June 1995

GOVERNMENT AIRCRAFT

Observations on Travel by Senior Officials

	United States General Accounting Office Washington, D.C. 20548
GAO	

National Security and
International Affairs Division

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June 5, 1995

The Honorable Charles E. Grassley
United States Senate

The Honorable Peter A. DeFazio
House of Representatives

In response to your request, we reviewed the Department of Defense's (DOD) and selected civilian agencies' aircraft used to transport senior level military and civilian personnel during a 30-month period from October 1992 through March 1995. Our specific objectives were to determine if (1) the DOD inventory of operational support airlift (OSA) aircraft was excessive to wartime requirements to support the current military strategy; (2) the rules and regulations governing the use of these aircraft had recently been changed, and what impact the changes made on senior level travel; (3) senior DOD officials' trips to the most frequent destinations could have been made aboard government contract carriers; and (4) DOD helicopters used in the metropolitan Washington, D.C., area were justified based on wartime requirements and how often they were flown to nearby destinations. As requested, we are also providing information on the inventory, related costs, and use of aircraft by selected civilian agencies. On May 25 and June 5, 1995, we briefed your staff on our review. This report documents the information presented at those briefings.

Background

As of April 1995, DOD had a fleet of about 600 aircraft that can be used to transport senior level military and civilian personnel. About 500 fixed-wing planes and 100 helicopters perform OSA missions. According to DOD Directive 4500.43, dated October 30, 1985, OSA includes airlift transportation in support of command, installation, or management functions using DOD-owned or controlled aircraft. Some DOD senior travelers are "required" to fly aboard government aircraft and to maintain continuous secure communication links with the national command authorities. Required users include all 4-star generals or admirals and a limited number of key DOD civilians, such as the service secretaries. The OSA directive excludes some aircraft, such as those assigned to the Air Force 89th Military Airlift Wing. The 89th Wing provides worldwide airlift support for the President, Vice President, and other high-level officials in the U.S. and foreign governments. There is no single manager for DOD's OSA aircraft.

The Office of Management and Budget (OMB) has delegated responsibility to the General Services Administration (GSA) for managing civilian agencies' aircraft programs. Prior studies have made specific recommendations to improve the management and operation of government aircraft programs.

Results in Brief

DOD's policy states that the OSA inventory of fixed-wing aircraft should be based solely on wartime requirements. DOD has not provided central guidance on how the military services are to count their OSA aircraft or to determine their wartime requirements, leaving each service to independently establish its own wartime requirements. In 1994 the Air Force concluded that its OSA inventory is excessive to its wartime requirements, while the Army, the Navy, and the Marine Corps determined that their OSA inventories are currently slightly less than wartime requirements.

A February 1993 report on Roles, Missions, and Functions issued by the Chairman of the Joint Chiefs of Staff and the recent report of the Commission on Roles and Missions of the Armed Forces indicate that the existing number of aircraft dedicated to OSA missions has been and continues to be excessive. Our review showed that the current OSA inventory is 10 times greater than the number of OSA aircraft used in-theater during the Persian Gulf War. Nevertheless, DOD has only recently begun to better quantify its OSA wartime requirements and to consider the availability of one service's aircraft to help fulfill the OSA needs of the other services.

Adverse publicity and increased congressional concern with potential abuses have resulted in a number of statements during 1994 by the White House and the Secretary of Defense emphasizing the need for senior officials to carefully consider the use of government aircraft in lieu of commercial transportation. On May 9, 1995, the Deputy Secretary of Defense issued a revised policy memorandum to eliminate an entire category of "required mission use" for justifying individual OSA flights. This new standard requires that many more OSA flights will have to be justified based on a cost comparison between DOD's OSA aircraft and commercial carriers. Our review indicated that since mid-1994, the total number of senior level officials' OSA flights has been declining. Appendix I provides information on the number of flights of the most frequent senior level

military and civilian passengers. During a 26-month period in our review,[1] the number of senior officials' OSA flight segments[2] per month ranged from a high of about 1,800 to a low of about 1,000. We found that many of the 20 destinations most frequently traveled to by senior level DOD officials were also served by government contract carriers. Our data show that many trips could have been accomplished by contract carrier. But, it should be recognized that some of the trips we identified were made by required users and that the contract flights may not have provided the same scheduling flexibility made possible by government-owned aircraft.

We found that the Army and the Air Force helicopters located in the Washington, D.C., area are not justified based on OSA wartime requirements. Rather, these aircraft have various classified military and civilian agency contingency missions. The individual classified missions require fewer than the total number of helicopters assigned by the Army and the Air Force to the Washington, D.C., area.

The DOD senior travelers' most frequent helicopter flight was to or from Andrews Air Force Base, Camp Springs, Maryland, located about 15 miles from the Pentagon. On December 30, 1994, the Secretary of the Army prohibited Army officials' use of helicopters for such trips, except in unusual circumstances. The cost difference between a helicopter flight and a car can range from about $400 to almost $1,600, depending on the type of helicopter flown.

Civilian agencies have over 1,500 aircraft, costing between about $900 million and $1 billion a year to operate. However, only 19 are "more often" or "routinely" used for senior level travel. These 19 aircraft cost about $24 million a year to operate. As you specifically requested, we reviewed the National Aeronautics and Space Administration (NASA) and Coast Guard senior officials' use of aircraft and found that although the usage of such aircraft was infrequent, many of the most frequent destinations are served by government contract carriers. Inspector General civilian agency aircraft program reports have identified several similar problems within the various programs, such as aircraft acquisitions not being adequately justified and cost comparisons with commercial service not being completed or accurate (see app. II).

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[1]Our review covered a 30-month period, including fiscal years 1993, 1994, and 1995 (through March 1995), but complete records from all of the services were only available for a 26-month period from January 1993 through February 1995.

[2]Agencies record travel in individual flight segments rather than in round trips.

Recommendations

We recommend that the Secretary of Defense (1) provide uniform guidance to the services concerning how to compute OSA wartime requirements, (2) develop the appropriate mechanisms to ensure the availability of each service's aircraft to help fulfill the OSA needs of the other services, and (3) reassign or otherwise dispose of excess OSA aircraft.

We also recommend that the Secretary of Defense adopt, and direct the other service secretaries to adopt, the Army's policy of restricting helicopter flights to Andrews Air Force Base and possibly to other nearby locations as well.

Scope and Methodology

We interviewed officials and reviewed policies, regulations, procedures, related DOD studies, and data on the number of DOD and civilian agencies' aircraft used for transporting senior level military and civilian personnel, related costs, and modernization efforts; the methodology, scope, and results of the military services' review of their wartime requirements for OSA aircraft; and the use of OSA aircraft during the Persian Gulf War. Also, we interviewed officials concerning the civilian agencies' recent audits that were conducted by their respective Offices of the Inspector General as a part of the President's Council on Integrity and Efficiency aircraft management review, and we reviewed copies of their audit reports.

In addition, we used data obtained from the military services' computerized records maintained by their central aircraft schedulers and the Coast Guard and NASA's manual reports to GSA on senior level travel to identify the most frequent traveler's names and their origins and destinations for fiscal years 1993, 1994, and 1995 (through March 1995). We did not independently verify the computerized data or manual reports. We asked agency officials to provide us the full names and current titles of the most frequent senior level travelers for their identification. We did not validate the purpose of individual trips nor did we evaluate the cost-effectiveness of using government aircraft.

Also, we used the airlines' computerized scheduling system and the Federal Travel Directory to determine if government contract carrier service was available for the most frequent flights. For local travel by helicopter within the Washington, D.C., area, we compared helicopter flying hour costs with anticipated automobile travel times and costs for the most frequent helicopter flight—between Andrews Air Force Base and the Pentagon.

We discussed the results of our review with DOD, GSA, Coast Guard, and NASA representatives. Generally, they agreed with the information presented in this report. We made changes and incorporated their comments where appropriate.

We conducted our review from January through May 1995 in accordance with generally accepted government auditing standards. A list of the organizations we contacted or visited during our review is contained in appendix III, and appendix IV is a list of related reports by our office, DOD, and civilian agencies' Inspectors General.

We are sending copies of this report to the Chairmen, Senate Committee on Armed Services, House Committee on National Security, and Senate and House Committees on Appropriations; the Secretaries of Defense, the Army, the Air Force, the Navy, Agriculture, Energy, State, Transportation, the Interior, and the Treasury; the Attorney General; the Administrators of the General Services Administration and the National Aeronautics and Space Administration; and the Director, Office of Management and Budget. Copies will also be made available to others upon request.

If you or staff have any questions concerning this report, please contact me at (202) 512-5140. The major contributors to this report are listed in appendix V.

Mark E. Gebicke
Director, Military Operations
    and Capabilities Issues

Contents

Appendix I
Most Frequent Senior Level Travelers

Appendix II
Civilian Agency Inspector General Audits

Appendix III
Agencies Visited or Contacted During Our Review

Appendix IV
List of Related GAO, DOD, and Civilian Agencies' Reports

Appendix V
Major Contributors to This Report

Tables

Abbreviations

AFB	Air Force Base
CINC	Commander-in-Chief
CORM	Commission on Roles and Missions of the Armed Forces
DEA	Drug Enforcement Administration
DOD	Department of Defense
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
GAO	General Accounting Office
GSA	General Services Administration
IG	Inspector General
JCS	Joint Chiefs of Staff
NASA	National Aeronautics and Space Administration
OIG	Office of the Inspector General
OMB	Office of Management and Budget
OSA	Operational Support Airlift
OSD	Office of the Secretary of Defense
PCIE	President's Council on Integrity and Efficiency
USMS	U.S. Marshal Service

Background

GAO   DOD's Operational Support Aircraft Used
to Transport Senior Officials

- Operational Support Airlift (OSA)
  consists mostly of fixed-wing aircraft

- The Air Force's 89th Military Airlift Wing
  aircraft are not OSA by regulation

The Department of Defense's (DOD) primary aircraft used to transport senior level military and civilian personnel are the military services' operational support airlift (OSA) aircraft, which are primarily fixed-wing aircraft consisting of many types of airplanes.[1] Very senior level officials are also flown aboard the Air Force 89th Military Airlift Wing's fixed-wing and rotary-wing aircraft. The 89th Wing is located at Andrews Air Force Base, Camp Springs, Maryland.

According to DOD Directive 4500.43, dated October 30, 1985, OSA aircraft includes all airlift transportation in support of command, installation, or management functions using DOD-owned or controlled aircraft. This excludes aircraft to support presidential activities, namely the 89th Military Airlift Wing.

DOD's concept of the OSA mission was established in 1981. Prior to 1981, DOD maintained certain aircraft primarily to meet peacetime needs of military commands, bases, and installations for transporting cargo and passengers. Many aircraft were assigned to this "administrative support" category when they were no longer fit for their original mission. However, in 1981, DOD changed the designation of these aircraft from "administrative support" to "operational support airlift." DOD's basis for this fleet of aircraft was changed from peacetime needs to wartime requirements.

In addition to the primary aircraft used to transport senior level personnel, some other DOD aircraft may be used for that purpose. For example, within the Air Force, we found that several strategic aircraft, such as the C-5 and C-141, which are not included in OSA, are sometimes used to transport senior level passengers. However, information regarding those trips was not routinely documented. A full discussion of helicopters in the Washington, D.C., area is included in section IV.

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[1]OSA aircraft carry both cargo and passengers. The total number of passengers carried during fiscal years 1993 and 1994 was in excess of 542,000 and 501,000, respectively.

GAO DOD's Estimated Operation and Support Costs For Fiscal Years 1993 - 1995

Dollars in millions

Fiscal year	Estimated costs
1993	$359
1994	398
1995	378
Total	$1,135

The estimated operation and support costs for OSA-type aircraft have averaged about $380 million annually for fiscal years 1993-1995 for the military services and the 89th Military Airlift Wing. The costs include contract support costs, which includes, for example, mechanics and spares; petroleum, oil, and lubricants; and maintenance.

OSA Requirements

GAO   DOD's OSA Requirements
       Policy and Prior Studies

- OSA aircraft must be justified based on wartime requirements

  - Feb. 1993 JCS report concludes OSA inventories exceed wartime requirements

  - Apr. 1994 OSD report on reserve component OSA, directed the services to revalidate their OSA requirements

  - Sept. 1994 Air Force brief concluded DOD OSA inventories exceeded requirements

In DOD's February 1993 report on Roles, Missions, and Functions of the U.S. Armed Forces, the Chairman of the JCS concluded that current OSA inventories, of about 500 aircraft, exceeded wartime needs. The Chairman's report recommended that excess OSA inventories be reduced and directed the U.S. Transportation Command to schedule intra-theater airlift.

In April 1994, the Offices of the Assistant Secretary of Defense for Reserve Affairs and the Secretary of Defense for Program Evaluation and Analysis issued a report to Congress on OSA aircraft operated by the national guard and reserve components. To determine current OSA aircraft inventories, the report proposed that OSA aircraft be divided into two groups based on mission. Because the Goldwater-Nichols DOD Reorganization Act of 1986 directs that DOD assign forces to either the combatant commanders-in-chief (CINC) or to the services, the report divided the reserve component OSA inventory into aircraft that support the CINCs and those that support the military departments. The report concluded that DOD's OSA inventories were based on Cold War planning scenarios and exceed wartime requirements. The report recommended that (1) DOD not procure new aircraft except to modernize the fleet and (2) each service validate its wartime OSA requirement based on current planning scenarios and report the results to the Office of the Secretary of Defense (OSD) by the end of fiscal year 1994.

The Air Force then independently studied OSA inventories DOD-wide for their Chief of Staff. Known as the "McPeak Brief," the September 1994 study concluded that total OSA assets were in excess of wartime requirements and should be reduced. The Air Force Chief of Staff recommended that the Air Force should own and operate all OSA aircraft with potential savings from reducing service fleets, consolidating aircraft sites, and reducing personnel requirements. Army officials told us that they were not asked to provide data to the Air Force for this study. In addition, we were told that the service secretaries have strongly resisted giving up either scheduling, control over, or ownership of their OSA aircraft.

GAO   Commission on Roles and Missions of
the Armed Forces

- 11-member commission established to assess 26 issues; e.g., Force Structure, Prepositioning

  - OSA was a subset of the Aviation Infrastructure Issue

- CORM report recommends:

  - Air Force should provide OSA

  - Reduce OSA inventories

- CORM report released on May 24, 1995

The Commission on Roles and Missions of the Armed Services is an 11-member group established to assess 26 issues from an operational and infrastructure perspective. The original 26 issues included a broad range of concerns such as prepositioning and force structure. OSA was a subset of a larger consideration of aviation infrastructure. However, in August 1994, the Secretary of Defense requested that the Commission address OSA as an issue.

The Commission released its report on May 24, 1995. The Commission concluded that current OSA inventories exceed wartime requirements and that the total number of OSA aircraft should be reduced. The Commission recommends that the Air Force be the single provider of OSA aircraft.

GAO OSA Fixed-Wing Inventories and Requirements

- Inventories and requirements based on each service definition

- OSA inventory is 6% of all fixed-wing aircraft

	Total fixed-wing inventory	OSA fixed-wing inventory	OSA fixed-wing requirement	Difference
Air Force	5,338	131	Classified	Inventory exceeds requirement
Army	263	235	280	45 shortfall
Marine	610	24	27	3 shortfall
Navy	2,396	130	183	53 shortfall
Total	8,607	520		

In response to a requirement to assess wartime needs for OSA aircraft, each service determined its current OSA requirements in 1994. The Army, the Marine Corps, and the Navy determined that their wartime requirements exceeded current OSA inventories, while the Air Force concluded that its existing OSA inventory was in excess of its wartime requirements. The figures for the OSA inventories and requirements are based on each of the services' definitions of OSA.

The OSA fleet represents 6 percent of DOD's total fixed-wing inventory. Total fixed-wing inventory includes attack, bomber, and fighter aircraft as well as transports, tankers, and trainers. Some of these aircraft could provide an OSA capability, such as tactical airlift aircraft, while others, such as bombers, do not provide a viable OSA capability. The Air Force fixed-wing inventory figure excludes classified aircraft. The Army's fixed-wing OSA inventory and requirement include 109 and 122 aircraft respectively, which they consider to be for combat service support. Each of the other services also have OSA aircraft designated for these purposes.

GAO OSA Inventories as of April 1995 by Aircraft Type

Type	Air Force	Army	Marine Corps	Navy	Total
C-130	2			14	16
C-12	12	128	18	67	225
C-9			2	27	29
C-20	3	4	1	6	14
CT-43	1				1
EC/C-135	2				2
UP/VP-3				11	11
C-23		16			16
U-21		76			76
C-26	33	10			43
C-21	75	1			76
C-22	3				3
CT-39			3	5	8
Total	**131**	**235**	**24**	**130**	**520**

Based on information provided by the services, we calculated a current inventory of 520 fixed-wing OSA aircraft. Our total of 520 fixed-wing OSA aircraft differs from totals provided in other studies. The 1993 report from the Chairman of the JCS concluded that there were 500 OSA fixed-wing aircraft. An April 1994 report from OSD counted 354 OSA "service support" fixed-wing aircraft and an unidentified number of "CINC support" aircraft. The September 1994 "McPeak Brief" identified 576 fixed-wing OSA aircraft and the May 1995 Commission on Roles and Missions report counted 551 fixed-wing OSA aircraft. These various fixed-wing OSA totals demonstrate the effect of each service defining its OSA inventory differently and a lack of agreement within DOD as to which aircraft constitute OSA.

GAO   OSA Requirements as of April 1995 by Aircraft Type

Type	Air Force	Army	Marine Corps	Navy	Total
C-130				24	24
C-12		180	19	77	276
C-9			4	38	42
C-20		16	1	25	42
CT-43					
EC/C-135					
UP/VP-3					
C-23		54			54
U-21					
C-26		1			1
C-21	Classified	29			29+
C-22					
CT-39			3	19	22
Total	Classified	280	27	183	490+

As of April 1995, based on information provided by the services, we calculated that total OSA requirements exceed current OSA inventories. The total OSA requirement is not shown because the Air Force number is classified.

GAO OSA Aircraft Used In-Theater During the Persian Gulf War

- 48 OSA used in-theater (9% of current OSA)

Type	Air Force	Army	Marine Corps	Navy	Total
C-12	<=6	8	2	5	<=21
C-21	8				8
C-23		5			5
C-9			2	12	14
Total	14	13	4	17	48

DOD Directive 4500.43 requires that OSA aircraft inventories must be based on wartime needs. However, few OSA aircraft were used in-theater during the Persian Gulf War. Actual use of OSA aircraft during the Persian Gulf War suggests that the primary role of OSA is not wartime support but peacetime support.

During the Gulf War, about 48 OSA aircraft went to the theater, representing about 9 percent of current OSA fixed-wing inventories. A February 1995 draft report to the Commission on Roles and Missions stated that 136 C-130s were in-theater during the war and were often used for OSA missions. But C-130s are dedicated to providing inter-theater airlift and are not considered OSA aircraft.

According to service officials, the Army used 93 OSA aircraft and the Navy used 37 OSA aircraft in the United States during the Persian Gulf War. Data on Air Force and Marine Corps OSA aircraft used in the United States was not available.

GAO   Each Service Defines OSA Differently

- Air Force Excludes 89th Airlift Wing

- Navy excludes Navy-unique aircraft

- Army divides OSA mission into aircraft supporting the service Chief and the CINC

- Service officials drafted a revised DOD directive 4500.43

According to DOD Directive 4500.43, a number of fixed-wing aircraft may be excluded from the OSA inventory based on special missions. For example, the directive specifically excludes (1) "carrier-on-board-delivery" aircraft assigned to fleet logistic support squadrons; (2) aircraft assigned to support presidential, attache, and Security Assistance Organization activities; and (3) aircraft assigned to the 89th Military Airlift Wing.

The Air Force excludes aircraft attached to the 89th Military Airlift Wing from its OSA inventory. The Navy excludes aircraft dedicated to supporting the carrier fleet from its OSA inventory. According to Navy officials, 10 U.S.C. 5062 authorizes the Navy to retain a naval aviation service in support of carrier fleet movements. The Army divides its OSA inventory into aircraft supporting the CINCs and aircraft supporting the service secretary. (One advantage of this distinction is that only aircraft supporting the service secretary would be considered OSA—and only these aircraft would be subject to the additional oversight and accountability of DOD Directive 4500.43).

In its April 1994 report to Congress, OSD outlined new definitions for OSA based on service and CINC support missions. Although each of the services provided input to the OSD study, only the Army used the OSD definitions to validate its OSA wartime requirements. Earlier this year, a revised DOD Directive 4500.43 was drafted by representatives from the services and the U.S. Transportation Command. The draft directive provides a more detailed definition of OSA. However, according to OSD officials, the draft is not official OSD policy. OSD and service officials continue to disagree on the definition of OSA.

GAO   Service Assessments Differed in Scope
and Methodology

- Air Force projected OSA demand using a
  C-21 aircraft to determine total OSA
  requirements

- Army used two methodologies to
  establish requirements for OSA aircraft
  to support the services secretaries and
  the CINC

The services assessments of OSA wartime requirements differed in scope, methodology, and assumptions used.

The Air Force's analysis used one OSA aircraft type, the C-21, to model the number of aircraft flights required to meet projected demand for fixed-wing OSA support within current war planning guidance. Projected demand was based on optimum levels of service to move cargo and passengers to airfields within a theater during wartime. The Air Force OSA requirement also includes aircraft to support theater CINCs.

The Army's study was accomplished in two parts: an analysis of aircraft supporting the service secretary and a separate analysis of aircraft supporting the CINCs. The analysis of service support OSA was prepared by a private contractor, based on current planning scenarios, and using actual data on sorties from the Persian Gulf War to project the aircraft requirement. The analysis of CINC support requirements was developed by the Army as part of its continuous assessment of war fighting deficiencies. Recently, the Army redesigned its Aviation Branch to (1) reflect actual resources, (2) meet the requirements of current war fighting scenarios, and (3) correct problems identified from the Persian Gulf War. Based on the redesign process, the Army determined its airlift requirement to provide CINC support.

GAO   Service Assessments Differed in Scope
       and Methodology - continued

- Marine requirements based on required
  number of OSA aircraft to support
  estimated number of airfields

- Navy established OSA requirements
  based on need to support a smaller force
  structure

The Marine Corps' analysis was based on modeling all Marine Corps' OSA aircraft to meet projected demand for fixed-wing OSA support within current war planning guidance. The Marine Corps did not prepare a written report of their analysis.

The Navy determined its current OSA wartime requirement by updating its 1986 study. The update adjusted the 1986 requirement to reflect its smaller force structure. However, the 1986 study was based on Cold War planning guidance, involving a large-scale global conflict. The Navy has not assessed its requirement to support the current war planning guidance. From war games conducted in fiscal year 1995, the Navy concluded that the current OSA inventory was adequate to meet the 1986 requirements. However, Navy officials acknowledge that force structure and war fighting assumptions have significantly changed. An assessment of Navy OSA wartime requirements based on current planning guidance is planned, but has not yet begun.

GAO   Services Requirements Assessments
       Were Limited in Scope

- Services' analyses did not include:

  - Other OSA-capable aircraft

  - Commercial air options within the
    United States

  - Other services' OSA capabilities

- Little DOD guidance on how to assess
  wartime requirements

The services' assessments of OSA wartime requirements were limited in scope. Overall, the services' analyses did not consider the potential contribution of all OSA-capable aircraft, such as tactical airlift aircraft, to provide OSA support. The services' analyses also did not assess commercial air options to help meet transportation requirements in the United States, as required by DOD Directive 4500.43. Although generally available only in wartime, the services did not consider other aircraft availability such as support from the Civil Reserve Air Fleet. In addition, the services did not assess OSA capabilities available DOD-wide to meet the OSA mission requirement.

According to service officials, DOD did not provide specific guidance on how to assess OSA aircraft wartime requirements.

GAO **OSA Requirements Process: Planned and On-Going Efforts**

- Transportation Policy Directorate Plans to revise OSA policy and definition

- Joint Staff has begun a study of wartime requirements for OSA across DOD

  - Study results currently scheduled for issue on Oct. 1, 1995

According to an OSD official, the Transportation Policy Directorate plans to revise OSA policy. The revised policy will provide a standard definition of the OSA mission with sufficient detail so that the services do not define OSA inventories differently.

The Chairman of the JCS directed the Joint Staff to conduct a study of OSA wartime requirements. According to officials, the study is in response to preliminary findings of the Commission on Roles and Missions of the Armed Forces—specifically, that individual service wartime requirements are based on differing definitions and methodologies. The Joint Staff study plans to validate OSA wartime requirements for individual aircraft based on current defense planning guidance. The study plan is currently in draft. The proposed schedule is to issue a product on OSA wartime requirements on October 1, 1995.

Senior Officials Travel on Government Aircraft

GAO   Recent Policy on Government Aircraft Use

- Deputy Secretary of Defense memorandum (May 9, 1995) Implements:

  - OMB Circular A-126 (May 22, 1992)

  - Presidential memorandum (Feb. 10, 1993)

  - OMB Bulletin No. 93-11 (Apr. 19, 1993)

  - White House memorandum (July 30, 1993)

Office of Management and Budget (OMB) Circular A-126, "Improving the Management and Use of Government Aircraft" was revised on May 22, 1992. Its purpose is to minimize cost, improve the management, and use of government aviation resources, and to assure that agencies rely primarily on commercial airline or aircraft services to meet their aircraft support needs. Circular A-126 also places certain responsibilities for agency aircraft management within the purview of the General Services Administration (GSA). The Administrator of GSA delegated these aircraft management responsibilities to the Aircraft Management Division within GSA's Federal Supply Service. The Administrator also maintains an interagency aviation policy working group, known as the Interagency Committee for Aviation Policy, to advise him in developing or changing aircraft policies and information requirements.

The Secretary of Defense issued a June 10, 1994, memorandum to implement OMB Circular A-126; the presidential memorandum, "Restricted Use of Government Aircraft," dated February 10, 1993; OMB Bulletin No. 93-11, "Fiscal Responsibility and Reducing Perquisites," dated April 19, 1993; and a White House memorandum, "Use of Government Aircraft for Official Business," dated July 30, 1993. The Secretary stated that because travel on military aircraft is a premium mode of travel involving high costs and limited resources, DOD senior officials and airlift authorizing officials should restrict travel via such aircraft based on considerations such as purpose of the trip, the method of transportation required, and the priority of travel. On May 9, 1995, the Deputy Secretary of Defense issued a new memorandum to replace some of the criteria for DOD officials' use of government aircraft. This memorandum eliminates an entire category of "required mission use" for justifying individual flights. This new policy guidance may result in fewer OSA flights being taken by senior DOD travelers.

GAO   Various Senior Federal Travel Reports
Are Required

- GSA compiles semiannual DOD and civilian agency senior level travel reports

- The Deputy Secretary of Defense receives a monthly report on the number of trips taken by senior military and civilian officials assigned in the Washington, D.C., area

GSA compiles a Senior Federal Travel Report and provides it to OMB in line with Circular A-126, dated May 22, 1992. The intent of the report is to monitor compliance with policies and procedures concerning senior federal officials' travel on federal aircraft.

DOD, like civilian agencies, is to report senior federal travel data to GSA semiannually. DOD did not provide data for the initial GSA report. DOD advised GSA that it had not complied with the reporting requirement because the size and diversity of DOD and its worldwide operations, with a large number of reporting elements, made implementation of OMB Circular A-126 a complex task. DOD provided its first report beginning with GSA's April through September 1994 reporting period.

The GSA report contains, among other data, the (1) name of each traveler, (2) official purpose of the trip, and (3) allocated federal aircraft cost and corresponding commercial aircraft cost. Travel by active duty military officers is currently excluded from this reporting requirement.

In June 1994, DOD established an internal monthly reporting requirement for travel by civilian or military officials working in headquarters and subordinate agencies associated with the Pentagon.

GAO DOD Fixed-Wing OSA Aircraft Flight Segments by Senior Level Officials Jan. 93 thru Feb. 95

Flight Segments
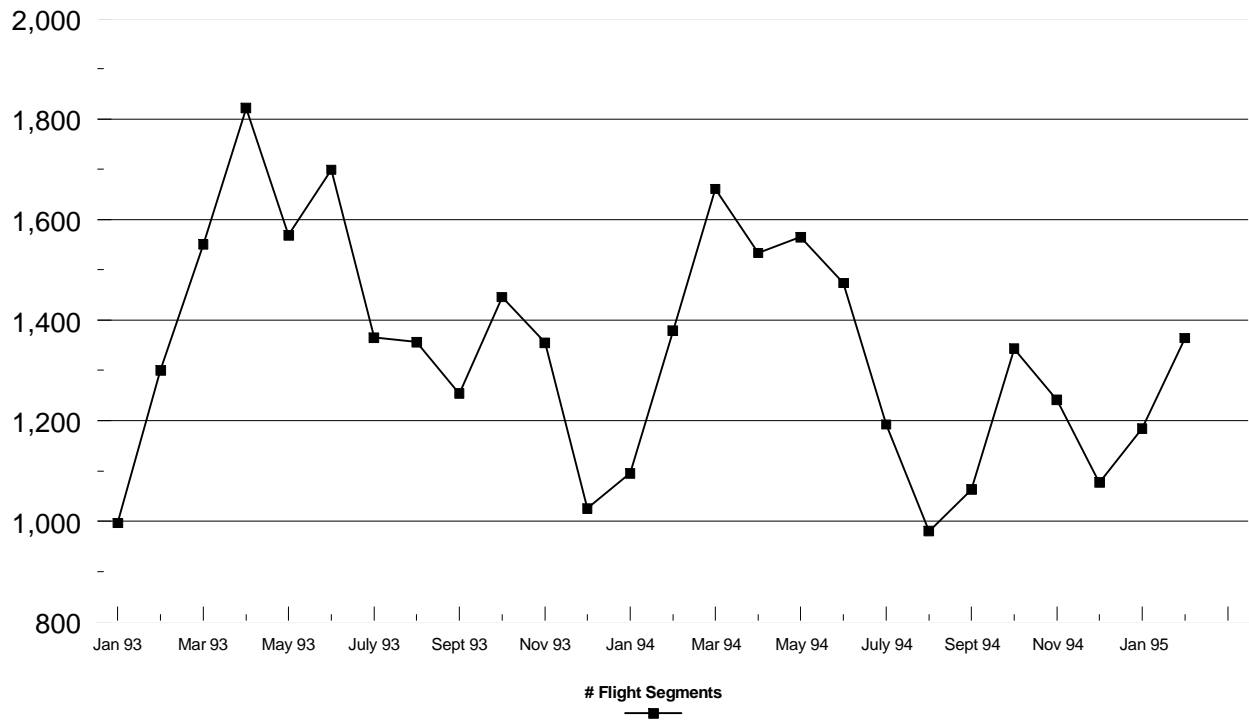
The services schedule their OSA aircraft through different channels. The Air Force schedules OSA aircraft at the Air Mobility Command, Scott Air Force Base, Illinois; the Army at Davison Airfield, adjacent to Fort Belvoir, Virginia; and the Navy at the Naval Air Logistics Office, New Orleans, Louisiana. Marine Corps travelers schedule their flights through the Army system. Each service has its own computerized record-keeping system and the central locations are hooked up electronically to "validators," who are located throughout the services at most major commands and installations. Requests for travel aboard government aircraft are generally made on service-unique forms, and once the trips are deemed valid, the actual flight scheduling is done at each service's central location.

DOD Directive 4500.43 provides that some senior level officials are "required" to fly government aircraft either because of their positions or for security reasons. For example, 4-star generals or admirals and a few key DOD civilians are required users. Travel aboard government aircraft allows required users to discuss classified data and to maintain secure communications links with the national command authorities.

The U.S. Transportation Command has software under development that is intended to help standardize the scheduling and record-keeping functions in the services. However, each service still plans to keep control of its own aircraft. Each of the service schedulers provided us data files identifying senior level travel aboard most of their OSA aircraft. For various reasons, the data are not directly comparable; however, they are substantially the same and we judged it to be sufficient for our review and reporting purposes. Because official guidance on the use of government aircraft has been tightening up on senior officials' travel, the overall trend in the number of flights has been downward since last summer.

GAO   Top 20 DOD Pair Destinations
Jan. 93 thru Feb. 95

DOD top 20 pair destinations	Flights	Contract carrier?
Andrews AFB/Wright-Patterson AFB	1,619	Yes
Andrews AFB/Maxwell AFB	924	Yes
Andrews AFB/Scott AFB	714	Yes
Andrews AFB/Langley AFB	685	Yes
Ft. Belvoir/Langley AFB	631	Yes
Andews AFB/Colorado Springs	537	Yes
Andrews AFB/Randolph AFB	506	No
Andrews AFB/Hanscom AFB	327	Yes
Andrews AFB/Offutt AFB	324	Yes
Andrews AFB/MacDill AFB	315	Yes
Norfolk NAS/Washington NAF	274	Yes
Ft. Huachuca/Tucson	272	No
Andrews AFB/Eglin AFB	245	Yes
Andrews AFB/Kelly AFB	238	No
Albuquerque/Andrews AFB	198	Yes
Ft. Huachuca/Phoenix	187	No
Ft. Belvoir/Ft. Bragg	172	Yes
Wright-Patterson AFB/Kelly AFB	159	Yes
Hanscom AFB/Wright-Patterson AFB	150	Yes
Andrews AFB/Warner-Robbins AFB	147	Yes

We have listed the top 20 most frequent destinations that the service senior officials were flying to and from and whether commercial service is provided between those locations. The most frequent flight segments are indicated by a "Yes" or "No" if these destinations are serviced by a government contract carrier. The criteria we used to make these determinations were (1) did a government contract carrier fare exist and (2) was the final military destination less than 50 miles from the servicing civilian airfield. Most of the frequent senior officials' destinations meet this criteria. On the other hand, commercial carriers do not offer the scheduling flexibility and convenience of the OSA aircraft flights.

Helicopter Use in the Washington, D.C., Area

GAO   Helicopter Inventory in the Washington, D.C. area as of May 1995

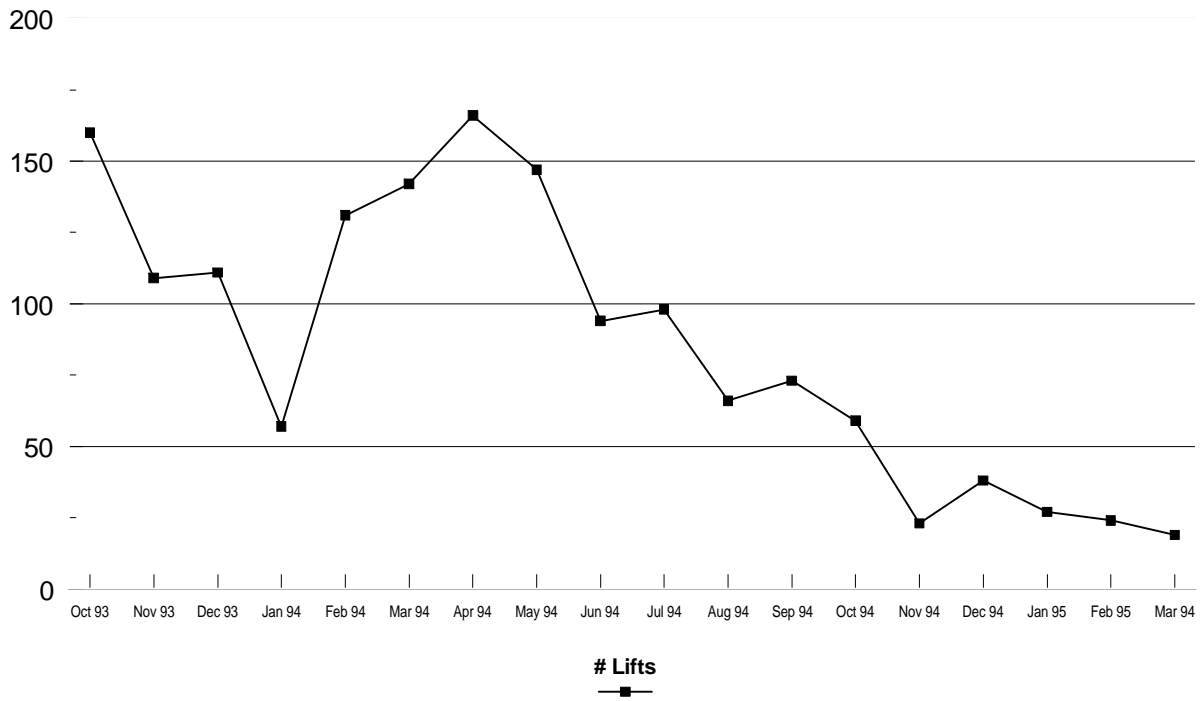|	
Army	32
Air Force	21
Marine Corps	32

The Army's helicopter squadron, made up of 27 UH-1Hs and 5 UH-60s, is located at Davison Army Airfield, Fort Belvoir, Virginia. The Air Force's 21 UH-1Ns are located at Andrews Air Force Base (AFB), while the Marine Corps' 32 helicopters are located at Quantico, Virginia. The Marine Corps' primary helicopter responsibility is to provide helicopter support to the President, Vice President, and visiting Heads of State. Because use is limited to a handful of top DOD and Navy officials and is infrequent, we did not include the Marine Corps' helicopters in this review.

The Army and the Air Force helicopters located in the Washington, D.C., area are not justified based on OSA wartime requirements. Rather, these aircraft have various classified military and civilian agency contingency missions. The individual classified missions require fewer than the total number of helicopters assigned by the Army and the Air Force to the Washington, D.C., area.

The Army estimates it costs $463 per hour to operate the UH-1H and $1,616 per hour to operate the UH-60. The Air Force estimates an hourly cost for the UH-1N at $771. These costs include petroleum, oil, and lubricants; and unit, intermediate and depot maintenance, including contract maintenance (if applicable), spares, crew per diem, and training. They do not include military and civilian pay or aircraft acquisition costs.

GAO

Army/Air Force Helicopter Lifts
Oct. 93 thru Mar.95

Lifts

The use of helicopters located in the Washington, D.C., area has declined significantly since April 1994. We have defined lifts as any portion of a trip on which passengers were carried. For example, a trip which took a passenger from the Pentagon to Carlisle Barracks to Aberdeen Proving Ground and back to the Pentagon would be counted as three lifts.

In July 1994, the Secretary of the Army issued a policy memorandum which limited the use of helicopters for intra-city travel in the National Capital Region. Travel that departs from and arrives at any location in the greater Washington-Baltimore Metropolitan area is considered intra-city and is limited to civilians such as the Secretary of Defense, Secretary of the Army, and the Under Secretary of the Army and 4-star flag officers.

In December 1994, the Secretary of the Army further limited the use of helicopters by prohibiting the use of helicopters for transportation between the Pentagon and Andrews AFB except in unusual circumstances. The memorandum went on to state that the existence of unusual circumstances will be determined by the Secretary of the Army or the Chief of Staff of the Army.

GAO Top Pair Destinations for Army and Air Force Helicopters Located in the Washington, D.C., Area

Army (FY 93 thru Mar. 95)	Lifts	Air Force (FY 94 thru Mar. 95)	Lifts
Andrews AFB/Pentagon	175	Andrews AFB/Pentagon	205
Pentagon/Carlisle Barracks	173	Langley AFB/Pentagon	43
Aberdeen Proving Ground/Pentagon	141	Norfolk Naval Air Station/Pengaton	23
Edgewood Arsenal/Pentagon	84	Bower (PVT)/Pentagon	22
Pentagon/Ft. Lee	57	Carlisle Barracks/Pentagon	14
Cameron Station/Aberdeen Proving Ground	56	Andrews AFB/Langley AFB	13
Ft. Monroe/Pentagon	55	Franklin JB/Pentagon	12
Ft. Belvoir/Ft. Lee	43	Ft. Lee/Pentagon	9
Cameron Station/Edgewood Arsenal	41	Bolling AFB/Fort Detrick	8
Pentagon/Leesburg, Va	31	Pentagon/Leesburg, Va	8

You asked us to identify the top origins and destination pairs for Army and Air Force helicopters based in the Washington D.C., area. Generally, helicopter use is limited to trips within 125 miles of the Pentagon. For both the Air Force and the Army, the most frequent route was between Andrews AFB and the Pentagon. According to an Army memorandum, flying time for an Army UN-1H from Andrews AFB to the Pentagon is about 24 minutes—at a cost of about $185. The same flight would cost the Air Force approximately $308. However, actual cost to the government would be higher because all trips are round trips and in the case of the Army, the cost to get a helicopter to the Pentagon or Andrews AFB must be included, which would increase the flight time to about an hour, and the cost to about $460.

According to an Army travel memorandum, it is only 15 miles between the Pentagon and Andrews AFB but depending on traffic, could take between 15 and 50 minutes to drive. We estimate the cost to drive from the Pentagon to Andrews AFB in a privately-owned vehicle, round trip at the government reimbursement rate of 30 cents per mile, would be $9. According to a local taxi company, taxi fare between the Pentagon and Andrews AFB is about $30. Thus, for gross comparison purposes, an Army UH-1 helicopter flight would cost in excess of $400 more than a car. An Army UH-60 helicopter trip could cost almost $1,600 more than a car. DOD officials pointed out that the uncertainty in the commute time could adversely impact the senior travelers' scheduling flexibility made possible by the use of helicopters for these flights.

Civilian Agency Aircraft

GAO Civilian Agency Aircraft Inventory and Operating Costs for Fiscal Years 1993 and 1994

Dollars in millions

Department	1993 Inventory	1993 Costs	1994 Inventory	1994 Costs
Agriculture	336	$10	342	$11
Energy	41	33	35	31
Interior	105	9	109	12
Justice	305	77	339	80
NASA	127	80	133	80
State	63	52	63	23
Transportation	310	653	312	595
Treasury	159	138	180	109
Other agencies	39	12	38	11
All agencies	1,485	$1,064	1,551	$952

The civilian agency inventory includes many different types of aircraft, such as helicopters, special purpose aircraft for fire fighting and meteorological research, and specially configured aircraft used by the National Aeronautics and Space Administration (NASA) for research and development and program support. The numbers reported include all aircraft owned, leased, lease\purchased, or bailed at any point during the fiscal year and may not reflect the actual number of aircraft on-hand at the end of each year.

The Departments of Agriculture, Justice, and Transportation have the largest aircraft inventories. These three departments' aircraft fleets comprise about 62 percent of the total inventory for fiscal years 1993 and 1994. The Department of Agriculture has three agencies that own and operate aircraft. These three agencies are the U.S. Forest Service, the Animal Research Service, and the Animal Plant Health Inspection Service. However, the Forest Service is the only Agriculture agency that uses government aircraft to transport senior officials. The Forest Service owns and operates more than 200 aircraft. The remaining aircraft are distributed among the other two agencies.

Three agencies within the Department of Justice have aircraft that were used to transport senior officials. They are the Federal Bureau of Investigation (FBI), the Drug Enforcement Administration (DEA), and the U.S. Marshal Service (USMS). DEA has the largest fleet with over 100 aircraft. FBI has more than 90, and the USMS has less than 20.

Operating costs reflect civilian agency data reported to GSA for owned, leased, lease/purchased, and bailed aircraft. For most agencies, this includes costs related to technical, mission-critical aircraft that are not used for administrative purposes.

GAO Aircraft "More Often" or "Routinely Used" to Transport Senior Officials

Dollars in thousands

Department	Aircraft make/model	Estimated annual operation and support cost	Department	Aircraft make/model	Estimated annual operation and support cost
Energy	De Havilland DHC-6	$1,946	NASA	Gulfstream Aerospace G-III	$1,778
	De Havilland DHC-6	1,558		Gulfstream Aerospace G-I	1,379
	De Havilland DHC-7	2,949		Gulfstream Aerospace G-I	822
Interior	Cessna 340	72		Beech King Air 200	641
	Cessna 414	64		Beech King Air 200	525
	Commander 690D	142	Transportation	Gulfstream GIV	3,237
Justice	MU-2 MITSUBISHI	193	FAA	Learjet 31A	1,849
	Sabreliner 40A	461		Learjet 31A	1,743
				Grumman G-159	853
			Coast Guard	Gulfstream I	1,600
				Gulfstream II	2,000

We asked the agencies to identify aircraft in their inventory that they "more often" or "routinely" use when they are transporting senior personnel. Five of the eight agencies identified 19 such aircraft.

Within the Department of Energy, only one of the DeHavilland DHC-6 aircraft was used to transport senior personnel during fiscal year 1994; therefore, costs shown only reflect that year. This is true also for one of NASA's Gulfstream Aerospace G-Is. One of the Federal Aviation Administration's (FAA) Learjet 31A aircraft was returned to the vendor on October 29, 1993. Additionally, the Coast Guard Gulfstream I aircraft ceased conducting administrative support missions during fiscal year 1993. Therefore, the unit costs reported here only reflect the period during which this aircraft was assigned to transport senior officials.

GAO   Top 14 Coast Guard and NASA Pair
Destinations of Senior Officials

Top 14 pair destinations during fiscal years 1993 and 1994	Number of flight segments	Contract carrier available?
Coast Guard:		
Washington, D.C./Teterboro, N.J.	14	Yes
Washington, D.C./Trumbull, Conn.	10	Yes
Washington, D.C./Norfolk, Va.	5	Yes
Portland, Oreg./Astoria, Oreg.	3	No
Teterboro, N.J./Washington, D.C.	3	Yes
Washington, D.C./North Kingston, R.I.	3	Yes
NASA:		
Ellington Field, Houston, Tex./Washington, D.C.	23	Yes
Washington, D.C./Huntsville, Ala.	4	Yes
Washington, D.C./Burbank, Calif.	4	Yes
Baltimore, Md./Wallops Island via Salisbury, Md.	4	No
Washington, D.C./Muscle Shoals, Ala. via Huntsville, Ala.	3	Yes
Washington, D.C./Melbourne, Fla.	3	Yes
Washington, D.C./Seattle, Wash.	3	Yes
Cocoa Beach, Fla./Washington, D.C.	3	Yes

We have identified the top six most frequently visited destinations for the U.S. Coast Guard and the top eight most frequent destinations by senior NASA officials. Most of these city pairs are frequently traveled by other non-senior government personnel under negotiated and discounted government air fares. These fares are provided through GSA on government contract carriers.

Only in one instance for both Coast Guard and NASA, did we find that government contract service was not available. The Coast Guard flight is from the Portland International Airport to Astoria, Oregon. The Portland airport is 73 miles from Astoria. In the case of NASA, this flight is from Baltimore Washington International airport to the Wallops Island Flight Facility, located near Salisbury, Maryland. The airport is 84 miles from Salisbury.

It should be recognized, however, that the existence of government contract air service between these city pairs does not address (1) the fact that some of the trips were made by required users and (2) that there is increased scheduling flexibility provided to senior level officials when they can travel on agency aircraft. Coast Guard officials stated that all of the flights to their pair destinations were made by required users and, therefore, had to be made on government aircraft as a matter of policy.

Most Frequent Senior Level Travelers

The charts in this appendix identify the most frequent fixed-wing OSA aircraft senior level passengers, military and civilian, in the Air Force, Army, Navy, Coast Guard and NASA. Marine Corps data was incomplete at the time of our report. We also include data on the most frequent senior level helicopter passengers aboard Air Force and Army helicopters assigned to the Washington, D.C., area.

Care should be taken in comparing data among the different charts because many charts contain data from different time periods and the number of flight segments varies greatly. This is because of time differences in the original scheduling data provided GAO by the agencies and because the Air Force, Coast Guard and NASA scheduling systems identify all senior level travelers aboard each flight, whereas the Army and Navy data only reflects the principal traveler for each flight. The total numbers of Navy flights are also much fewer than Air Force and Army flights because Navy data only included C-12 and T-39 OSA aircraft. We did not include a chart on the most frequent Marine Corps senior level passengers because, at the time of our briefing, data was only available for the 18 month period Oct. 93 thru Mar. 95, and some of this data was incomplete.

DOD, Coast Guard and NASA officials identified each passenger's most current job title. Agency officials point out that some of the official travel may have been in support of work requirements in previous positions. Also, NASA officials specifically asked us to clarify that some of their most frequent travelers were mostly traveling while accompanying the NASA Administrator.

GAO did not validate the need for, or the purpose of, individual flights nor did we determine the cost-effectiveness of these trips aboard government aircraft.

Air Force Fixed-Wing OSA Aircraft: Most Frequent Military and Civilian Passengers Oct. 92 Thru Feb. 95

Flights[a]	Fixed-Wing Aircraft: Military Passengers
414 *	Gen. John Loh, Commander, Air Combat Command
385 *	Gen. Ronald Fogleman, Chief of Staff, U.S.Air Force
350 *	Gen. Ronald Yates, Commander, Air Force Materiel Command
278	Lt. Gen. Charles Franklin, Commander, Electronic Systems Center
234	Gen. Dennis Reimer, Commander, U.S. Forces Command
217 *	Gen. Wayne Downing, CINC, Special Operations Command
188	Lt. Gen. Steven Croker, Commander, Eighth Air Force
188 *	Gen. Charles Horner, CINC, Space Command
187	Gen. Henry Viccellio, Commander, Air Education and Training Command
177	Lt. Gen. Arlen Jameson, Deputy Commander-in-Chief, U.S. Strategic Command
	Fixed-Wing Aircraft: Civilian Passengers
239	Mr. John Gilligan, Program Executive Officer for Combat Support Systems
169	Mr. Lloyd Mosemann, Dpty. Asst. Secretary (Comm. and Support System)
98	Mr. George Abrahamson, Air Force Chief Scientist
58	Mr. Allen Schell, Deputy Director, Science and Tech., A.F. Materiel Command
54	Mr. Gerald Kauvar, Deputy Director, Defense Performance Review
53	Mr. Gary Vest, Principal Assistant Deputy Under Secretary of Defense (ES)
51	Mr. Marion Williams, Chief Scientist, Office of Technical Evaluation Center
50	Mr. Billy Welch, Scientific Advisory Board Member
49	Mr. Howard Leaf, Director, Test and Evaluation, Headquarters, U.S. Air Force

[a]Flights indicate the number of individual flight segments.

Note: An asterisk (*) indicates a "required user" of OSA aircraft for official travel.

Army Fixed-Wing OSA Aircraft: Most Frequent Military and Civilian Passengers Jan. 93 Thru Mar. 95

Flights[a]	Fixed-Wing Aircraft: Military Passengers
315 *	Gen. Gordon Sullivan, Chief of Staff of the Army
302	Lt. Gen. John Miller, CG, U.S. Army Combined Arms Center
287	Gen. Frederick Franks, CG, U.S. Army Training & Doctrine Command
286	Major Gen. Harley Davis, CG, U.S. Army Special Forces Command (Airborne)
239	Lt. Gen. Paul Funk, CG, U.S. Army III Corps & Fort Hood
236	Major Gen. John Robinson, CG, U.S. Army Aviation Center & Fort Rucker
235	Brig. Gen. Robert Roper, Deputy CG, U.S. Army Recruiting Command
230	Major Gen. Samuel Leffler, CG, U.S. Army Information Systems Command
209	Major Gen. Dennis Benchoff, CG, U.S. Army Industrial Operations Command
183	Major Gen. Kenneth Simpson, CG, U.S. Army Recruiting Command
	Fixed-Wing Aircraft: Civilian Passengers
107 *	Mr. Togo West, Secretary of the Army
101	Mr. Joe Reeder, Under Secretary of the Army
53	Mr. John Shannon, Former Under Secretary of the Army
36	Ms. Carol Smith, Deputy Secretary of the Army (Civilian Personnel Policy)
34	Mr. Lester Griffin, Dpty. for Product Assurance & Test & Industrial Ops. AMC
32	Mr. Walter Hollis, Deputy Under Secretary of the Army (Operations Research)
28	Mr. Jimmy Morgan, Deputy for Acquisition, AMC
27	Mr. Todd Weiler, Deputy Asst. Secretary of the Army (Reserve Affairs)
22	Ms. Sara Lister, Assistant Secretary of the Army (Manpower & Reserve Affairs)
20	Mr. Robert Williams, Special Assistant, U.S. Southern Command
20	Mr. Robert Walker, Assistant Secretary of the Army (IL&E)

[a]Flights indicate the number of individual flight segments.

Note: An asterisk (*) indicates a "required user" of OSA aircraft for official travel.

Navy Fixed-Wing OSA Aircraft: Most Frequent Military and Civilian Passengers Oct. 92 Thru Mar. 95

Flights[a]	Fixed-Wing Aircraft: Military Passengers
172	Rear Adm. James Olson, Deputy Cmdr, Naval Reserve/Cmdr, Naval Air Reserve
127	Rear Adm. Francis Hamess, Cmdr, Naval Surface Reserve Force/Surface Group 6
69	Rear Adm. (Ret) Raymond Jones, Former Chief of Naval Technical Training
69	Rear Adm. Thomas Hall, Director, Naval Reserve/Cmdr Naval Reserve Force
68	Vice Adm. (Ret) Robert Kihune, Former Director, Naval Training & Doctrine, OPNAV
65	Rear Adm. Frederick Lewis, Cmdr, Naval Doctrine Command
55	Rear Adm. David Goebel, Former Cmdr, Submarine Group Two, U.S. Atlantic Fleet
54	Rear Adm. (Ret) Melvin Chiogloii, Former Cmdr, Second Naval Construction Brigade
53	Rear Adm. (Ret) Maurice Bresnahan, Former Dep. Cmdr, Naval Res./Surface Group 6
48	Vice Adm. George Emery, Cmdr, Submarine Force, U.S. Atlantic Command
47	Rear Adm. John Kavanaugh, Cmdr, Navy Exchange Service Command
	Fixed-Wing Aircraft: Civilian Passengers
8	Mr. Richard Danzig, Under Secretary of the Navy
5	Mr. Wade Sanders, Deputy Assistant Secretary of the Navy (Reserve Affairs)
5	Mr. Roger Whiteway, Director, Tactical Development & Training, Atlantic Fleet
4	Mr. Michael Merritt, Comptroller, Naval Education & Training Command
4	Dr. Albert Wood, Retired Director, Joint Science & Tech. Programs (SECNAV)
4	Ms. Rebecca Paulk, Asst to the Asst. SECNAV, Manpwr Ed. & Training Policy
3	Mr. Bruce Robinson, Director, Science Directorate, (SECNAV)
3	Mr. Michael Decker, Deputy Assistant Chief of Staff for Intelligence, USMC Hqtrs.

[a]Flights indicate the number of individual flight segments.

Most Frequent U.S. Coast Guard and NASA Senior Level Passengers Oct. 92 Thru Sept. 94

Flights[a]	U.S. Coast Guard Passengers
78 *	Adm. (Ret) John Kime, Former Commandant, U.S. Coast Guard
32	Mr. Federico Pena, Secretary, U.S. Department of Transportation
17 *	Adm. Robert Kramek, Commandant, U.S. Coast Guard
17 *	Vice Adm. (Ret) Robert Nelson, Vice Commandant, U.S. Coast Guard
13 *	Vice Adm. James Loy, Commander Atlantic Area, U.S. Coast Guard
13	Mr. Rodney Slater, Administrator, Federal Highway Administration
12	Ms. Ann Bormolini, Chief of Staff, U.S. Department of Transportation
	NASA Passengers
100	Mr. Daniel Goldin, NASA Administrator
23	Mr. William Livingstone, Former Associate Administrator for Public Affairs
23	Ms. Mary Kerwin, Deputy Associate Administrator for Legislative Affairs (Programs)
22	Mr. Cecil Rosen - Former Deputy Associate Administrator for Aeronautics
20	Mr. Gregory Reck, Dpty. Associate Administrator for Space Access & Technology
20	Mr. George Abbey, Deputy Director, Johnson Space Center
18	Mr. Lynn Heninger, Deputy Associate Administrator for Legislative Affairs
18	Mr. Aaron Cohen, Former Director, Johnson Space Center
17	Mr. Martin Kress, Former Associate Administrator for Legislative Affairs
13	Mr. Jeffrey Lawrence, Associate Administrator for Legislative Affairs
13	Ms. Carolyn Huntoon, Director, Johnson Space Center
12	Ms. Deidre Lee, Associate Administrator for Procurement

[a]Flights indicate the number of individual flight segments.

Note: An asterisk (*) indicates a "required user" of OSA aircraft for official travel.

NASA officials said that some of the senior level passengers on this chart were traveling to accompany the NASA Administrator.

Air Force Helicopters: Most Frequent Senior Level Passengers Oct. 93 Thru Feb. 95

Flights[a]	Air Force Helicopter Passengers
84 *	Gen. Wayne Downing, CINC, Special Operations Command
34 *	Gen. Ronald Fogleman, Chief of Staff, U.S. Air Force
34 *	Gen. John Loh, Commander, Air Combat Command
19 *	Gen. Ronald Yates, Commander, Air Force Materiel Command
17	Major Gen. John Leide, Director, National Military Intelligence Collection Center
15 *	Mr. William Perry, Secretary of Defense
14	Major Gen. Ervin Rokke, Assistant Chief of Staff, Intelligence
12	Lt. Gen. Wesley Clark, Director, Strategic Plans & Policy (JCS)
12	Brig. Gen. Michael Short, Director, Defense Intelligence Security Agency
10	Brig. Gen. John Casiano, Commander, Air Intelligence Agency

[a]Flights indicate the number of individual flight segments.

Note: An asterisk (*) indicates a "required user" of OSA aircraft for official travel.

Army Helicopters: Most Frequent Senior Level Passengers Jan. 93 Thru Mar. 95

Flights[a]	Army Helicopter Passengers
142 *	Gen. Gordon Sullivan, Chief of Staff of the Army
52	Gen. (Ret) Jimmy Ross, Former CG, U.S. Army Materiel Command
50	Gen. Leon Salomon, CG, U.S. Army Materiel Command
38	Major Gen. Fred Gorden, CG, Military District of Washington
36 *	Mr. Togo West, Secretary of the Army
35	Gen. J.H. Binford Peay, Deputy Chief of Staff for Operations & Plans, U.S. Army
35	Mr. Walter Hollis, Deputy Under Secretary of the Army (Operations & Research)
32	Major Gen. George Friel, CG, U.S. Army Chemical & Biological Defense Command
31	Lt. Gen. Johnnie Wilson, Deputy Chief of Staff for Logistics, U.S. Army
27	Major Gen. William Stofft, Commandant, U.S. Army War College
26	Lt. Gen. John Otgen, CG, First U.S. Army

[a]Flights indicate the number of individual flight segments.

Note: An asterisk (*) indicates a "required user" of OSA aircraft for official travel.

Civilian Agency Inspector General Audits

GAO   Summary of Findings/Recommendations From Civilian Inspector General Audits

Department	Excess aircraft	Aircraft needs/acquisition not adequately justified	A-76 reviews and/or cost comparisons not accurate/performed /complete	Aircraft not used effectively or efficiently
Agriculture		X	X	
Energy	X	X		
Interior		X		X
NASA		X	X	X
Transportation	X		X	X
Treasury		X	X	

In November 1991, GSA's Office of the Inspector General (OIG) took the lead in a comprehensive governmentwide audit effort in response to a request from the Chairman, Subcommittee on General Services, Federalism and the District of Columbia, Committee on Government Affairs. The purpose of the audit was to look at the management of government-owned/operated aircraft which also included looking at the use of administrative aircraft. As a result, the OIG requested and received the assistance of the President's Council on Integrity and Efficiency (PCIE), which is comprised of representatives from the civilian agencies' Office of Inspector General (IG).

IGs from each of the eight agencies we reviewed participated in this PCIE audit and reported on aircraft management. We summarized the results of the IG reports, with the exception of the DEA. The Justice IG informed us that the DEA report is not due to be completed for several weeks. The IG reports identified problems in several areas. Most, if not all of these problems fell into the category of agency noncompliance with established regulations, policies, and procedures. For example, agencies had not complied with (1) presidential memorandum on "Restricted Use of Government Aircraft" requiring agencies to report to OMB on their continued need for aircraft configured for passenger use, (2) OMB Circular A-126, (3) OMB Circular A-76 on "Performance of Commercial Acitivities," and/or (4) OMB Bulletin 93-11, which contains the specific reporting requirements for agencies to follow.

The Department of State and Justice IG reports did not reveal findings in the specific areas summarized on the chart. On March 26, 1992, the GSA OIG completed an interim audit of government civilian aircraft. The report was basically informational and contained no recommendations and required no responses from the agencies. However, the report cited several findings of which many were identical or similar to the findings identified in the current IG reports. The individual IG reports will be consolidated into one report by GSA, and it should be available by late September 1995. Agency officials have either partially or fully agreed or disagreed with the various IG findings.

Agencies Visited or Contacted During Our Review

We visited or contacted officials at the following headquarters or field locations:

- Department of Defense, Washington, D.C.
- Department of the Army, Washington, D.C.
- Department of the Air Force, Washington, D.C.
- Department of the Navy, Washington, D.C.
- The Marine Corps, Washington, D.C.
- Army Operational Support Aircraft Command,
    Davison Army Airfield, Fort Belvoir, Virginia
- 89th Military Airlift Command, Andrews Air Force Base, Maryland
- Air Mobility Command, Scott Air Force Base, Illinois
- Naval Air Logistics Office, New Orleans, Louisiana
- Military District of Washington, Washington, D.C.
- National Defense University, Washington, D.C.
- General Services Administration, Washington, D.C.

- Department of Agriculture, Washington, D.C.
  - Forest Service, Washington, D.C.

- Department of Energy, Washington, D.C.
  - Department of Energy, Germantown, Maryland
  - Bonneville Power Administration, Portland, Oregon

- Department of the Interior, Washington, D.C.
  - Office of Aircraft Services, Boise, Idaho

- Department of Justice, Washington, D.C.
  - Federal Bureau of Investigation, Manassas, Virginia
  - U.S. Marshals Service, Oklahoma City, Oklahoma
  - Drug Enforcement Administration, Fort Worth, Texas

- National Aeronautics and Space Administration, Washington, D.C.

- Department of State, Washington, D.C.

- Department of Transportation, Washington, D.C.

- Department of the Treasury, Washington, D.C.
  - U.S. Customs Service, Washington, D.C.

List of Related GAO, DOD, and Civilian Agencies' Reports

GAO

Department of Justice: Use of FBI Aircraft by Department of Justice Officials (GAO/GGD-94-53FS, July 6, 1994).

Military Aircraft: Policies on Government Officials' Use of 89th Military Airlift Wing Aircraft (GAO/NSIAD-92-133, Apr. 9, 1992).

Government Civilian Aircraft: Use of Government Aircraft by the Attorney General and FBI Director (GAO/GGD-90-84, June 15, 1990).

Department of the Interior: Bureau of Reclamation Aircraft Should Be Centrally Managed Like Other Interior Aircraft (GAO/GGD-90-20 Jan. 18, 1990).

Military Airlift: Operational Support Airlift Program Needs More Controls (GAO/NSIAD-88-219, Sept. 16, 1988).

Civil Agency Aircraft: Agencies' Use of Certain Aircraft to Transport Passengers (GAO/GGD-88-92BR, Aug. 1, 1988).

State Department: Cost of Unofficial Travel by the Secretary of State (GAO/NSIAD-88-243FS, Sept. 30, 1988).

Actions Taken on GAO Recommendations Concerning Civilian Agency Aircraft Management (GAO/NSIAD-84-148, Aug. 1, 1984).

DOD

Operational Support Airlift Aircraft Operated by the National Guard and Reserve Components (April 1994).

Chairman of the Joint Chiefs of Staff Report on the Roles, Missions, and Functions of the Armed Forces of the United States (Feb. 1993).

Civilian Agencies

NASA Aircraft Management, Langley Research Center (LA-95-001, Mar. 28, 1995).

Utilization of Administrative Aircraft, U.S. Coast Guard (AS-CG-5-010, Feb. 24, 1995).

Utilization of Administrative Aircraft, Federal Aviation Administration (AS-FA-5-009, Feb. 9, 1995).

Use and Acquisition of Aircraft by the Department of the Interior (95-I-317, Jan. 1995).

U.S. Department of Justice Audit Report: The U.S. Marshals Service Management of Aviation Operations (95-17, Mar. 31, 1995).

U.S. Department of Justice Audit Report: The Federal Bureau of Investigation Management of Aviation Operations (95-9, Dec. 1994).

Audit of Aircraft Management at the Bonneville Power Administration (R-B-94-06, Sept. 30, 1994).

Audit of Aircraft Management at the Albuquerque Operations Office (B-94-05, Sept. 2, 1994).

U.S. Department of Agriculture Federal Civilian Agencies' Aircraft Management, Washington, D.C. (50050-4-At, Aug. 1994).

PCIE Audit of Federal Civilian Agencies' Aircraft Management (OIG-94-120, July 26, 1994).

Bureau of International Narcotics Matters Air Wing (4-CI-013, Feb. 1994).

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