accomplished by developing a deployment and/or redeployment data base in JOPES. The data base can be developed from an existing or modified OPLAN TPFDD, or a totally new data base can be built in a no-plan situation. The supporting and supported commanders along with appropriate Service operations, logistics, and personnel staffs review this data base, source the various requirements, and then refine or establish detailed

transportation requirements. When completed, USTRANSCOM TCCs extract supported CINC-validated requirements incrementally for scheduling into JOPES. JOPES is used by the Joint Planning and Execution Community (JPEC) to control and monitor deployment and/or redeployment.

- **Planned Crises War Lift Requirements.** There are two categories of operation order (OPORD) requirements; those that support the deployment and redeployment of units and their equipment, and those that support the sustainment of the deploying force. Additionally, other CINCs have day-to-day operating requirements for the forces in-place in their theaters. Supported CINC's requirements are formulated during deliberate planning and include the time phasing for deploying units and supporting materiel. The latter includes requirements to sustain pre-positioned and deploying forces. These requirements are supported by the transportation capability allocated to the supported CINC.

- **Deployment Lift.** The supported CINC is allocated forces and other resources to meet the assigned mission. The CINC's time-phased force requirements are developed by the supported CINC's components, the supporting CINCs, the Services, and other Defense agencies as appropriate. Sourced, refined, and validated deployment requirements in JOPES will be reviewed incrementally by appropriate commanders via the GCCS. When validated, USTRANSCOM retrieves updated movement requirements from JOPES and schedules transportation assets to move against them. The schedules are available in JOPES for visibility by the JPEC.

- **Sustainment Movement.** (1) **Channels.** Priority sustainment requirements will be moved on predetermined channels validated by the Services or supported CINC, as appropriate, and USTRANSCOM. The supported CINC should use the lift capability allocated to meet the competing need for forces and resupply



The supported CINC should use allocated lift capability to meet the needs of forces in place.

to sustain in-place and augmenting forces. The supported CINC then sub-allocates the theater sustainment lift (including mail) to his components. This should be done in the initial stages of OPORD/TPFDD execution. Under situations of competing geographic combatant commander demands, the CJCS JTB will allocate lift in accordance with the JTB Charter (see Appendix B, “Charter of the Joint Transportation Board”). Requirements may be generated by component commands as authorized by the respective supported CINCs. For deliberate planning, such requirements will be identified for movement in the JOPEs data base. (2) **Express Service Concept.** Under this concept, critical cargo with definite delivery times might be picked up by express carriers at depots or installations, moved by the carriers to either a commercial or military hub, and loaded on AMC organic, CRAF, or commercial airlift missions for delivery to the AOR. Of equal importance is return movement of critical repairable assets to depot or source of repair, where subsequent resupply would be fully dependent upon

unserviceable and repaired assets populating an active pipeline no longer supported by cold war stockpiles. This express service could be activated by USTRANSCOM either concurrently with CJCS execution of a CINC OPORD or at the request of the supported CINC. The CINC should consider express service implementation no later than C+3 day to ensure critical sustainment for combat forces engaged in initial combat or blocking operations. The required frequency and destinations for this service should also be determined at this point. When requirements exceed capability, the supported CINC would allocate capability among the Military Services. Military Services would forecast wartime requirements for critical class VII(x), VIII, IX, and other assets that have an immediate impact on combat capability to USTRANSCOM for planning. All requirements would be validated by the supported CINC and USTRANSCOM and moved on predetermined channels as the supported CINC, in turn, will determine component allocations on express movement channels.



Short notice transportation requirements may require a rapid response by airlift movement.

- **Theater Distribution.** The supported CINC, in conjunction with USTRANSCOM and supporting Services, must ensure that the theater distribution system is allocated sufficient surface and airlift resources to facilitate rapid onward movement for assets arriving via express channels. That system must ensure time-definite delivery from the APOD to supply support activities throughout the theater. To facilitate that time-definite delivery, APOD processes must be streamlined to permit a rapid hand off between strategic and intratheater transportation modes. Express cargo will not be held for consolidation, but will be moved as quickly as possible to its final destination.
- **Time-Sensitive Lift Requirements. Short notice transportation requirements due to changing tactical situations or other developments may require a rapid response by airlift movement.** Unplanned requirements are categorized as CINC lift requirements to support an OPORD or campaign plan being executed during joint operations. The determination of unplanned movement requirements **varies based on the phase of contingency support.**
 - **Pre-Execution.** (1) Special Assignment Airlift Missions (SAAMs) can be used for airlift requirements (such as pre-positioning) prior to OPORD/TPFDD execution. Procedures governing their use are contained in appropriate DOD directives, such as the Defense Transportation Regulation as incorporated in Military Standard Transportation and Movement Procedures. Because the transition to OPORD execution could be imminent, USTRANSCOM must carefully control the use of airlift under SAAM procedures to ensure airlift availability during transition to execution. During a developing crisis and before execution of an OPLAN, Service or other airlift coordination agencies should transmit SAAM requests supporting the pending operation directly to the supported CINC for approval, or as directed by supporting or supported CINCs. Information copies will be provided to USTRANSCOM and other concerned agencies. The supported CINC's designated agent will validate the request, prioritize SAAM requirements as required, and advise the USTRANSCOM MCC. (2) USTRANSCOM allocates the airlift assets to support the crisis deployment(s) and also identifies airlift assets available to AMC to support all other CINCs/commanders not involved in the crisis.
 - **Execution:** (1) During a deployment or OPORD execution, unexpected time-sensitive movement requirements, analogous to those handled in peacetime by SAAMs, may occur. Assuming the USTRANSCOM-allocated lift assets are fully committed, these requirements may be satisfied in one of three ways: (a) Use of assets temporarily available through agreements with allies, such as the NATO Civil Aviation Agency, or through foreign airline resources; (b) Use of supported CINC-allocated airlift and deferring movement of an equivalent amount of lower priority requirements; and (c) Request for an airlift reallocation from the CJCS JTB. (2) Urgent requirements are identified by supported CINCs to the supporting CINCs or Services and USTRANSCOM, with information to AMC and CJCS JTB. USTRANSCOM and AMC determine temporary airlift asset availability and schedule the requirement. If temporary assets are not available, AMC informs USTRANSCOM, with information to the supported CINC. The supported

CINC decides whether to defer movement of a lower priority requirement or, as a last resort, requests reallocation of airlift from the CJCS JTB. The requirements and scheduled lift will be entered into the JOPES deployment data base as expeditiously as possible. An option always remains to divert cargo of lower priority to fast sealift.

•• **Director of Mobility Forces (DIRMOBFOR).** DIRMOBFOR participation in airlift operations is essential for successful mission accomplishment. The DIRMOBFOR is the theater’s contingency air flow master for C-130s and strategic lift and a senior officer with vast airlift experience. Upon request by the theater, USTRANSCOM is prepared to provide a DIRMOBFOR for all contingencies and exercises that may require such abilities. The DIRMOBFOR is responsible to the supported CINC and Air Force Component commander for effective theater common-use air mobility management.

3. Planning and Allocation of Resources

a. **Peacetime.** See Figure IV-2.

- **Airlift.** Upon receiving airlift requirements, AMC and the respective geographic combatant commands possessing theater-assigned airlift plan how to best use available capability (including commercial contract) to meet those requirements. If airlift appears insufficient to meet requirements, AMC and supported CINCs identify possible shortages of tonnage and/or space by geographic area before making an initial space assignment and advising the shipping agencies. The shipping agencies advise AMC of desired adjustments. If agreement cannot be reached among the shipping Services and AMC, the problem will be referred to USTRANSCOM for resolution. Problems not resolved at the USTRANSCOM and Service level will be raised to the CJCS JTB for resolution.



Figure IV-2. Peacetime Planning and Allocation of Resources

- **Sealift.** Upon receipt of sealift requirements from MTMC, MSC plans for the use of its controlled fleet. In accordance with DOD and DOT policy, cargo requirements in excess of MSC-controlled fleet and commercial berth term capacity will be met through voluntary commercial charters. If sealift resources are still insufficient to meet emergency or contingency requirements in peacetime, provisions exist for activation of organic government-owned sealift (fast sealift ships), commercially-owned SRP ships (under Public Law 96-154), or commercially-owned ships under VISA. When total capability is sufficient to meet or approximate total requirements submitted by MTMC, it is expected the shipping agencies will accept the space assignments proposed by MSC and agree to necessary adjustments. If agreement on space assignment cannot be reached among the shipping agencies and with MSC, or requirements significantly exceed capabilities, the problem is referred to USTRANSCOM for resolution.
 - **CONUS Surface Transportation and Ports.** Upon receipt of military movement requirements MTMC, as the SPM and in most situations as the operator, assigns the workload to military ocean terminals and commercial port facilities. In addition, MTMC may arrange for the intra-CONUS movement of Department of Defense cargo by commercial highway and rail carriers and notifies USTRANSCOM of any shortfalls in terminal or intra-CONUS transportation capabilities that it cannot resolve. Shortfalls that cannot be resolved by USTRANSCOM will be referred to the CJCS JTB.
- b. **Wartime or Contingency**
- CJCSI 3110.01B, “Joint Strategic Capabilities Plan (JSCP),” is one of many planning directives available to the CINCs. It tasks CINCs for OPLAN or operation plan in concept format (CONPLAN) development for specific contingencies based on current military capabilities. The document thereby provides planning guidance to the Services for the support of the CINCs in execution of assigned tasks. CJCSI 3110.11B, “Mobility Supplement to Joint Strategic Capabilities Plan,” identifies common-user lift resources used for the evaluation of deliberate OPLANs or CONPLANs.
 - The supported CINC develops a concept of deployment and medical evacuation based upon guidance in CJCSI 3110.11B, “Mobility Supplement to Joint Strategic Capabilities Plan.” Subordinate component commanders are then tasked to determine specific forces (unit) and supply (non-unit) requirements (including personnel replacements) and the recommended time phasing of these requirements. The component commands’ force and support requirements are submitted to the supported CINC, who integrates them with any other requirements to develop the TPFDD. The strategic movement of these requirements is then analyzed against the specified transportation assets found in CJCSI 3110.11B, “Mobility Supplement to Joint Strategic Capabilities Plan,” using the Joint Flow and Analysis System for Transportation in order to determine gross transportation feasibility of the plan. Refinements are made as required to the total movement, and TCCs prepare movement tables for the entire TPFDD in order to gauge deployment capability. USTRANSCOM intensively manages the first 15 days of the TPFDD so it will be ready for immediate execution. Supporting commanders are to ensure their specific forces are identified, accurately portrayed (e.g., number of

passengers and actual level 4 detail), and available to meet deployment schedules. The TCCs prepare and maintain specific movement schedules for the early portion of the deployment data base. Only movement tables (where applicable) need to be prepared by the TCCs for the remainder of the TPFDD.

4. Execution

a. **Peacetime.** TCCs apply capability to meet requirements in accordance with their planning and within the guidelines of the priority system. (See Appendix A, “Transportation Priorities”). Problems not resolved at the USTRANSCOM and/or Service level will be raised to the CJCS JTB for resolution.

b. **Contingency and Wartime**

- Upon receipt of a warning order, alert order, or other indication of a potential deployment, USTRANSCOM establishes communications with the Joint Staff Director for Logistics (J-4), the supported and supporting CINCs, the

Services, and TCCs (see Figure IV-3). USTRANSCOM begins an immediate review of deployment plans and data bases to ensure their applicability and assists the supported CINC in updating the crisis action data base. When no data base exists for an operation, the JPEC creates a deployment data base in JOPEs. Joint Pub 5-03.1, “Joint Operations Planning and Execution System Vol. I: (Planning Policies and Procedures)” and CJCSM 3122.02, “Manual for Time-Phased Force and Deployment Data (TPFDD) Development and Deployment Execution,” address the execution portion of JOPEs and contain detailed transportation related information. As the situation develops, USTRANSCOM, in coordination with the TCCs, develops estimates of the feasibility to support various deployment options and provides comments and recommendations to the supported CINC and the CJCS Logistics Readiness Center (LRC) or JTB, if activated. USTRANSCOM personnel monitor port, transportation, and LOCs capabilities and limitations to determine



Figure IV-3. Defense Transportation System Contingency and Wartime Execution

TRANSPORTATION PREPAREDNESS: AIRLIFT

Military preparedness includes the ability to project forces into a crisis area. Determination of preparedness levels must include an assessment of the quantity and readiness of deployment forces, capabilities, and pre-positioned assets. These factors were key in the success of the Persian Gulf War.

Airlift readiness was a key factor in US preparedness to project power rapidly. Airlift has a peacetime mission serving a worldwide network of military and other governmental customers. The strategic airlift fleet – active duty USAF, Air Force Reserve, and Air National Guard – on the eve of Operation DESERT SHIELD consisted of a total inventory of 265 C-141s and 126 C-5s. The civil reserve air fleet (CRAF) represents investments in preparedness extending back to the 1950s and was available to help in deployment and sustainment operations. Tactical airlift with C-130 aircraft maintained a rotational squadron flying airlift missions throughout Europe and SWA, supplementing the C-130s based at Rhein-Main Air Base, Germany. Because of these requirements, airlift was available almost immediately to begin moving personnel and equipment to and within the region. In a sense, the investment in aircraft to help in peacetime operations provided a dividend in the form of ready availability during crisis.

**SOURCE: Final Report to Congress
Conduct of the Persian Gulf War, April 1992**

their impact on the deployment. If needed, cargo diversion teams, comprised of supported CINC, USTRANSCOM, and Service representatives, should be used at APOEs to preclude saturation of the airlift system.

- When implementation of multiple OPLANs is contemplated, USTRANSCOM obtains deployment priorities from the Chairman of the Joint Chiefs of Staff and advises the rest of the deployment community. USTRANSCOM provides the CJCS LRC and JTB, when activated, and the supported CINCs with the impact of these priorities on closure times, transportation, and ongoing operations.
- In a no-plan situation or when real world crisis situations change the resource apportionment planned in CJCSI 3110.11B, “Mobility Supplement to Joint

Strategic Capabilities Plan,” USTRANSCOM reassigns strategic lift capabilities to the CINCs based upon the urgency of the situation and informs the JCS LRC and JTB, if activated. As the situation changes, USTRANSCOM reviews the allocation and recommends appropriate changes. If USTRANSCOM is unable to allocate lift to the satisfaction of competing CINCs, the Chairman of the Joint Chiefs of Staff, through the JTB, adjudicates the allocations.

- Once capability is allocated among the CINCs, each CINC JTB or equivalent activity must immediately prioritize and allocate that theater’s capability between competing lift requirements. The supported CINC(s) communicate the deployment and resupply decisions to USTRANSCOM for execution and inform the CJCS LRC or JTB, if activated. Other CINCs validate airlift

frequency channel requirements and allocate appropriate lift capability to their requirements.

- Services are proportionally assigned strategic lift resources for their resupply and personnel replacements based upon CINC allocation in the JOPES data base. The supported CINC(s) identify Service filler, replacement, and sustainment lift assignments in the established CINC's wartime intertheater channels, whereas other CINC's validate the Service lift assignments on normal peacetime channels necessary to sustain in-place forces.
- USTRANSCOM coordinates the execution of CJCS and CINC lift allocation decisions for transportation resources that support the OPORDs being executed. As the DOD single manager for transportation, other than Service-unique or theater-assigned assets, USCINTRANS:
 - Directs the implementation of CJCS and CINC lift decisions to the TCCs, force providers, and Service materiel and personnel managers;
 - Apportions lift capabilities for resupply and personnel replacements or fillers among the Services in accordance with the guidance of the supported CINC(s); and
 - Adjusts movement plans, schedules, and modes of transport.
- For supported CINC lift requirements outside the CINC's AOR, USTRANSCOM applies lift resources according to CINC allocation decisions as expressed by the CINC JTB or equivalent activity.
- USTRANSCOM monitors and provides lift status on deploying military forces,

personnel increments, and cargo increments to the Joint Staff, supported and supporting commanders, and the Services.

- USTRANSCOM (through MTMC, its TCC) provides a Port Management Cell and/or reinforcement of existing cell to the supported JTF(s) and/or CINC(s). MTMC will assist with OPLAN development and analysis, conduct assessment of ports, and recommend the size and type of port operations required. The cell will establish liaison with host nation port authorities and develop statements of work for contracting facilities and stevedore labor, if available. The cell will provide automated data processing and communications capabilities in support of water terminal operations. It will provide common-user container management services and workload the port operator based on the theater commander's intent.
- USTRANSCOM attempts to resolve transportation conflicts during deployment and refers unresolved issues to the CJCS LRC and JTB, if activated, for action.

5. Reporting

a. Wartime or Contingency

- The functions of the Chairman of the Joint Chiefs of Staff include a requirement to assist the NCA in providing for the strategic direction of the Armed Forces, including the direction of operations conducted by unified commands. The CJCS LRC or JTB, if activated, acts for the Chairman of the Joint Chiefs of Staff in maintaining cognizance over transportation requirements and capabilities as well as ensuring

information is available for determining and adjusting allocations of common-user resources and priorities.

b. Global Transportation Network.

In-transit visibility information on the current movement status of passengers and cargo in the DTS will be available on GTN. GTN is USTRANSCOM's primary command and control information system.

Secretary of Defense so directs, the military-owned capability specified in this section will be applied within CONUS to help meet military movement requirements. The Services, commanders of unified commands, DLA, MTMC, and AMC are responsible for providing data or making available vehicles and aircraft with associated operations, maintenance, and administration.

6. Employment of Military Movement Resources During a Disruption of Civil Transportation in CONUS

a. Background. If CONUS civil transportation service is disrupted and the

b. Authorization. Upon the recommendation of USCINCTrans, the Chairman of the Joint Chiefs of Staff may recommend to the Secretary of Defense authorization of the use of military vehicles or military aircraft to augment the civil transportation capability during disruption.

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APPENDIX A

TRANSPORTATION PRIORITIES

1. General

When requirements exceed capability, the CJCS prioritization system enables logistics managers to determine mode and sequence of movement.

2. Movement Priorities — Cargo

To ensure responsiveness, priorities used in the movement system are related to both the importance of the user’s mission and the relative importance of a particular item to that mission. The UMMIPS establishes the framework and assigns indicators of mission or item importance. Force activity designators (FADs) and Urgency of Need Designators (UNDs) are used respectively to describe the importance of any given item to any specific mission. There are five FADs and three UNDs, as shown in Figure A-1. Assignment of FAD I is reserved for the Secretary of Defense based upon the

Chairman of the Joint Chiefs of Staff recommendation and criteria contained in DOD 4140.1R, “Materiel Management Regulation,” Appendix I. The Chairman of the Joint Chiefs of Staff may delegate authority to assign FADs II through V to the heads of DOD components and Federal agencies. The requisitioner determines the urgency of need also based on criteria established by the Department of Defense.

Priority designator and/or supply priorities translate directly into transportation priorities in accordance with Figure A-2. Transportation priority 1 and 2 cargo normally moves by air unless the Chairman of the Joint Chiefs of Staff, cognizant shipper service, or the requisitioner stipulates otherwise. Sometimes the characteristics of the cargo (e.g., size, weight, hazards) preclude air shipment. In these cases, the cargo is diverted to surface. Priorities for retrograde materiel movements will be established based on the criticality of the item

SUPPLY PRIORITY DESIGNATOR DETERMINATION			
Force Activity Designator	Urgency of Need Designator		
	A	B	C
I	1	4	11
II	2	5	12
III	3	6	13
IV	7	9	14
V	8	10	15

Figure A-1. Supply Priority Designator Determination

TRANSPORTATION PRIORITY/MOVEMENT CONVERSION TABLE			
Supply Priority Designator	Required Delivery Date	Transportation Priority	Mode of Shipment
01-08	999 N-- E--	1	Air
01-08	444 555 777	2	Air
01-15		3	Surface

Figure A-2. Transportation Priority/Movement Conversion Table

and not on the FAD/UND combination. Retrograde shipments fall under priority and/or designators 03, 06, or 13.

Cargo also moves as a result of other than requisition or issue transactions. The Military Services normally designate the transportation priorities for these items, as in Figure A-3.

3. Movement Priorities — Passengers

a. Transportation priorities for passenger movement will be assigned by each Service. Under normal conditions, unless the Chairman of the Joint Chiefs of Staff directs otherwise, the passenger movement precedence will be in accordance with the USTRANSCOM or TCC directions that implement the single passenger reservation concept.

b. Personnel transportation priorities are summarized below.

- **Transportation Priority 1**

- Personnel with an acute emergency that requires they be moved before everyone else and not be delayed for any reason.

- Medical evacuees.

- Personnel returning to the United States or its possessions on emergency leave.

- **Transportation Priority 2**

- Personnel who have an urgent deadline to accomplish an essential mission at the destination station.

- Personnel destined for units or activities who are required to be in place to meet an emergency and whose travel is more urgent than travel under Priorities 3 and 4.

- Personnel on temporary duty.

- Personnel on permanent change of station orders to mobile or moving final duty assignment.

- **Transportation Priority 3**

- Personnel movement of an urgent nature in order to accomplish an important mission.

**TRANSPORTATION PRIORITIES FOR
NON-ISSUE/REQUISITION MATERIALS**

Transportation Priority 1

Defense Courier Service Material
Registered or Certified Mail
Command and CASREP Pouches
First Class Personal and Official Mail Letters
Personal and Official Priority Mail Parcels

Transportation Priority 2

Other Official Mail Parcels
Unaccompanied Baggage
All Other Air Eligible Mail (i.e., space available mail [SAM] and parcel
airlift [PAL])

Transportation Priority 3

Overseas Mail and Inter Command Mail
Personal Property
Nonappropriated Fund Material
Material in Support of Non-DOD Agencies

Figure A-3. Transportation Priorities for Non-Issue/Requisition Materials

- Personnel returning to duty station from emergency leave.
 - Inductees traveling from military entrance processing stations to reception stations and/or training centers.
 - Personnel on permanent change of station orders to fixed or stationary final duty assignment or duty station.
 - Personnel movement of an urgent nature in order to accomplish an essential mission.
 - Personnel returning to duty from routine temporary duty or temporary additional duty.
- **Transportation Priority 4**
 - Personnel who are otherwise eligible for movement.
 - Dependents.
 - Personnel of non-DOD activities.
 - Registrants traveling from home to military entrance processing stations for processing.
- 4. DOD Transportation Movement Priority System**
- a. This subparagraph provides applicable word descriptions for priorities used in the

management of DOD common-user airlift and sealift resources. An urgency of need or the existence of valid circumstances to use a priority other than normal channel lift must be established by competent authority before these priorities can be used.

b. The following list of priorities is in descending order. When requirements for lift exceed capability, lift managers should apply capability to the highest priority category first. Eligible traffic will be categorized into one of the following:

- **Priority 1A.** Covers requirements in support of:
 - 1A1 - A Presidentially-directed mission;
 - 1A2 - US forces and other forces or activities in combat designated by the Chairman of the Joint Chiefs of Staff in accordance with applicable Secretary of Defense guidance;
 - 1A3 - Programs approved by the President for top national priority; and
 - 1A4 - Special weapons.
- **Priority 1B.** Covers requirements in support of:
 - 1B1 - Missions specially directed by the Secretary of Defense;
 - 1B2 - Units, projects, or plans specially approved for implementation by the Secretary of Defense or the Chairman of the Joint Chiefs of Staff; and
 - 1B3 - Validated minimal frequency channels.
- **Priority 2A.** Covers requirements in support of:

- 2A1 - US forces or activities and foreign forces or activities deploying or positioned and maintained in a state of readiness for immediate combat, combat support, or combat service support missions; and

- 2A2 - Industrial production activities engaged in repair, modification, or manufacture of primary weapons, equipment, and supplies to prevent an impending work stoppage or to reinstitute production in the event a stoppage has already occurred or when the material is required to accomplish emergency or controlling jobs.

- **Priority 2B.** Covers requirements in support of:

- 2B1 - CJCS-sponsored exercises (under the CJCS Exercise Program); and

- 2B2 - CINC-sponsored exercises (under the CJCS Exercise Program).

- **Priority 3A.** Covers requirements in support of:

- 3A1 - Readiness or evaluation tests when airlift is required in support of the unit inspection or evaluation tests;

- 3A2 - US forces or activities and foreign forces or activities that are maintained in a state of readiness to deploy for combat and other activities essential to combat forces; and

- 3A3 - Approved requirements channels.

- **Priority 3B.** Covers requirements in support of Joint Airborne/Air Transportability Training (JA/ATT), including:

- 3B1 - Service training when airborne operations or airlift support is integral

to combat readiness (e.g., field training exercise, proficiency airdrop, and air assault);

- 3B2 - Combat support training (e.g., flare drops and unconventional warfare activities);

- 3B3 - Service schools requiring airborne, airdrop, or air transportability training as part of the program of instruction; and

- 3B4 - Airdrop/air transportability or aircraft certification of new or modified equipment.

- Two special provisions exist for JA/ATT requirements: (1) The Chairman of the Joint Chiefs of Staff has authorized a JA/ATT priority of 2A1 to CONUS-based units for exercise and training events directly related to CONPLAN 0300; and/or (2) JA/ATT will be removed from this priority system and protected with the same criteria extended to AMC unilateral training when AMC publishes the JA/ATT Monthly Operations Tasking, Appendix 1, Annex C, HQ AMC OPORD 17-76 (30 days prior to the month of execution). Higher priority users who submit their requirements before Annex C is published will be supported per the usual priorities.

- **Priority 4A.** Covers requirements in support of:

- 4A1 - US forces and foreign forces or activities tasked for employment in support of approved war plans and support activities essential to such forces; and

- 4A2 - Static loading exercises for those units specifically tasked to perform air transportability missions.

- **Priority 4B.** Covers requirements in support of:

- 4B1 - Other US forces or activities and foreign forces or activities;

- 4B2 - Other non-DOD activities that cannot be accommodated by commercial airlift; and

- 4B3 - Static display for public and military events.

c. Lift priorities are intended to support intertheater deployments into the AOR and do not address retrograde movements. Retrograde movements including cargo (e.g., repairables, containers), passengers (noncombatant evacuation operations, medical evacuees), and their associated lift priority are a responsibility of the supported CINC. Specific guidance and priorities are established by the supported CINC in an operation order and/or contingency environment, consistent with the overall operations.

NOTE: A new air priority listing is contained in DOT documents. However, DOT implementation orders have not been published as of the date of this publication. In the interim, upon implementation of the DOT Crisis Action Plan and as appropriate, the DOT Office of Emergency Transportation will immediately issue the new air priority listing and implementation orders to all government departments.

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APPENDIX B

CHARTER OF THE JOINT TRANSPORTATION BOARD

1. Mission

The Joint Transportation Board may be convened by the Chairman of the Joint Chiefs of Staff during wartime or contingencies for assuring national command authority requirements for common-user transportation resources assigned or available to the Department of Defense are apportioned to achieve the maximum benefit in meeting DOD objectives.

2. Responsibility

The JTB acts for the Chairman of the Joint Chiefs of Staff in the performance of functions listed in paragraph five, on behalf of the Chairman of the Joint Chiefs of Staff, the Chairman of the JTB has decision authority in these areas except when a matter cannot be resolved within JTB. In such instances, the matter is referred to the Chairman of the Joint Chiefs of Staff for decision.

3. Membership

The JTB is composed of the following:

a. **Chairman.** Vice Director for Logistics, J-4, Logistics Directorate, Joint Staff.

b. **Principal Members**

- Vice Director for Operations, J-3, Joint Staff.
- Vice Director for Strategic Plans and Policy, J-5, Joint Staff.
- Vice Director for Operational Plans and Interoperability, J-7, Joint Staff.

- Director of Transportation, Energy and Troop Support, Office of Deputy Chief of Staff for Logistics (ODCSLOG), USA.

- Director, Supply Programs and Policy Division, Deputy Chief of Naval Operations (Logistics), USN.

- Director, Logistics Plans, Policies and Strategic Mobility Division, Installation and Logistics Department, USMC.

- Director of Transportation, Deputy Chief of Staff, Logistics, USAF.

c. **Non-Voting Member.** USTRANSCOM Director for Operations and Logistics.

d. **Secretary of JTB.** Chief, Mobility Division, J-4, Joint Staff.

4. Management Concept of JTB

When convened, JTB acts for the Chairman of the Joint Chiefs of Staff by communicating national command authority guidance to USTRANSCOM with respect to the establishment of priorities and allocations for the use of airlift, sealift, and surface transportation capability, so that USTRANSCOM can react accordingly with support to the appropriate CINCs. USTRANSCOM assigns transportation assets to supported CINCs validated requirements in accordance with the CJCS priority assigned to each operation and/or requirement. USTRANSCOM advises the JTB when movement requirements exceed capabilities. Through this close liaison, USTRANSCOM may respond quickly to the movement requirements established by the Chairman of the Joint Chiefs of Staff, the

Chiefs of the Services, and the CINCs based on established priorities and allocations. USCINCTRANS will refer problems with recommended courses of action to the Chairman of the Joint Chiefs of Staff for resolution or adjudication if a balance of transportation requirements and capabilities cannot be maintained.

5. Functions

JTB will perform the following tasks:

a. Monitor transportation requirements and capabilities through the Joint Operation Planning and Execution System and through coordination with USCINCTRANS and the other CINCs.

b. Adjudicate competing lift requirements of the CINCs when requested by USTRANSCOM.

c. Recommend to the Chairman of the Joint Chiefs of Staff courses of action to resolve transportation movement problems recommended by USTRANSCOM.

d. Closely monitor the projected operational activities of the CINCs and the strategic direction issued by the NCA to anticipate developing problems or future resource requirements.

e. When required, evaluate courses of action being proposed or taken by USCINCTRANS or the Chiefs of the Services to resolve transportation problems, and make appropriate recommendations to the Chairman of the Joints Chiefs of Staff or transmit CJCS guidance to USCINCTRANS or the Chiefs of the Services.

f. When needed, provide an interface among supported and supporting CINCs, USCINCTRANS, the Chiefs of Services, and the Chairman of the Joint Chiefs of Staff on matters concerning transportation.

6. Procedures

JTB will follow the procedures below.

a. As directed by the JTB chairman, meet in open or general sessions, which may be followed by closed or executive sessions.

b. Establish standing operating procedures, including those required for relocation to an alternate command post.

c. Receive administrative support from the J-4 and the Logistics Readiness Center, Joint Staff.

d. Refer to the CJCS matters that cannot be resolved within the JTB.

e. Request from Defense agencies or coordinate with other agencies as necessary to obtain information required in connection with JTB duties.

f. Invite, at its discretion, such representatives as may be required to attend meetings of the JTB and/or the JTB Secretariat.

g. Honor, when appropriate, the requests of Defense agencies and other offices to attend meetings of the JTB and/or the JTB Secretariat.

7. The JTB Secretariat

The JTB Secretariat is established as an agency of JTB, with membership and representation as follows:

a. Membership

- **Chairman.** Chief, Mobility Division, J-4, Joint Staff
- **J-3 Representative.** Chief, Joint Operations Division.

- **J-5 Representative.** Chief, Strategy Operations Division. Secretariat will be assigned by their Service.
- **J-7 Representative.** Chief, Conventional War Plans Division.
- **Army Representative.** Chief, Strategic Mobility Division Directorate for Transportation, Energy and Troop Support, ODCSLOG.
- **Navy Representative.** Head, Supply Operations, Transportation and Petroleum Branch.
- **Air Force Representative.** Chief, Combat Readiness Division, Directorate of Transportation, DCS/Installations and Logistics.
- **Marine Corps Representative.** Head, Logistics Plans and Operations Branch, Logistics Plans, Policies, and Strategic Mobility Division.
- **USTRANSCOM Representative.** (Non-voting) USTRANSCOM Joint Staff Liaison Officer.

b. Representation

- The chairman of the JTB Secretariat will represent J-4, Joint Staff. The secretary and/or recorder, JTB Secretariat, will be provided by J-4, Joint Staff. When activated, the Logistics Readiness Center will provide information, briefing, and administrative support to the JTB Secretariat.
- Service representatives to the JTB Secretariat will remain assigned to their respective Service. Their primary duties and their duties in support of the JTB

- USCINCTRANS will designate a permanent non-voting representative to the JTB Secretariat. The representative will provide information concerning the capabilities and constraints facing USTRANSCOM component commands and will serve as an advisor to the JTB Secretariat.

8. Functions of the JTB Secretariat

The JTB Secretariat will be responsible for the following:

- a. Provide continuity for JTB.
- b. Attend all meetings of JTB.
- c. Prepare and publish standing operating procedures for the conduct of JTB and the JTB Secretariat; furnish support required.
- d. Evaluate proposed courses of action for JTB and make appropriate recommendations.
- e. Monitor transportation and strategic movement requirements and capabilities.
- f. Identify problem areas and take action as necessary, representing JTB. When necessary, forward actions for consideration by JTB.
- g. Issue the decisions of JTB.
- h. Respond to requirements of JTB.
- i. Provide a record of proceedings of each JTB and JTB Secretariat meeting.

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APPENDIX C

REFERENCES

The development of Joint Pub 4-01 is based upon the following primary references.

1. Goldwater Nichols DOD Reorganization Act of 1986.
2. DOD Instruction 4100.31, 2 September 1960, "Reports on Single Manager Operations."
3. DOD 4140.1R, 15 January 1993, "Materiel Management Regulation."
4. DOD Directive 4500.2, "Land Transportation Outside the Continental United States."
5. DOD Directive 4500.9, 26 January 1989, "Transportation and Traffic Management."
6. DOD Regulation 4500.9-R, 4 August 1995, "Defense Transportation Regulation, Part I, Passenger Movement."
7. DOD Regulation 4500.9-R, 22 April 1996, "Defense Transportation Regulation, Part II, Cargo Movement."
8. DOD Instruction 4500.17, 16 January 1969, "Proceedings Before Transportation Regulatory Bodies."
9. DOD Regulation 4500.32-R, 15 March 1987, "Military Standard Transportation and Movement Procedures (MILSTAMP)."
10. DOD Directive 4500.43, 30 October 1985, "Operational Support Airlift."
11. DOD Directive 4500.53, 15 May 1987, "Commercial Passenger Airlift Management and Quality Control."
12. DOD Directive 4510.11, 2 Oct 95, "Defense Transportation Engineering."
13. DOD 4515.13-R, November 1994, "Air Transportation Eligibility."
14. DOD Directive 5158.4, 8 January 1993, "United States Transportation Command."
15. DOD Instruction 7045.7, 23 May 1984, "Implementation of the Planning, Programming, and Budgeting System (PBBS)."
16. Joint Pub 1-02, "Department of Defense Dictionary of Military and Associated Terms."
17. Joint Pub 4-0, "Doctrine for Logistic Support of Joint Operations."
18. Joint Pub 4-01.1, "Joint Tactics, Techniques and Procedures for Airlift Support to Joint Operations."

Appendix C

19. Joint Pub 4-01.3, “Joint Tactics, Techniques, and Procedures for Movement Control.”
20. Joint Pub 4-01.6, “Joint Tactics, Techniques and Procedures for Joint Logistics Over-the-Shore (JLOTS) Operations.”
21. Joint Pub 4-01.7, “Joint Tactics, Techniques and Procedures for Use of Intermodal Containers in Joint Operations.”
22. Joint Pub 5-03 Series, “Joint Operations Planning and Execution System.”
23. CJCSI 3110.01A, “Joint Strategic Capabilities Plan (JSCP).”
24. CJCSI 3110.11B, “Mobility Supplement to Joint Strategic Capabilities Plan for FY 1996.”
25. CJCSI 4410.01 (draft), “Uniform Material Movement and Issue Priority System - Force Activity Designators.”
26. CJSCM 3122.02, “Manual for Time-Phased Force and Deployment Data (TPFDD) Development and Deployment Execution.”

APPENDIX D

ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication to the Joint Warfighting Center, Attn: Doctrine Division, Fenwick Road, Bldg 96, Fort Monroe, VA 23651-5000. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

The lead agent and Joint Staff doctrine sponsor for this publication is the Director for Logistics (J-4).

3. Supersession

This publication supersedes Joint Pub 4-01, Change 2, 30 Sept 1986, "Mobility System Policies, Procedures, and Considerations."

4. Change Recommendations

- a. Recommendations for urgent changes to this publication should be submitted:

TO: JOINT STAFF WASHINGTON DC//J4-MD//
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Routine changes should be submitted to the Director for Operational Plans and Interoperability (J-7), JDD, 7000 Joint Staff Pentagon, Washington, D.C. 20318-7000.

- b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Military Services and other organizations are requested to notify the Director, J-7, Joint Staff, when changes to source documents reflected in this publication are initiated.

- c. Record of Changes:

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GLOSSARY

PART I—ABBREVIATIONS AND ACRONYMS

AMC	Air Mobility Command
AOR	area of responsibility
APOD	aerial port of debarkation
APOE	aerial port of embarkation
ARC	Air Reserve Components
C3	command, control, and communications
CHE	Cargo Handling Equipment
CINC	commander in chief
CJCS	Chairman of the Joint Chiefs of Staff
COCOM	combatant command (command authority)
CONOPS	concept of operations
CONPLAN	operation plan in concept format
CONUS	continental United States
CRAF	civil reserve air fleet
CULT	common-user land transportation
DA	Department of Army
DCS	Defense Communication System
DHHS	Department of Health and Human Services
DIRMOBFOR	Director of Mobility Forces
DISA	Defense Information Systems Agency
DLA	Defense Logistics Agency
DOD	Department of Defense
DOE	Department of Energy
DOI	Department of Interior
DOS	Department of State
DOT	Department of Transportation
DOTEO	DOT Emergency Organization
DTS	Defense Transportation System
EUSC	effective US-controlled shipping
FAA	Federal Aviation Administration
FAD	force activity designator
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FRA	Federal Railroad Administration
GCCS	Global Command and Control System
GSA	General Services Administration
GTN	Global Transportation Network
HNS	host-nation support

Glossary

JA/ATT	Joint Airborne/Air Transportability Training
JFC	joint force commander
JLOTS	joint logistics over-the-shore
JMC	Joint Movement Center
JOPEs	Joint Operation Planning and Execution System
JPEC	Joint Planning and Execution Community
JSCP	Joint Strategic Capabilities Plan
JTB	Joint Transportation Board
JTMS	Joint Training Master Schedule
LOC	line of communications
LMSR	large, medium speed roll-on/roll-off
LRC	logistics readiness center
MARAD	Maritime Administration
MHE	materials handling equipment
MSC	Military Sealift Command
MTMC	Military Traffic Management Command
NATO	North Atlantic Treaty Organization
NCA	National Command Authorities
NDRF	National Defense Reserve Fleet
NOAA	National Oceanic and Atmospheric Administration
ODCSLOG	Office of the Deputy Chief of Staff for Logistics (US Army)
OET	Office of Emergency Transportation
OPCON	operational control
OPLAN	operation plan
OPORD	operation order
OSA	Operational Support Airlift
RO/RO	roll-on/roll-off
RRF	Ready Reserve Force
SAAM	Special Assignment Airlift Mission
SITREP	situation report
SPOD	seaport of debarkation
SPM	single port manager
SRP	sealift readiness program
TCC	Transportation Component Command
TPFDD	time-phased force and deployment data
UMMIPS	Uniform Material Movement and Issue Priority System
UND	urgency of need designator
USCINCTrans	Commander in Chief, US Transportation Command
USDA	United States Department of Agriculture

USPS	US Postal Service
USTRANSCOM	United States Transportation Command
VISA	Voluntary Intermodel Sealift Agreement

PART II—TERMS AND DEFINITIONS

channel airlift. Common-user airlift service provided on a scheduled basis between two points. There are two types of channel airlift. A requirements channel serves two or more points on a scheduled basis depending upon the volume of traffic; a frequency channel is timed based and serves two or more points at regular intervals. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

civil reserve air fleet . A program in which the Department of Defense uses aircraft owned by a US entity or citizen. The aircraft are allocated by the Department of Transportation to augment the military airlift capability of the Department of Defense. These aircraft are allocated, in accordance with DOD requirements, to segments, according to their capabilities, such as International Long Range and Short Range Cargo and Passenger sections, National (Domestic and Alaskan sections) and Aeromedical Evacuation and other segments as may be mutually agreed upon by the Department of Defense and the Department of Transportation. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

civil transportation. The movement of persons, property, or mail by civil facilities, and the resources (including storage, except that for agricultural and petroleum products) necessary to accomplish the movement. (Excludes transportation operated or controlled by the military, and petroleum and gas pipelines.) (Joint Pub 1-02)

combatant command (command authority). Nontransferable command

authority established by title 10 ("Armed Forces"), United States Code, section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense. Combatant command (command authority) cannot be delegated and is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Combatant command (command authority) provides full authority to organize and employ commands and forces as the combat commander considers necessary to accomplish assigned missions. Operational control is inherent in combatant command (command authority). Also called COCOM. (Joint Pub 1-02)

common use. Services, materials, or facilities provided by a Department of Defense agency or a Military Department on a common basis for two or more Department of Defense agencies. (Joint Pub 1-02)

common-user transportation. Transportation and transportation services provided on a common basis for two or more Department of Defense agencies and, as authorized, non-DOD agencies. Common-user assets are under the combatant command

(command authority) of USCINCTRANS, excluding Service-unique or theater-assigned transportation assets. (This term and its definition modifies the existing term “common-user lift” and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

container. An article of transport equipment that meets American National Standards Institute/International Organization for Standardization standards designed to be transported by various modes of transportation; designed to facilitate and optimize the carriage of goods by one or more modes of transportation without intermediate handling of the contents and equipped with features permitting its ready handling and transfer from one mode to another. Containers may be fully enclosed with one or more doors, open top, refrigerated, tank, open rack, gondola, flatrack, and other designs. (Approved for inclusion in the next edition of Joint Pub 1-02.)

continental United States. United States territory, including the adjacent territorial waters, located within North America between Canada and Mexico. Also called CONUS. (Joint Pub 1-02)

Contingency Response Program. Transportation emergency preparedness program designed to ensure that the Department of Defense receives priority commercial transportation services during defense contingencies prior to the declaration of national emergency and during mobilization. Also called CORE. (Approved for inclusion in the next edition of Joint Pub 1-02.)

Defense Transportation System. That portion of the Nation’s transportation infrastructure which supports Department of Defense common-user transportation

needs across the range of military operations. It consists of those common-user military and commercial assets, services, and systems organic to, contracted for, or controlled by the Department of Defense. Also called DTS. (Approved for inclusion in the next edition of Joint Pub 1-02.)

domestic air traffic. Air traffic within the continental United States. (Joint Pub 1-02)

eligible traffic. Traffic for which movement requirements are submitted and space is assigned or allocated. Such traffic must meet eligibility requirements specified in Joint Travel Regulations for the Uniformed Services and publications of the Department of Defense and Military Departments governing eligibility for land, sea, and air transportation, and be in accordance with the guidance of the Joint Chiefs of Staff. (Joint Pub 1-02)

global transportation management. The integrated process of satisfying transportation requirements using the Defense Transportation System to meet national security objectives. The process begins with planning, programming and budgeting for transportation assets, services, and associated systems and continues through delivery of the users transportation movement requirements. Also called GTM. (Approved for inclusion in the next edition of Joint Pub 1-02.)

global transportation network. The automated support necessary to enable USTRANSCOM and its components to provide global transportation management. The global transportation network provides the integrated transportation data and systems necessary to accomplish global transportation planning, command and control, and in-transit visibility across the

range of military operations. Also called GTN. (Approved for inclusion in the next edition of Joint Pub 1-02.)

intermodal systems. Specialized transportation facilities, assets, and handling procedures designed to create a seamless transportation system by combining multimodal operations and facilities during the shipment of cargo. (Approved for inclusion in the next edition of Joint Pub 1-02.)

intertheater traffic. Traffic between theaters exclusive of that between the continental United States and theaters. (Joint Pub 1-02)

in-transit visibility. The ability to track the identity, status, and location of Department of Defense units, and non-unit cargo (excluding bulk petroleum, oils, and lubricants) and passengers; medical patients; and personal property from origin to consignee or destination across the range of military operations. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

Joint Mobility Control Group. The Joint Mobility Control Group is the focal point for coordinating and optimizing transportation operations. This group is comprised of seven essential elements. The primary elements are USTRANSCOM's Mobility Control Center (MCC), Joint Operational Support Airlift Center (JOSAC), Global Patient Movement Requirements Center, (GPMRC), Airlift Control Center (TACC), MSC Command Center, MTMC Command Operations and the Joint Intelligence Center—USTRANSCOM (JICTRANS). Also called JMCg. (Approved for inclusion in the next edition of Joint Pub 1-02.)

joint movement center. The center established to coordinate the employment of all means of transportation (including that provided by allies or host nations) to support the concept of operations. This coordination is accomplished through establishment of transportation policies within the assigned area of responsibility, consistent with relative urgency of need, port and terminal capabilities, transportation asset availability, and priorities set by a joint force commander. (Joint Pub 1-02)

Joint Operation Planning and Execution System. A continuously evolving system that is being developed through the integration and enhancement of earlier planning and execution systems: Joint Operation Planning System and Joint Deployment System. It provides the foundation for conventional command and control by national- and theater-level commanders and their staffs. It is designed to satisfy their information needs in the conduct of joint planning and operations. Joint Operational Planning and Execution System (JOPES) includes joint operation planning policies, procedures, and reporting structures supported by communications and automated data processing systems. JOPES is used to monitor, plan, and execute mobilization, deployment, employment, and sustainment activities associated with joint operations. Also called JOPES. (Joint Pub 1-02)

Joint Transportation Board. Responsible to the Chairman of the Joint Chiefs of Staff, the Joint Transportation Board assures that common-user transportation resources assigned or available to the Department of Defense are allocated as to achieve maximum benefit in meeting Department of Defense objectives. Also called JTB. (Approved for inclusion in the next edition of Joint Pub 1-02.)

line of communications. A route, whether land, water, or air, which connects an operating military force with a base of operations and along which supplies and military forces move. Also called LOC. (Joint Pub 1-02)

logistics over-the-shore operations. The loading and unloading of ships without the benefit of fixed port facilities, in friendly or nondefended territory, and, in time of war, during phases of theater development in which there is no opposition by the enemy. Also called LOTS. (Joint Pub 1-02)

National Command Authorities. The President and the Secretary of Defense or their duly deputized alternates or successors. Also called NCA. (Joint Pub 1-02)

national emergency. A condition declared by the President or the Congress by virtue of powers previously vested in them that authorize certain emergency actions to be undertaken in the national interest. Action to be taken may include partial, full, or total mobilization of national resources. (Joint Pub 1-02)

operational control. Transferable command authority which may be exercised by commanders at any echelon at or below the level of combatant command. Operational control is inherent in combatant command (command authority). Operational control may be delegated and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish

missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization or unit training. Also called OPCON. (Joint Pub 1-02)

operational level of war. The level of war at which campaigns and major operations are planned, conducted, and sustained to accomplish strategic objectives within theaters or areas of operations. Activities at this level link tactics and strategy by establishing operational objectives needed to accomplish the strategic objectives, sequencing events to achieve the operational objectives, initiating actions, and applying resources to bring about and sustain these events. These activities imply a broader dimension of time or space than do tactics; they ensure the logistic and administrative support of tactical forces, and provide the means by which tactical successes are exploited to achieve strategic objectives. (Joint Pub 1-02)

Operational Support Airlift. Operational Support Airlift (OSA) missions are movements of high-priority passengers and cargo with time, place, or mission-sensitive requirements. OSA aircraft are those fixed-wing aircraft acquired and/or retained exclusively for OSA missions, as well as any other Department of Defense-owned or controlled aircraft, fixed- or rotary-wing, used for OSA purposes. Also

called OSA. (Approved for inclusion in the next edition of Joint Pub 1-02.)

sealift readiness program. A standby contractual agreement between Military Sealift Command and US ship operators for voluntary provision of private ships for defense use. Call-up of ships may be authorized by joint approval of the Secretary of Defense and the Secretary of Transportation. Also called SRP. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

Service component command. A command consisting of the Service component commander and all those Service forces such as individuals, units, detachments, organizations and installations under the command, including the support forces that have been assigned to a combatant command, or further assigned to a subordinate unified command or joint task force. (Joint Pub 1-02)

Service-unique transportation assets. Transportation assets that are:

- a. Assigned to a military department for functions of the Secretaries of the Military Departments set forth in Sections 3013(b), 5013(b), and 8013(b) of Title 10 of the United States Code, including administrative functions (such as motor pools), intelligence functions, training functions, and maintenance functions.
- b. Assigned to the Department of the Army for the execution of the missions of the Army Corps of Engineers.
- c. Assigned to the Department of the Navy as the special mission support force of missile range instrumentation ships, ocean survey ships, cable ships, oceanographic research ships, acoustic research ships, and naval test support ships; the naval fleet auxiliary force

of fleet ammunition ships, fleet stores ships, fleet ocean tugs, and fleet oilers; hospital ships; Marine Corps intermediate maintenance activity ships, Marine Corps helicopter support to senior Federal officials; and, prior to the complete discharge of cargo, maritime repositioning ships.

d. Assigned to the Department of the Air Force for search and rescue, weather reconnaissance, audiovisual services, and aeromedical evacuation functions, and transportation of senior Federal officials. (Approved for inclusion in the next edition of Joint Pub 1-02.)

single manager. A Military Department or Agency designated by the Secretary of Defense to be responsible for management of specified commodities or common service activities on a Department of Defense-wide basis. (Joint Pub 1-02)

single manager for transportation. The United States Transportation Command is the Department of Defense single manager for transportation, other than Service-unique or theater-assigned transportation assets. (Approved for inclusion in the next edition of Joint Pub 1-02.)

single port manager. USTRANSCOM, through its transportation component command, Military Traffic Management Command, is the DOD-designated single port manager for all common-user seaports worldwide. The single port manager performs those functions necessary to support the strategic flow of the deploying forces' equipment and sustainment supply in the sealift port of embarkation and hand-off to the theater commander-in-chief (CINC) in the sealift port of debarkation (SPOD). The single port manager is responsible for providing strategic deployment status information to the CINC and to workload the SPOD Port Operator based on the CINC's priorities and guidance. The single port manager is responsible

through all phases of the theater port operations continuum, from a bare beach deployment to a commercial contract supported deployment. Also called SPM. (Approved for inclusion in the next edition of Joint Pub 1-02.)

space assignment. An assignment to the individual Departments/Services by the appropriate transportation operating agency of movement capability which completely or partially satisfies the stated requirements of the Department/Services for the operating month and that has been accepted by them without the necessity for referral to the Joint Transportation Board for allocation. (Joint Pub 1-02)

special assignment airlift requirements. Airlift requirements, including CJCS-directed or coordinated exercises, that require special consideration because of the number of passengers involved, weight or size of cargo, urgency of movement, sensitivity, or other valid factors that preclude the use of channel airlift. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

strategic airlift. The common-user airlift linking theaters to the continental United States (CONUS) and to other theaters, as well as the airlift within CONUS. These assets are assigned to the Commander in Chief, United States Transportation Command. Due to the intertheater range involved, strategic airlift is normally comprised of the heavy, longer range, intercontinental airlift but may be augmented with shorter range aircraft when required. Also called intertheater airlift. (Joint Pub 1-02)

strategic level of war. The level of war at which a nation, often as a member of a group of nations, determines national or multinational (alliance or coalition)

security objectives and guidance and develops and uses national resources to accomplish these objectives. Activities at this level establish national and multinational military objectives; sequence initiatives; define limits and assess risks for the use of military and other instruments of national power; develop global plans or theater war plans to achieve these objectives; and provide military forces and other capabilities in accordance with strategic plans. (Joint Pub 1-02)

strategic mobility. The capability to deploy and sustain military forces worldwide in support of national strategy. (Joint Pub 1-02)

strategic sealift. The afloat prepositioning and ocean movement of military materiel in support of US and multinational forces. Sealift forces include organic and commercially acquired shipping and shipping services, including chartered foreign-flag vessels and associated shipping services. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

tactical level of war. The level of war at which battles and engagements are planned and executed to accomplish military objectives assigned to tactical units or task forces. Activities at this level focus on the ordered arrangement and maneuver of combat elements in relation to each other and to the enemy to achieve combat objectives. (Joint Pub 1-02)

theater. The geographical area outside the continental United States for which a commander of a combatant command has been assigned responsibility. (Joint Pub 1-02)

theater-assigned transportation assets. Transportation assets that are assigned

under the combatant command (command authority) of a geographic combatant commander. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

traffic management. The direction, control, and supervision of all functions incident to the procurement and use of freight and passenger transportation services. (Joint Pub 1-02)

transportation component command. The three component commands of USTRANSCOM: Air Force Air Mobility Command; Navy Military Sealift Command; and Army Military Traffic Management Command. Each transportation component command remains a major command of its parent Service and continues to organize, train, and equip its forces as specified by law. Each transportation component command also continues to perform Service-unique missions. Also called TCC. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

transportation emergency. A situation created by a shortage of normal transportation capability and of a magnitude sufficient to frustrate military movement requirements, and which requires extraordinary action by the President or other designated authority to ensure continued movement of essential Department of Defense traffic. (Joint Pub 1-02)

transportation movement requirement. The need for transport of units, personnel, or materiel from a specified origin to a

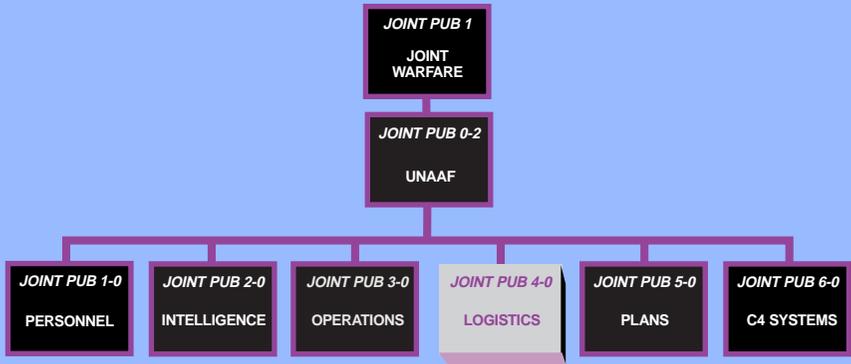
specified destination within a specified timeframe. (Approved for inclusion in the next edition of Joint Pub 1-02.)

transportation priorities. Indicators assigned to eligible traffic which establish its movement precedence. Appropriate priority systems apply to the movement of traffic by sea and air. In times of emergency, priorities may be applicable to continental United States movements by land, water, or air. (This term and its definition modifies the existing term and its definition and is approved for inclusion in the next edition of Joint Pub 1-02.)

United States Transportation Command. The unified command with the mission to provide strategic air, land, and sea transportation for the Department of Defense, across the range of military operations. Also called USTRANSCOM. (Approved for inclusion in the next edition of Joint Pub 1-02.)

Voluntary Intermodal Sealift Agreement. The objective of the Voluntary Intermodal Sealift Agreement (VISA) is to provide the Department of Defense (DOD) with assured access to US flag assets, both vessel capacity and intermodal systems, to meet DOD contingency requirements. VISA should eventually replace the current Sealift Readiness Program. This new concept is modeled after DOD's civil reserve air fleet program. Carriers will contractually commit specified portions of their fleet to meet time-phased DOD contingency requirements. A one year prototype was instituted on 1 October 1995. Also called VISA. (Approved for inclusion in the next edition of Joint Pub 1-02.)

JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Pub 4-01** is in the **Logistics** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

