

**Congress of the United States**  
**House of Representatives**

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

2157 RAYBURN HOUSE OFFICE BUILDING

WASHINGTON, DC 20515-6143

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<http://oversight.house.gov>

November 15, 2016

The Honorable Denise Turner Roth  
Administrator  
General Services Administration  
1800 F Street NW  
Washington, D.C. 20405

Dear Administrator Roth:

The General Services Administration's (GSA) City Pair Program awards contracts for carriers to provide air travel for federal employees. In fiscal year 2017, eight airlines received contracts for 9,103 domestic and international markets covering 93 percent of air travel by government travelers.<sup>1</sup> The City Pair Program's total fiscal year 2017 contract value is \$1.99 billion.<sup>2</sup>

Air travel through the City Pair Program is subject to the Fly America Act, which requires federal employees to use U.S. air carriers for government-funded air travel.<sup>3</sup> The Act was first passed in the International Air Transportation Fair Competitive Practices Act of 1974, which was designed to provide "relief to U.S. air carriers operating in international air transportation from discriminatory and unfair competitive practices" by foreign air carriers and to require "that transportation of government-financed passengers and property be on U.S. carriers."<sup>4</sup> When determining eligibility for awards under the City Pair Program, GSA considers a carrier's participation in the Civil Reserve Air Fleet (CRAF) Program,<sup>5</sup> where carriers volunteer their aircraft for use during a national defense-related crisis. CRAF plays an important role in providing airlift support to the Department of Defense.

According to a recent news account, several recent awards by GSA of government air travel contracts under the City Pair Program have come under scrutiny for whether they align with the intent of the Fly America Act.<sup>6</sup> According to the report, GSA awarded a contract to carry passengers to Dubai to a U.S.-based airline that will rely on a Dubai-based partner to provide the flights.<sup>7</sup>

To help the Committee better understand how GSA awards City Pair Program contracts, please provide the following documents and information as soon as possible, but no later than 5:00 p.m. on December 9, 2016:

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<sup>1</sup> General Services Administration, Fast Fact Sheet: Airline City Pair Program FY 2017 (2016).

<sup>2</sup> *Id.*

<sup>3</sup> 49 U.S.C. § 40118.

<sup>4</sup> H. Rpt. 93-1475.

<sup>5</sup> GSA Federal Acquisition Service Request for Proposal No. QMACB-KB-150001-N at 40.

<sup>6</sup> Ashley Halsey III, *Latest Skirmish in War to Control International Travel: Has the Fly America Act Been Violated?*, WASH. POST, Aug. 30, 2016.

<sup>7</sup> *Id.*

1. For the past five years, all documents and communications referring or relating to the criteria used to consider and evaluate compliance with the Fly America Act, including, but not limited to:
  - a. Requests for Proposal (RFPs);
  - b. Assessments of, or changes to, RFPs, including any related market research conducted or initiated;
  - c. Evaluation reports for City Pair Program awards;
  - d. Documents used in the evaluation process including but not limited to scorecards, scoring rubrics, and evaluation criteria; and
  - e. Guidance documents, memoranda, and policy changes related to the City Pair Program.
2. A list of all City Pair Program contract awards involving foreign air carriers partnering with U.S. air carriers through code-share agreements for the past five years, identifying the carriers, route, contract price and total expenditures under each award.

Please also provide a briefing for Committee staff on the evaluation process for City Pair Program contract awards no later than December 9, 2016.

The Committee on Oversight and Government Reform is the principal oversight committee of the House of Representatives. Pursuant to House Rule X, the Committee has authority to investigate “any matter” at “any time.”

When producing documents to the Committee please deliver production sets to the Majority staff in Room 2157 Rayburn House Office Building and the Minority staff in Room 2471 Rayburn House Office Building. The Committee prefers, if possible, to receive all documents in electronic format. An attachment to this letter provides additional information about responding to the Committee’s request.

Please contact Ari Wisch of my staff at (202) 225-5074 with any questions about this request. Thank you for your attention to this matter.

Sincerely,



Jason Chaffetz  
Chairman

Enclosure

cc: The Honorable Elijah E. Cummings, Ranking Member

### Responding to Committee Document Requests

1. In complying with this request, you are required to produce all responsive documents that are in your possession, custody, or control, whether held by you or your past or present agents, employees, and representatives acting on your behalf. You should also produce documents that you have a legal right to obtain, that you have a right to copy or to which you have access, as well as documents that you have placed in the temporary possession, custody, or control of any third party. Requested records, documents, data or information should not be destroyed, modified, removed, transferred or otherwise made inaccessible to the Committee.
2. In the event that any entity, organization or individual denoted in this request has been, or is also known by any other name than that herein denoted, the request shall be read also to include that alternative identification.
3. The Committee's preference is to receive documents in electronic form (i.e., CD, memory stick, or thumb drive) in lieu of paper productions.
4. Documents produced in electronic format should also be organized, identified, and indexed electronically.
5. Electronic document productions should be prepared according to the following standards:
  - (a) The production should consist of single page Tagged Image File ("TIF"), files accompanied by a Concordance-format load file, an Opticon reference file, and a file defining the fields and character lengths of the load file.
  - (b) Document numbers in the load file should match document Bates numbers and TIF file names.
  - (c) If the production is completed through a series of multiple partial productions, field names and file order in all load files should match.
  - (d) All electronic documents produced to the Committee should include the following fields of metadata specific to each document;  
  
BEGDOC, ENDDOC, TEXT, BEGATTACH, ENDATTACH,  
PAGECOUNT, CUSTODIAN, RECORDTYPE, DATE, TIME, SENTDATE,  
SENTHOUR, BEGINDATE, BEGINTIME, ENDDATE, ENDTIME, AUTHOR, FROM,  
CC, TO, BCC, SUBJECT, TITLE, FILENAME, FILEEXT, FILESIZE,  
DATECREATED, TIMECREATED, DATELASTMOD, TIMELASTMOD,  
INTMSGID, INTMSGHEADER, NATIVELINK, INTFILPATH, EXCEPTION,  
BEGATTACH.
6. Documents produced to the Committee should include an index describing the contents of the production. To the extent more than one CD, hard drive, memory stick, thumb drive, box or folder is produced, each CD, hard drive, memory stick, thumb drive, box or folder should contain an index describing its contents.

7. Documents produced in response to this request shall be produced together with copies of file labels, dividers or identifying markers with which they were associated when the request was served.
8. When you produce documents, you should identify the paragraph in the Committee's schedule to which the documents respond.
9. It shall not be a basis for refusal to produce documents that any other person or entity also possesses non-identical or identical copies of the same documents.
10. If any of the requested information is only reasonably available in machine-readable form (such as on a computer server, hard drive, or computer backup tape), you should consult with the Committee staff to determine the appropriate format in which to produce the information.
11. If compliance with the request cannot be made in full by the specified return date, compliance shall be made to the extent possible by that date. An explanation of why full compliance is not possible shall be provided along with any partial production.
12. In the event that a document is withheld on the basis of privilege, provide a privilege log containing the following information concerning any such document: (a) the privilege asserted; (b) the type of document; (c) the general subject matter; (d) the date, author and addressee; and (e) the relationship of the author and addressee to each other.
13. If any document responsive to this request was, but no longer is, in your possession, custody, or control, identify the document (stating its date, author, subject and recipients) and explain the circumstances under which the document ceased to be in your possession, custody, or control.
14. If a date or other descriptive detail set forth in this request referring to a document is inaccurate, but the actual date or other descriptive detail is known to you or is otherwise apparent from the context of the request, you are required to produce all documents which would be responsive as if the date or other descriptive detail were correct.
15. Unless otherwise specified, the time period covered by this request is from January 1, 2009 to the present.
16. This request is continuing in nature and applies to any newly-discovered information. Any record, document, compilation of data or information, not produced because it has not been located or discovered by the return date, shall be produced immediately upon subsequent location or discovery.
17. All documents shall be Bates-stamped sequentially and produced sequentially.
18. Two sets of documents shall be delivered, one set to the Majority Staff and one set to the Minority Staff. When documents are produced to the Committee, production sets shall be delivered to the Majority Staff in Room 2157 of the Rayburn House Office Building and the Minority Staff in Room 2471 of the Rayburn House Office Building.

19. Upon completion of the document production, you should submit a written certification, signed by you or your counsel, stating that: (1) a diligent search has been completed of all documents in your possession, custody, or control which reasonably could contain responsive documents; and (2) all documents located during the search that are responsive have been produced to the Committee.

### Definitions

1. The term "document" means any written, recorded, or graphic matter of any nature whatsoever, regardless of how recorded, and whether original or copy, including, but not limited to, the following: memoranda, reports, expense reports, books, manuals, instructions, financial reports, working papers, records, notes, letters, notices, confirmations, telegrams, receipts, appraisals, pamphlets, magazines, newspapers, prospectuses, inter-office and intra-office communications, electronic mail (e-mail), contracts, cables, notations of any type of conversation, telephone call, meeting or other communication, bulletins, printed matter, computer printouts, teletypes, invoices, transcripts, diaries, analyses, returns, summaries, minutes, bills, accounts, estimates, projections, comparisons, messages, correspondence, press releases, circulars, financial statements, reviews, opinions, offers, studies and investigations, questionnaires and surveys, and work sheets (and all drafts, preliminary versions, alterations, modifications, revisions, changes, and amendments of any of the foregoing, as well as any attachments or appendices thereto), and graphic or oral records or representations of any kind (including without limitation, photographs, charts, graphs, microfiche, microfilm, videotape, recordings and motion pictures), and electronic, mechanical, and electric records or representations of any kind (including, without limitation, tapes, cassettes, disks, and recordings) and other written, printed, typed, or other graphic or recorded matter of any kind or nature, however produced or reproduced, and whether preserved in writing, film, tape, disk, videotape or otherwise. A document bearing any notation not a part of the original text is to be considered a separate document. A draft or non-identical copy is a separate document within the meaning of this term.
2. The term "communication" means each manner or means of disclosure or exchange of information, regardless of means utilized, whether oral, electronic, by document or otherwise, and whether in a meeting, by telephone, facsimile, email (desktop or mobile device), text message, instant message, MMS or SMS message, regular mail, telexes, releases, or otherwise.
3. The terms "and" and "or" shall be construed broadly and either conjunctively or disjunctively to bring within the scope of this request any information which might otherwise be construed to be outside its scope. The singular includes plural number, and vice versa. The masculine includes the feminine and neuter genders.
4. The terms "person" or "persons" mean natural persons, firms, partnerships, associations, corporations, subsidiaries, divisions, departments, joint ventures, proprietorships, syndicates, or other legal, business or government entities, and all subsidiaries, affiliates, divisions, departments, branches, or other units thereof.

5. The term "identify," when used in a question about individuals, means to provide the following information: (a) the individual's complete name and title; and (b) the individual's business address and phone number.
6. The term "referring or relating," with respect to any given subject, means anything that constitutes, contains, embodies, reflects, identifies, states, refers to, deals with or is pertinent to that subject in any manner whatsoever.
7. The term "employee" means agent, borrowed employee, casual employee, consultant, contractor, de facto employee, independent contractor, joint adventurer, loaned employee, part-time employee, permanent employee, provisional employee, subcontractor, or any other type of service provider.