



DEPARTMENT OF THE NAVY

NAVAL SEA SYSTEMS COMMAND
2531 JEFFERSON DAVIS HWY
ARLINGTON VA 22242-5160

NAVSEAINST 4650.5

15 Sep 98
IN REPLY REFER TO

12570
Ser 00N/421
15 Sep 98

From: Commander, Naval Sea Systems Command

Subj: LONG-TERM TEMPORARY DUTY (TDY) TRAVEL

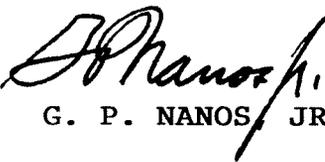
Ref: (a) NAVSEA ltr 12570 Ser 00N/450 of 24 Oct 97

Encl: (1) NAVSEAINST 4650.5

1. Reference (a) highlighted problems associated with NAVSEA's administration of long-term TDY travel, and directed corrective action as well as strengthened controls.

2. Enclosure (1) sets forth detailed guidelines for long-term TDY travel, including definitions and the required approval chain. Additionally, it establishes a Command-wide monitoring and control system.

3. Abusing long-term TDY risks changes that would elevate control over its use to levels above NAVSEA. Abuses may also expose our employees to financial risks for unpaid taxes. With the challenges facing NAVSEA and its activities, we can neither afford such results, nor can we exacerbate the strain on already scarce resources. Long-term TDY practices that do not consider less costly alternatives are not sustainable and no longer acceptable. This instruction marks a change in the way long-term TDY is managed at NAVSEA activities. There are no exceptions to its prescriptives.


G. P. NANOS, JR.

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NAVSEA SPECIAL LIST Y1

SNDL	C84	COMNAVSEASYSKOM Shore Based Detachments
	C84B	COMNAVSEASYSKOM Detachments
	FKP	COMNAVSEASYSKOM Shore Activities (less FKP6B & FKP24)
A1J1D)	A1J1	PEOs and DRPMs (less A1J1A, A1J1B, A1J1C and
	C21	AA UNSECNAVDET
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	FT78	NETPDTC



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2531 JEFFERSON DAVIS HWY
ARLINGTON VA 22242-5160

IN REPLY REFER TO

NAVSEAINST 4650.5
Ser 09A/2811
15 Sep 98

NAVSEA INSTRUCTION 4650.5

From: Commander, Naval Sea Systems Command

Subj: LONG-TERM TEMPORARY DUTY (TDY) TRAVEL FOR CIVILIAN
PERSONNEL

Ref: (a) JTR, Vol 2
(b) DODD 4515.14
(c) OCPMINST 12570.2
(d) NAVSEAINST 4650.1
(e) IRS Publication 463
(f) 5 CFR 530, 531 and 591

Encl: (1) Procedures for Processing Long-Term
TDY Travel Requests

1. Purpose. To promulgate policy for long-term temporary duty (TDY) travel for civilian personnel throughout the NAVSEA Claimancy.

2. Applicability. This instruction applies to civilian personnel at Naval Sea Systems Command (NAVSEA) headquarters, field activities, and program management offices. Travel for military personnel is governed by the Joint Federal Travel Regulations, Volume 1.

3. Information

a. Reference (a), the Department of Defense Civilian Personnel Joint Federal Travel Regulations (JTR), Volume 2, issued by the Per Diem, Travel and Transportation Allowance Committee (PDTATAC), implements per diem, travel and transportation allowances for Department of Defense (DOD) civilian employees. Reference (a) provides policy regarding TDY travel performed under written travel orders and local travel TDY performed under verbal direction. It is the sole entitlement implementation of the Federal Travel Regulations (41 CFR 301-304) for DOD components. Decisions of the Comptroller

*THIS SUPPLEMENT HAS BEEN REVIEWED
BY THE PER DIEM, TRAVEL AND
TRANSPORTATION ALLOWANCE COMMITTEE
IN ACCORDANCE WITH DODD 5154.29,
DATED 9 MARCH 1993, AS
PDTATAC CASE 98070.*

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General of the United States (COMPGEN) and General Services Administration Board of Contract Appeals (GSBCA), which interpret reference (a) provisions, must be reviewed, in concert with reference (a), for a complete understanding of travel policy. For more information, personnel may access reference (a) via the internet at "<http://www.perdiem.osd.mil/>".

b. Reference (b) defines the Washington, D.C. local commuting area. It applies to and must be considered in determining travel entitlements for personnel assigned to NAVSEA activities located within the specified area.

c. Reference (c) provides guidance on long-term travel and prescribes the format used in comparing long-term TDY costs with permanent change of station (PCS) costs. It is available on the internet, NAVSEA Web Site, at "<http://www.navsea.navy.mil/>".

d. Reference (d) implements general TDY travel policy and procedures for NAVSEA headquarters and field activities.

e. Reference (e) outlines tax provisions, which dictate how the Internal Revenue Service (IRS) determines a person's tax home and treats reimbursements received for business travel expenses. It is essential that personnel understand tax implications these provisions have on them when assigned to long-term travel at one location for more than one year. On the internet, reference (e) is available at "<http://www.irs.ustreas.gov/>".

f. Reference (f) addresses pay entitlements linked to an employee's official duty station (ODS). The ODS is the duty station for the employee's position of record as documented on the most recent notification of personnel action.

g. Enclosure (1) outlines procedures for processing long-term travel within NAVSEA.

h. The policy in this instruction may not be interpreted to contravene any provisions of references (a), (b) or (c). It does, however, take precedence over any conflicting provisions in reference (d).

i. Abbreviated titles shown on DD Form 1610 (Request and Authorization for TDY Travel of DOD Personnel) are used for officials in this instruction. Titles for the officials given in the JTR, reference (a), are different. The following is provided to eliminate confusion:

Title Used on DD Form 1610

Title Used in the JTR

Block 17 - Requesting Official

Travel-Requesting Official

Block 18 - Approving Official	Travel-Approving/Directing Official
Block 20 - Order Authorizing Official	Order-Issuing/Authenticating Official

4. General Travel Policy

a. TDY travel is travel by an employee to carry out a temporary duty assignment after which the employee returns to the permanent duty station (PDS). (The definition of PDS is discussed in paragraph 4b.) TDY includes travel away from the PDS under written orders as well as local travel within or near the PDS under written orders or verbal direction. The location to which the employee reports while on TDY is a TDY station. Reference (a) stresses the temporary nature of duties to be performed on TDY assignments and advises that such assignments should not be of such frequency or duration that a place of assignment becomes, in fact, an employee's PDS even though administrative jurisdiction is at some other location.

b. The Comptroller General has consistently ruled that an employee's PDS is an issue of fact. It is where the employee spends, and is expected to spend, the greater part of the time regardless of administrative designation. When properly designated in the employee's personnel records, the PDS is the same as the ODS. An employee's PDS may be different from the location of the parent activity that has administrative jurisdiction. For example, the PDS of a Naval Surface Warfare Center, Dahlgren Division employee who, for an extended period of time, routinely reports to and performs duties in a NAVSEA office in Crystal City, is Arlington, Virginia. An assignment lasting for more than one year, under most circumstances, is considered a permanent change of station, *i.e., the location to which the employee has been temporarily assigned, in fact, becomes the employee's PDS regardless of whether or not it is documented in records. When that occurs, the employee is no longer entitled to travel expenses because the employee is no longer away from the PDS.*

c. When determining an employee's PDS, it helps to look at how the IRS determines an employee's tax home. Reference (e) considers a person's tax home a person's regular or main place of business or post of duty regardless of where the family home is maintained. According to reference (e), a temporary assignment at a single location is one that is expected, realistically, to last and does last for one year or less. If a person is on assignment away from the tax home to a single location for more than one year, the location of the assignment becomes the new tax home and travel expenses while there are not

deductible. Reimbursements received from a person's employer for travel expenses under such circumstances are normally treated as income and result in additional tax liabilities to the person. The purpose of the travel, number of trips, and for government employees, the number of sets of travel orders issued, are irrelevant to IRS. Additionally, IRS does not count breaks of less than two months when determining the amount of time spent at one location.

d. Since an employee's locality pay, travel status and most decisions regarding travel related entitlements are based on an employee's ODS, proper designation in official records is essential.

e. Reference (a) outlines which expenses incurred by civilian employees conducting official government business on TDY travel may be reimbursed. An employee on TDY under written travel orders may, for example, be reimbursed for per diem expenses (lodging, meals and incidental expenses) and for transportation expenses (e.g., mileage for use of privately owned conveyance, tolls, parking, etc.). Reimbursable expenses for local travel in or around the PDS are limited to transportation expenses.

5. Long-Term TDY Policy

a. Long-term TDY travel is travel (local and outside the local commuting area) to the same location for more than 180 days.

b. Long-term TDY travel may be approved only when:

(1) The mission or unusual circumstances of the assignment require the employee to be TDY to the same location for more than six months;

(2) A determination has been made for assignments other than training, in accordance with JTR, paragraph C4455, that the duties to be performed on the TDY assignment are temporary in nature; the assignment is for a reasonable duration of time; and TDY costs for the assignment are less costly than round-trip permanent change of station (PCS) expenses. While all criteria listed above must be met, the "temporary in nature" criterion takes precedence over the other factors. While long-term travel being conducted for the primary purpose of receiving training approved under 5 U.S.C. 4101-4109 does not have to be scrutinized against the criteria outlined above, it must be processed and approved by the same officials as required for other types of long-term TDY travel assignments.

(3) It is authorized by a proper Order Authorizing Official in accordance with JTR, paragraph C3000:

(a) At NAVSEA headquarters, the Commander and Vice Commander are Order Authorizing Officials for headquarters personnel on long-term TDY assignments lasting between 181 days and 12 months. This authority cannot be redelegated.

(b) At NAVSEA field activities, Commanding Officers, Executive Officers and other heads of the activities are Order Authorizing Officials for personnel under their cognizance being sent on long-term TDY travel assignments lasting between 181 days and 12 months. This authority cannot be redelegated.

(c) TDY travel, including travel for training, to the same location exceeding one year requires prior written approval of the Office of the Deputy Assistant Secretary of the Navy, Civilian Personnel, Equal Employment Opportunity (ODASN/CP-EEO).

(d) In cases where it is projected the travel will not exceed time frames outlined above, but it later becomes apparent it is going to exceed the six or 12 month period (regardless of the number of sets of travel orders used or the number of breaks of less than two months between TDYs) the required approvals outlined above must be obtained immediately.

(e) When assessing the total length of a TDY assignment, days which fall on weekends, holidays, and other non-workdays (whether or not the employee returns to the PDS) will be counted as TDY days.

c. Order Authorizing Officials considering a long-term TDY travel assignment, for purposes other than training, expected to last six to 30 months may, in lieu of the TDY, approve a Temporary Change of Station (TCS). When an employee is given a TCS, the location where the employee is performing duties becomes the temporary ODS and, instead of being eligible for TDY travel and transportation allowances, the employee receives TCS entitlements outlined in JTR, paragraph C4111 and reference (f); these include limited relocation allowances and property management services (to manage the employee's property at the old duty station while at the new one). Although TCS orders are not approved by the Human Resources Officer (HRO) as PCS orders are, coordination of TCS orders with the HRO prior to issuing orders is essential to ensure personnel records are changed to reflect the proper PDS/ODS for pay purposes. Issuance of TCS orders instead of approving long-term TDY eliminates morale problems created by financial inequities

between TDY personnel receiving TDY allowances and permanently assigned employees; and, generally results in less expense to the government.

d. A reduced fixed per diem, normally 55 percent of the rate prescribed for the TDY location, is payable for long-term travel assignments for purposes other than training, under JTR, paragraph C4455. When a TDY travel assignment is projected to last more than 180 calendar days, this reduction applies from the day after arrival at the long-term TDY location. If, during an assignment expected to be completed within 180 days, the assignment is extended, the reduced rate applies if the scheduled duration, measured from the date of the extension order, is more than 180 days. For training assignments, the 55 percent rate applies to all TDY travel which exceeds 30 calendar days at one location. Fixed rates other than 55 percent must be approved in advance by ODASN/CP-EEO in cases involving TDY travel for other than training purposes, in accordance with JTR paragraph C4550-4b.

e. JTR, paragraph C3050-C, does not require written advance approval of local TDY travel. However, within NAVSEA, when local TDY travel to the same location is expected to continue for more than 180 days, travel orders will be issued to establish conditions for the travel and to facilitate advance approval of funds. In cases where it is projected the travel will not exceed 180 days, but it later becomes apparent it is going to (even when breaks of less than two months have occurred between TDYs) travel orders will be cut and approval obtained in accordance with this instruction.

f. NAVSEA personnel will not circumvent long-term TDY travel requirements by directing employees to perform essentially consecutive trips to the same general location with short breaks (less than two months) between trips.

g. Improperly assigning employees to long-term travel subjects personnel to potentially devastating financial losses. COMPGEN decisions hold that in cases where long-term TDY criteria are not met, but employees are erroneously assigned TDY rather than PCS, the employees are not eligible for travel related expenses. When an employee is reimbursed for travel expenses for which he/she is not eligible under reference (a), the employee must refund all travel allowances, including per diem, received for the entire TDY assignment unless a waiver is granted pursuant to 5 U.S.C. 5584.

6. Responsibilities

a. Commanding Officers and other Heads of Field Activities shall require effective management controls that ensure strict

adherence to references (a), (b), (c) and (d) and this instruction.

b. Management Officials at Headquarters and Field Activities shall:

- (1) Ensure that controls are properly maintained;
- (2) When sending or receiving personnel on long-term travel, ensure strict adherence to the provisions of references (a), (b), (c) and (d), and this instruction.
- (3) When sending personnel on long-term TDY travel:
 - (a) Prepare accurate, realistic cost comparisons between estimated PCS and TDY costs using the format prescribed by reference (c);
 - (b) Prepare cost comparisons between estimated TDY and TCS costs, when required;
 - (c) Ensure proper application of the 55 percent reduced per diem rate required by the JTR;
 - (d) Ensure all documents required by this instruction are attached to travel requests forwarded up the chain of command for approval; and
 - (e) Ensure the PDS/ODS of record for each person under their cognizance reflects, at all times, the person's PDS of fact.
- (4) NAVSEA officials receiving personnel who are TDY to the headquarters are responsible for ensuring input of appropriate information about the individuals and their TDYs into the NAVSEA Workforce, Administration, Management and Organization (WAMO) System. This requirement applies whenever a person is going to be reporting to headquarters for more than 20 hours per week on a TDY lasting more than 30 calendar days. It applies for all employees reporting to the headquarters under these circumstances, on local travel or on travel outside their respective commuting areas. The information entered into WAMO must, in keeping with the spirit and intent of this instruction, reflect a true picture of the employee's circumstances. For example:
 - (a) If an employee has been reporting to headquarters over several months with short breaks between trips, WAMO must reflect the employee's earliest reporting date so that the continuing nature of the employee's trips will be

evident. (If there is a break of more than two months between TDYs, only the date of the most recent TDY need be recorded.)

(b) If an employee who has been reporting to headquarters for more than one month changes job assignments within the same office or starts a new job assignment in a different office, the new receiving office must ensure the date the employee first reported to NAVSEA is recorded in the WAMO; this ensures an accurate picture of the total length of time the employee has been reporting to headquarters.

c. Approving Officials shall:

(1) Approve only those TDY travel assignments which are in compliance with references (a), (b), (c) and (d) and this instruction;

(2) Approve only those entitlements which are in compliance with reference (a);

(3) Advise employees who are being assigned to long-term travel, including travel for training purposes, that there could be potential tax liabilities associated with travel to one location for more than one year, and potential financial losses could occur if the employee is reimbursed for TDY travel expenses which are not in compliance with reference (a);

(4) Obtain written statements from employees certifying they have been advised of potential tax liabilities and potential financial losses; and,

(5) Ensure that long-term travel requests are forwarded to appropriate officials for review.

d. NAVSEA Command Support Service Office (SEA 09A) will:

(1) Serve as the central coordination point for long-term TDY travel requests within NAVSEA headquarters;

(2) Review travel request packages received from Order Approving Officials for completeness and compliance with this instruction; forward the package to the NAVSEA Order Authorizing Official for approval; send the package, on receipt of the Order Authorizing Official's concurrence, to ODASN/CP-EEO for final approval when required; and maintain copies of all travel-related correspondence between headquarters and field activities and ODASN/CP-EEO. (Note: SEA 09A will develop a process for administering the long-term travel program at headquarters. The process will include a review and endorsement by the Human Resources Center (or successor office) prior to submitting the long-term travel package to the Order Authorizing Official.

A similar Human Resources review will be conducted at field activities.)

e. NAVSEA field activity offices designated to coordinate long-term travel requests will perform functions similar to those outlined for SEA 09A (above) and, additionally, will forward copies of all correspondence exchanged with ODASN/CP-EEO pertaining to long-term travel cases to SEA 09A.

f. Order Authorizing Officials shall:

(1) Approve only those TDY travel assignments, which are in compliance with references (a), (b), (c) and (d) and this instruction;

(2) Approve only those entitlements which are in compliance with reference (a).

g. NAVSEA employees assigned to long-term TDY travel must review tax provisions outlined in reference (e) to ensure they fully understand their tax liabilities if travel to one location exceeds one year.

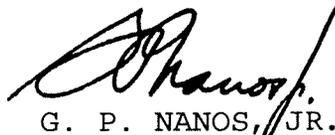
h. The NAVSEA Inspector General shall periodically review headquarters and field activity compliance with long-term TDY regulations.

(1) At NAVSEA headquarters, this will include, at least quarterly, a comparison of the names of long-term travel personnel in WAMO against ODASN/CP-EEO correspondence maintained in SEA 09A; additional review will be accomplished as deemed necessary.

(2) For NAVSEA field activities, this will include random requests for information and documentation, as well as selected reviews during Command Performance Inspections.

(3) The Inspector General will report any case of non-compliance to the Commander/Vice Commander for immediate corrective action.

i. Personnel in other offices (e. g., Travel, Human Resources, Comptroller, and Command, Evaluation and Review), who become aware of long-term travel cases which are not in compliance with regulations, will apprise appropriate officials within the organization so that corrective action can be taken.


G. P. NANOS, JR.
Commander

NAVSEAINST 4650.5
15 Sep 98

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Procedures for Processing
Long-Term TDY Travel Requests

1. Approving Officials will forward long-term travel requests to the Order Authorizing Official via the office responsible for coordinating long-term travel requests (SEA 09A at NAVSEA headquarters and the office designated by the Commanding Officer or activity head at field activities). The following will be attached (paragraphs a, b and c, below, do not apply to travel for purposes of training):

a. Written justification, including a discussion of the criteria outlined in JTR, par. C4455 and paragraph 5b(2) of this instruction, and related COMPGEN/GSBCA decisions;

b. A discussion of alternatives to the long-term TDY assignment;

c. A cost comparison between the estimated TDY and round-trip PCS cost, in the format prescribed by reference (c). The cost comparison format may be found on the internet, NAVSEA Web Site, at "<http://www.navsea.navy.mil>". (When appropriate, a cost comparison between estimated TDY and TCS cost must be included.) Estimated cost projected for PCS and TCS will be based on realistic data, for example:

(1) Estimated reimbursable expenses related to sale of residence will be reflected in the projected PCS cost only if the employee owns and plans to sell a residence;

(2) When the employee has already been on travel to the same location on one or more sets of travel orders, actual costs of trips already taken will be added to the estimated cost for the remainder of the TDY assignment in order to reflect the total projected travel cost;

(3) If a husband and wife are going on long-term travel simultaneously to the same location, their costs will be combined and viewed collectively.

d. A written statement from the employee certifying awareness of tax provisions outlined in reference (e), and of potential financial losses if the employee is reimbursed for expenses for which he/she is not eligible under reference (a). This is only required when the TDY travel is going to exceed one year.

2. On receipt of the travel request from the Approving Official, headquarters' SEA 09A and offices responsible for coordinating long-term travel request packages at field

Enclosure (1)

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activities will review the documentation for completeness and compliance and will forward it to the Order Authorizing Official for approval. Requests for travel that will exceed one year, once they have been approved by the Order Authorizing Official, will be sent by SEA 09A/designated field offices to ODASN/CP-EEO for final approval.

a. At headquarters, SEA 09A will maintain copies of all long-term TDY travel request packages as well as copies of correspondence with ODASN/CP-EEO.

b. At NAVSEA field activities, the offices designated to coordinate long-term travel requests will forward copies of all long-term TDY correspondence, including attachments, with ODASN/CP-EEO to SEA 09A.

3. If a request for long-term TDY travel for purposes other than training is disapproved, the Order Authorizing Official acting on the request will take one of the alternative actions outlined in JTR, paragraph C4455-D.

4. Since issuing PCS or TCS orders will result in a change to the employee's duty station, the servicing Human Resources Center/Office should be contacted for guidance regarding the rights and entitlements of employees who are being directed to relocate and to ensure the employee's records are changed to reflect the new ODS/PDS. ODASN/CP-EEO approval is not required prior to issuing PCS or TCS orders.