



2011 BLM Utah State Aviation Plan

A COMMITMENT TO AVIATION SAFETY

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1.0 BLM UTAH STATE AVIATION PLAN

1.1 Purpose

This plan sets forth policy, procedures and guidance to implement the Aviation Management Program for BLM Utah. The purpose is to clarify and standardize aviation management procedures and operations for all employees in the Utah State Office, Districts and Field Offices. This plan is supplemental to *Departmental Manuals 350-354*, *BLM 9400* manual, and the *BLM National Aviation Plan (NAP)*.

1.2 Mission Statement

The BLM Utah Aviation Program provides for safe and efficient aviation services to meet land management objectives. Utilization of technology, sound aviation management practices, and highly trained and motivated personnel will reduce risk, loss, waste and expenditures.

1.3 BLM Utah Aviation Philosophy

The highest priority in any aviation activity will be personal safety. Our goal is risk reduction, proactive hazard identification and accident prevention. The complex nature of the BLM aviation program, combined with the demanding flight environment of rough terrain and high density altitudes of Utah, requires the guidance of a philosophy reflecting the basic tenets of safety. Our goal is to provide safe and efficient aviation support for the BLM mission, while conducting our actions in accordance with this philosophical and regulatory guidance.

- An active and aggressive accident prevention program intended to protect our most precious assets - the people utilizing our services.
- We must be proactive in safety management.
- Risk Management will remain incorporated into all aviation operations.
- Line Managers are responsible for all aircraft missions.
- There must be planning for flight operations to include: safety, risk management, supervision, organization, and evaluation.
- Aviation personnel will be qualified and appropriately trained to standards.
- Aviation personnel will be provided emphasis and consideration for individual development, employee wellness and workforce diversity.
- The aviation organization will be maintained at the most efficient level commensurate with the BLM mission.
- Management has the responsibility to maintain the commitment to aviation safety and efficiency.
- District Office's local policy and procedure cannot be less restrictive, different, or conflict with National or State policy.

1.4 BLM Utah Aircraft Management Strategy

Exclusive use contracted fire aircraft are funded through the BLM National Aviation Office (NAO), and coordinated by the State Fire Management Officer (FMO). The aircraft are intended primarily for initial attack. Discretion to utilize the aircraft for non-initial attack operations within the district is at the District Manager (DM) level. Assignment of exclusive use aircraft outside of the state for extended attack fire or non-fire projects requires notification with the State FMO. The State FMO shall coordinate with District FMO's the movement of aircraft within the state based on established priorities, anticipated critical fire weather.

1.5 Authority

This operational plan meets BLM policy requirement as described in the *BLM Manual 9400* and *BLM NAP*.

1.6 Policy

See *BLM NAP 1.6*

The BLM Utah State Aviation Plan (SAP) is procedural policy for aviation program/operations under BLM Utah operational control. The BLM Utah SAP is issued under State Instruction Memorandum (IM).

2.0 AVIATION MANAGEMENT ORGANIZATIONS

2.1 Department of the Interior (DOI)

See [BLM NAP 21](#)

2.2 Bureau of Land Management (BLM)

See [BLM NAP 2.2](#)

2.3 BLM National Aviation Office (NAO)

See [BLM NAP 2.3](#)

2.4 BLM Utah

The BLM Utah aviation program is managed at two organizational levels within the state; State Office and Fire Zones. The State Office Fire and Aviation (UT-936) is responsible for the statewide aviation program. Fire Zones are responsible for aviation activities conducted under BLM operational control within the zone. The BLM Utah has five Fire Zones: West Desert, Color Country, Canyon Country, Central Utah, and Green River. Fire Zones are responsible for:

- Staffing aviation resources and equipping aviation managers/crews.
- Allocating funds to meet required aviation training (labor, flight time, travel).
- Allocate funds for non-fire aircraft contracts.
- Developing Project Aviation Safety Plans (PASP) for local projects utilizing aircraft.
- Developing agreements with cooperators for aviation support of district programs.

2.4.1 BLM Utah State Director (SD)

The SD has overall responsibility for the state aviation program, which is delegated to the State FMO. Specific responsibilities are listed in the [BLM NAP section 2.4](#) and [350 DM 1 Appendix 3](#).

- Disseminate Departmental and Bureau aviation policy and information.
- Promote the [BLM Aviation Safety Management System \(SMS\)](#).
- Assign a liaison for any BLM Utah aviation incident/accident investigation.
- Ensure adequate aviation management staff and funding in partnership with FA-500.

2.4.2 BLM Utah State Fire Management Officer (FMO)

The State FMO supervises the State Aviation Manager (SAM), and has the authority to prioritize allocation and pre-positioning of fire aircraft assigned to the BLM within the state. Aviation management authorities and responsibilities are described in the delegation of authority from the SD. Specific responsibilities are described in the [BLM NAP section 2.4](#).

- Direct the statewide aviation program.
 - Approves assignment of Utah exclusive use aircraft outside of the state, coordinates with the NAO.
 - Correct unsafe fire suppression, aviation and fuels management activities.
-

2.4.3 BLM Utah State Aviation Manager (SAM)

The SAM serves as the focal point for the state aviation program by providing technical and management expertise regarding the use of aviation resources.

The SAM has functional responsibilities in the following areas in addition to those described in the *BLM NAP 2.4*:

- Conducts or coordinates SMS based assurance checks of aviation programs and activities under BLM Utah operational control.
- Serves as a member of the Great Basin Aviation Working Committee (GBAWC) which is chartered under the Great Basin Coordinating Group.
- Serves as a member of the Aviation Management Group (AMG) which is chartered under the BLM Fire Leadership Team.
- Serves as a Contracting Officer Representative for BLM Utah exclusive use and variable term contracted aircraft and a Project Inspector for the Cedar City Full Service Retardant Base contract.
- Is designated for BLM Utah, Aviation Management System (AMS) “Power User.”
- Coordinate State Office flight requests with the appropriate Dispatch Center.
- Serves as the statewide point of contact for airspace coordination issues. Coordinates with the NAO National Airspace Program Manager, and Hill Air Force Base.

2.4.4 BLM District Manager (DM)

The DM has overall responsibility for aviation activities conducted within the district under BLM operational control. Aviation management and operational authorities and responsibilities are delegated to the District FMO, Unit Aviation Manager (UAM) and Dispatch Center Manager.

- See *BLM NAP 2.4* and *350 DM 1 Appendix 3* for list of major duties.
- Approves – Unit Aviation Management Plans; PASPs; and requests for new aviation contracts or programs.

2.4.5 Field Office (FO) Manager

This position is responsible for aviation activities supporting non-fire projects within the FO.

- Review and approve requests to use aircraft for resource projects.
- Review and/or approve PASPs.
- Coordinate projects using aircraft with the UAM.
- Coordinate aviation training needs of FO personnel as detailed in AMD Operational Procedures Memorandum (*OPM*)-04 with the UAM.

2.4.6 District Fire Management Officer (FMO)

This position is responsible for hosting, staffing, supporting, providing daily management and dispatching all BLM aircraft assigned to their unit. The District FMO supervises the UAM and delegates the aviation program management to the UAM.

2.4.7 District/Zone Unit Aviation Manager (UAM)

The UAM serves as the focal point for the district aviation program.

- West Desert District – The West Desert District provides a standalone UAM and also provides Aviation Management service for Green River District Office and Vernal Field Office.
- Color Country District – The Color Country District provides a standalone UAM and provides service to Color Country District Office, Cedar City Field Office, St George Field Office, Kanab Field Office, and Grand Staircase-Escalante NM.
- Canyon Country District – The Canyon Country District provides a collateral duty UAM in conjunction with its Helicopter Manager position. It also provides Aviation Management services for Price Field Office.
- Central Utah Fire Zone – The Central Utah Fire Zone provides an Interagency UAM for the Richfield and Fillmore Field Offices, and the Hanksville Field Station.

The UAM has functional responsibilities in the following areas:

- See [BLM NAP 2.4](#) for list of major duties.
- Responsible for reporting daily fire aircraft utilization under district operational control to the SAM.
- Ensures all aircraft ordering and dispatching occurs through the dispatch office.
- Coordinates with the SAM any requests for: exclusive use aircraft contracting and performance requirements, contract modifications, extensions, change of start dates, request for new Aircraft Rental Agreements (ARA) vendor or aircraft.

2.5 Other Aviation Positions

Description of these positions and their duties are in the [BLM NAP 2.5](#)

2.5.1 Aircrew Members

Aircrew members are classified for BLM aviation operations as those persons who are trained, qualified to perform an active mission function during the flight on an aircraft under BLM operational control. Aircrew members are not classified as passengers. Typical aircrew members include, but are not limited to:

- Aerial supervision – Air Tactical Group Supervisor (ATGS), Air Tactical Supervisor (ATS).
- Smokejumpers (Spotters and jumpers).
- Helitack/Rappel (Manager and crew).
- Designated observers (fire detection, resource observer, fire recon).
- Law enforcement tactical operations.

2.5.2 Aircraft Dispatcher

See [BLM NAP 2.5](#)

2.5.3 Aircraft Manager

The aircraft managers include fixed wing, helicopter, airtanker base, single engine airtanker (SEAT), air tactical and detection personnel. Each manager complies with his/her appropriate interagency operations guide and is responsible for the following:

- Major duties: See [BLM NAP 2.5](#)
- Meet AMD AMS workflow obligations for flight invoices.

2.5.4 Flight Manager

See [BLM NAP 2.5](#) for major duties. The flight manager is the government representative who ensures compliance with procurement document requirements and is responsible for coordinating the given flight or project and for completing AMS “Initiator” and/or “Validator” actions.

2.5.5 Passengers

Any person aboard an aircraft who does not perform the function of an aircrew member is considered a passenger. See [BLM NAP 2.5](#) for definitions and requirements.

2.6 National Aviation and Other Groups/Committees

2.6.1 BLM Aviation Management Group (AMG)

The BLM Utah SAM is a member of the BLM AMG. The function of the group is to review and develop: aviation management/operations procedures, policy and acquisition plans. As the BLM Utah representative to the AMG the SAM can take forward issues that Districts or State Office has. There is no formal issue submission protocol except to run through the normal chain of command. This group is not limited to fire aviation operations.

2.6.2 Great Basin Aviation Working Committee (GBAWC)

The Great Basin Coordinating Group (BLM, USFS, NPS, USFWS, BIA, and States within Eastern and Western Great Basin Geographic Area Coordination Centers) charters an aviation working committee to consider any aviation issue germane to the Great Basin interagency aviation operations, and develop recommendations. Fire aviation issues can be brought forward through the Great Basin Operations Group or to the GBAWC representative. The BLM Utah SAM serves as the BLM Utah representative to this committee.

2.6.3 Other Groups and Committees

The BLM Utah SAM will participate in other national level groups and committees as requested by NAO and approved by the State FMO.

3.0 ADMINISTRATIVE REQUIREMENTS

3.1 General

This section establishes: definitions, management responsibilities, policies, and procedures for administration of the BLM Utah aviation program. The [BLM NAP 2.4](#) describes the overall administrative requirements.

3.2 Reporting and Documentation Requirements

General administration policy for BLM Aviation is found in [350 DM 1](#) and [BLM NAP 3.2](#).

- Districts are responsible for reporting daily the status and previous days' flight hours of BLM exclusive use fire aircraft and supplemental fire aircraft (On-Call, ARA, Cooperator) operating in their Unit. The SAM will send out notification of start-up and cut-off dates for reporting. The State Aviation Manager will be the collection and reporting point for Utah.
- Fiscal year district aviation activity is to be reported to the SAM by October 20. The SAM will forward the required form to the UAM's by October 1.
- Aviation Safety Communiqué ([SAFECOM](#)) database reports will be submitted within 24 hours of the event.
- Accidents and Incidents-With-Potential will be reported to: (1) AMD Safety (1-888-4MISHAP), (2) SAM/State FMO/SD. For accident notification protocol see Section 4.5.
- Contract Daily Diary will be maintained by contract Project Inspectors. Copies of all Aircraft Contract Daily Diary's will be forwarded to the SAM every 2 weeks. Significant contract performance events are to be documented and forwarded to the SAM. Contract related documents are to be maintained for 6 years and 3 months after the final payment for the fiscal year.

3.3 Aviation Plans: State and Local Unit

The [BLM Manual 9400](#), Aviation Management specifies national aviation management policy. The national, state and unit aviation plans describe procedures that implement policy direction in the [BLM 9400 Manual](#). State and unit plans supplement national policies and procedures. State and district offices must not implement policy or procedures less restrictive than BLM national aviation policy. If more restrictive procedure is required, a written request from the SAM is to be sent to the NAO.

3.3.1 State Aviation Plan (SAP)

The SAP serves as an umbrella document for unit aviation plans. The State plan will be updated annually 30 days after issuance of the [BLM NAP](#) or prior to April 1. It will be issued, at the state level, by IM, and then submitted to the NAO for inclusion in the [BLM Aviation web site](#). The Utah State Aviation Plan will be disseminated to the field in electronic format.

3.3.2 Unit Aviation Plans

Unit aviation plans describe the district aviation management procedures, organization and responsibilities (See [NAP section 3.3](#) for plan components). The plans are to be updated annually within 30 days of BLM Utah State Aviation Plan issuance or prior to May 1. A copy of these plans will be forwarded to the SAM when approved.

3.4 Aircrew Orientation Briefing Package

It is recommended that districts develop *Aircrew Orientation Guides* for briefing visiting aircrews/pilots and Incident Management Teams (IMT). The SAM will develop and distribute a basic guide to which the districts can attach pertinent information about their district/area.

3.5 Land Use Policy for Aviation Activities

Regulation of aviation activities on BLM land is described in resource management plans and wilderness management plans. The BLM aviation managers serve as technical advisors only to the SD, District Manager or FO Manager. Requests by private or other governmental entities to conduct aviation activities are addressed by the various management plans and/or use agreement protocols.

3.5.1 Temporary Aviation Operations

Those operations under BLM operational control and supporting BLM fire or resource management operations, on BLM land should be coordinated with the local resource advisor. Restrictions should be identified in a PASP or District Aviation Plan.

3.5.2 Fire Chemicals Aerial Application in Waterways

Any time there is a deliberate or accidental aerial application of fire retardants and suppressants (gels and foams) in waterways or inside the 300 foot buffer zone, a report of the District FMO of the application is required. The [2009 Policy for Aerial Delivery of Retardant or Foam near Waterways](#) defines waterway as: “Any body of water, including lakes, rivers, streams and ponds whether or not they contain aquatic life”.

The responsibility of notifying resource managers (FO Manager, other FO designated point of contact, etc.) is the District FMO.

- The responsibility to submit the Fire Chemicals Report is the Field Manager or designated position.
- References: [Interagency Standards for Fire and Fire Aviation Operations, chapter 12](#) and [FA-320 IM-2009-027](#).

3.6 Budget

See [BLM NAP 3.6](#).

The BLM fire exclusive use contracted aircraft are funded through the NAO. The positions to manage and work with the aircraft are budgeted at the state or district level. All other aircraft are funded from fire suppression, severity, or specific project.

3.7 Aircraft Contracts

Aircraft flight services in excess of \$25,000 require an exclusive use aircraft contract, or an On-Call (DOI/AMD) or USFS call when needed (CWN) contract. Short term use with costs under \$ 25,000 can use the AMD ARA system or the AMD On-Call contracts. The UAM will decide which type of contract is to be used.

3.7.1 Non-Fire Exclusive Use Aircraft Contracts

See the [BLM NAP 3.7.1](#)

- Coordinate with the UAM as to project requirements.
- The UAM will develop aircraft requirements and document them using the [Request for Contract Services AMD-13](#) form.
- A *Pre-Validation of Funds for Contract Award/Renewal AMD-16* form will also need to be completed and authorized by a budget officer. This is done by the NAO for exclusive use fire contracts.
- Submit request package to the SAM.
- The SAM will review the package and submit to the NAO.

3.7.2 Fire Exclusive Use Aircraft Contracts

See [BLM NAP 3.7.2](#)

- The SAM serves as the Contacting Officers Representative (COR) for all BLM Utah exclusive use aviation contracts
- If a district wants to change the type or capability of their exclusive use contracted aircraft, a request is required to be submitted to the State FMO, after approval, the State FMO will submit a request to Deputy Assistant Director, FA-100.
- If an existing contract expires, the host district will coordinate with the SAM and NAO, and submit a new [AMD-13](#).
- Start dates: The districts determine the start dates for their exclusive use contracts. The COR will coordinate with the State Fire Operations and State FMO, NAO and the AMD Western Region and AMD/Acquisition Services Directorate Contracting Officer.
- The COR submits a [Notice to Proceed AMD-19](#) to the contractor.
- Once the Notice to Proceed is acknowledged by the contractor, the start date can be varied on either side of the published date by 14 days.
- Contract extension: The contract exclusive use period can be extended on a day-by-day basis. Extensions must be agreeable by the BLM and the contractor. Funding the extension can be done through: severity, suppression, fire rehab, project or another agency with an exchange of funds agreement with BLM. Contract extension on Severity

Funding must be requested by the District and approved by the National Office through the standard severity request process.

- A request to extend the contract is sent by the District through the COR to the NAO no later than 2 weeks prior to the exclusive use period termination.

Variable Term (VT) SEAT Contracts

The **VT SEAT Contract** functions similarly to the exclusive use contract, except that the start dates are not fixed until an order for the SEAT is received by the Contracting Officer, and the exclusive use period is for 30, 60, 90 or 120 days with the possibility of extension. There is no designated operating base. The ordering SAM is the designated COR even if the plane is moved to another state.

- Requests for variable term SEATs are made through the SAM. The SAM will coordinate the request with the NAO.
- Initial mobilization and final de-mobilization costs are figured from a designated dispatch point.
- BLM Utah is typically allocated two NAO fire preparedness funded planes. Additional planes, if needed, can be obtained through the On-Call contract system or by re-position existing VT SEATs located in other states.
- The national allocation of VT SEATs is coordinated by the NAO.
- The state allocation is coordinated by the State FMO with the District FMOs.

3.7.3 On-Call/Call-When Needed (CWN) Aircraft Contracts

The AMD administers the On-Call contracts that provide aircraft for *Small Helicopters, Aerial Supervision, SEAT, Aerial Capture, Eradication and Tagging of Animals*, and *Wild Horse and Burro operations*. The use of the AMD On-Call contracts is prioritized over use of the USFS CWN contracts; however, BLM can use USFS contracted aircraft per compliance with procedures described in the *AMD OPM-39*. An *Interagency Agreement (IAA)* is required to be in place for non fire suppression projects.

The *USFS/DOI CWN* contract for Types 1 and 2 helicopters are available for use by BLM. Follow *National and Geographic Area Mobilization Guide* procedures. Aircraft hired by BLM for a BLM project or fire incident are to use the DOI contract number and use the AMD flight invoicing system.

A Cost Analysis/Best Value Determination must be completed any time the on call contract is used.

3.7.4 AMD Aircraft Rental Agreement, Non-Fire (ARA)

See *BLM NAP 3.7.4* for details.

A [Cost Analysis/Best Value Determination](#) must be completed any time the on Aircraft Rental Agreement is used.

3.7.5 Contractor Evaluations

See [BLM NAP 3.7.4](#) for details. The [AMD-136](#) form is to be used for the contractor performance evaluation. The completed form is to be routed to the SAM, who will route a copy to the appropriate AMD Contracting Officer. Evaluations are required:

- ARA, On-Call or CWN contractor – After release of the aircraft, the aircraft manager will complete and send to the SAM.
- SEATs – Every two weeks and at the end of contract period.
- Exclusive Use – Mid season and at the end of season.

3.8 Service/End Product Contracts

See [BLM NAP 3.8](#), [3.81](#), [3.82](#) for details.

If an “End Product” contract project area is within the Utah Test and Training Range it is acceptable to provide the contractor the military airspace management office phone number and encourage the contractor to coordinate their flight activities with the military. Other than the providing of contact information the BLM will have no operational control of the aviation activities. The BLM can not specify any aircraft performance or equipment standards or pilot qualifications.

3.9 BLM Supplemental Fire Aircraft Acquisition

See [BLM NAP 3.9](#) for details.

Fire Aircraft Needed to Fill Large Fire Orders: The BLM exclusive use aircraft are primarily intended for initial attack operations. If there is a request through the Resource Ordering Status System (ROSS) program for aircraft to fill orders for a “large extended attack fire”, typically Type 1 or 2 IMT assignments, notification with the State FMO or SAM is required before filling the order.

3.10 Cooperator Aircraft

See [BLM NAP 3.10](#) for details.

Use of state/local government, military or other federal agency aircraft by BLM employees will require prior inspection and approval by AMD unless the aircraft and pilot have already been approved. Proposed use of these aircraft must be requested through the SAM to the NAO.

Any BLM Utah employee who is requested to participate in mission type of aircraft operations by another agency shall receive approval from their respective Unit Aviation Manager (UAM) or

State Aviation Manager (SAM) prior to participation.

The Utah Army National Guard has been approved by AMD as a Cooperator for BLM Utah.

3.11 Senior Executive Service (SES) Flights

See [BLM NAP 3.11](#) for details.

Aircraft may be used to transport SES personnel to meetings, administrative activities or conduct mission type of flights. These flights are requested through the UAM and usually arranged by the appropriate local dispatch.

- Mission type of flights can be arranged without DOI Solicitors immediate involvement. Coordination prior to the flight with the SAM will be required.
- Transportation type of flights will require coordination and approval from the DOI Solicitors office by the SAM.

3.12 Dispatching - Flight Requests

See [BLM NAP 3.12](#) for details.

For all non-fire flights, the user must assure that there is appropriate funding for the mission and that necessary supervisory approval has been granted. The [BLM form 9400-1a Flight Request](#) is required to be completed for all non-fire flights when a PASP is not completed. A Project Aviation Safety Plan (PASP) may be required depending on the project/flight complexities. The UAM must review the [9400-1a Flight Request](#) and obtain line manager approval.

3.13 Aircraft Flight Service Ordering

See [BLM NAP 3.13](#) for details. Only the UAM or dispatchers are authorized to order aircraft from the various AMD flight service contracts. Individual Project Coordinators must not order aircraft direct from AMD contractors.

3.14 Aircraft Payment Systems

Aviation management System (AMS): [AMS](#) is a web based system that can be accessed from any computer with internet access for generating and processing flight use invoices and interfacing with the DOI financial system for payment. It also makes utilization reports to GSA.

- For 2011, [AMS](#) will be used for all AMD procured aircraft.
- New for 2011 are mission and user unit codes and separate pay item codes for flight time involving project rates vs. fire fixed flight time rates. See the contract for details.
- The [AMS](#) workflow requires that there be an “Initiator” who typically will be the flight manager. When the “Initiator” is ready to forward the flight use record – at the close out of a hire period or every 15 days (1st and 16th of the month) whichever is sooner – the flight use report is sent to the Contractor.
- The Contractor reviews the report; adds any excise tax entries, corrects errors, and/or

attaches scanned receipts/relief transportation worksheets. Then the Contractor submits the invoice which is sent to an assigned “Validator.”

- The “Validator” will review the invoice and either accept or reject. There is a three-day period for action. If the invoice is accepted then it is sent to a designated (from assigned list) “Approver.”
- The “Approver” accepts or rejects the invoice. If it is accepted, then the invoice is routed to the Contracting Officer for payment. If it is rejected it goes back to the contractor.
- Additional “Initiator,” “Validator” and “Approver” assignments can be added through the AMS Call center or AMS Help desk (ams-helpdesk@nbc.gov).

3.15 Coding for Flight Use Reports

3.15.1 Billee Codes

All exclusive use contracted aircraft will use the “home unit” Billee code regardless of the operating location for all pay item codes. The only exception is when a non BLM entity uses the aircraft for a non-fire mission and the entity has an already established Billee code.

3.15.2 User Unit Codes

AMS utilizes “User Unit Codes.” These codes are the same as the agency ID code used by ROSS. The agency/office that has jurisdiction for the flight will be depicted by the User Unit Code. For use on the paper AMD-23 form, note the User Unit Code in the remarks section of the form and reference to the specific line number. The User Unit Codes should be used for all line entries regardless of which payment method is being used.

3.15.3 Mission Codes

AMD has issued new mission codes through the [AMD Tech Bulletin 10-01](#). Use of the new mission codes is mandatory. Mission codes are only used for time based entries for flight time.

3.15.4 Pay Item Codes

AMS uses separate “Flight Time” pay item codes for fire and project flight rates. The code FT is used for any contract that has a fixed flight rate. A different code is used for any flight rate that is negotiated or was set in the contract bid process – i.e., “Project Flight Rate.”

3.15.5 Fund Codes

See [BLM NAP 3.7.2](#) and [3.15.2](#)

All fire exclusive use aircraft daily availability, during the established use period, is charged to: **LLFA5400000 LF10000AV.HT0000**. (Note: there is no mission code for daily availability.) All other charges are made against the appropriate user charge code.

3.15.6 Billee Code Agreements

In the AMS, the selection of the Billee Code Agreement box is required for each line entry (FT, EP, PD, AV, etc). For all entries other than for Availability select from the drop down menu - "none". For Availability select the other choice in the drop down menu.

3.16 Fleet Aircraft

BLM Utah has no fleet aircraft.

3.17 FEPP

This is a USFS administered program for providing government entities military excess aircraft.

3.18 FBMS

All flight use payments are done by AMD and the AMS program interfaces automatically with FBMS. All fire chemicals (retardant, foams and gels) expenditures/invoices (full service contract invoices and bulk product invoices) are entered into FBMS at the district level.

3.20 New Program Requests

New program requests involving aerial assets, not already approved by BLM, shall be routed through the SAM and State Director to the Aviation Division Chief for approval.

4.0 SAFETY

4.1 General

The BLM aviation safety program is modeled after the Federal Aviation Administration (FAA) and International Civil Aviation Organization (ICAO) Safety Management Systems (SMS). The Government Services Administration (GSA) is requiring an SMS program be implemented by 2013.

Each BLM employee and contractor involved with aviation has the responsibility to plan missions thoroughly, conduct missions with a conservative attitude, and respects the aircraft and environment in which they are operating in.

4.2 Safety Management Systems (SMS)

The SMS serves to structure the BLM existing safety initiatives and provides a review process for how well those initiatives function. Safety is a system that incorporates a proactive approach to using hazard identification and risk management in all phases of an aviation operation and programs. The SMS has four major components: policy, risk management, assurance and promotion. More information is available on the [Lessons Learned web site](#).

4.3 Safety Policy

Aviation management policies describe: authorities, responsibilities, acceptable operating practices and administrative procedures. All aviation safety standards and policy requirements identified in the [BLM NAP 1.6](#) must be followed.

4.3.1 Aviation Life Support Equipment (ALSE)

See [BLM NAP 4.3.1](#) and the [DOI ALSE Handbook](#).

Non-fire suppression helicopter flights require that all passengers and aircrew wear AMD approved flight helmets.

Wildland firefighters assigned to wildland fire incidents may wear approved hardhats with chinstraps in lieu of flight helmets when being transported as a qualified non-crewmember during fire operations from an established and managed helibase/helispot to another managed helibase helispot. A managed helibase/helispot is established when there is a helicopter crewmember or helibase/helispot manager on the ground at the helibase/helispot before the passengers are transported to these locations. All other fire suppression helicopter flights such as reconnaissance, PSD, Infrared, cargo missions etc, require all passengers to wear flight helmets.

Initial attack helicopter operations require flight helmets for all on board during the initial attack deployment phase of the operation until a landing area meeting (IHOG) standards for operations and helispot management are met.

4.3.2 Project Aviation Safety Plans (PASP)

See the [BLM NAP 4.3.2](#) plus the following:

All non-fire suppression projects (mission type of flight) require project planning prior to implementation. The level of planning and approval depends on complexity and scale of the project and level of risk. Fire suppression aviation operations are documented in the Unit Aviation Plan.

The PASP's are to be reviewed and approved by a Line Officer (District Manager, FO Manager or acting). Districts may delegate approval of low complexity projects to the UAM or other designated position if specified in the Unit Aviation Plan.

- Low complexity, low risk projects that are planned for completion in one day, can be documented on a [BLM Form 9400 1a](#).
- Higher complexity/risk projects will be documented on a PASP.
- PASP's will include the following information:
 - Project Name/Objectives
 - Project dates
 - Justification for utilizing Aerial Resources
 - Project Participants
 - Aircraft/ Pilot
 - Cost Coding Information
 - Flight Following Frequencies
 - Flight Following Procedures
 - Search and Rescue Procedures
 - PPE Requirements
 - Aerial Hazard Analysis
 - Manifest and Load Calculations and/or Weight and Balance Information
 - Helispot/Unimproved Landing Site Information
 - Project Approval Signatures
 - [Cost Analysis/Best Value Determination](#) (DOI Aircraft rental Agreement), or [Cost Analysis/Best Value Determination](#) (DOI On Call Small Helicopter Contract), or [DOI On Call WHB Ordering Record](#) (On Call BLM WH&B Contract)
 - Aviation Risk Assessment utilizing the SMS Risk Assessment and Mitigation Worksheet signed by the appropriate Line Officer
 - Cockpit Sized Hazard Maps
 - Project Preflight Briefing Checklist
 - Project Area Maps
 - [BLM Form 9400-1a](#) (front side only, if used for resource tracking by Dispatch)

The Fire Zone Cockpit Sized Aerial Hazard maps may be accessed at:
<\\blm\dfs\ut\loc\Workspace\ut\so\jsheffey\Aviation\Sectional2010\UtahSectionals>.

Project area maps should be completed utilizing ArcMap with an Aeronautical Sectional Chart background with overlay of the HMA or Project area. This will facilitate Airspace deconfliction with Military Schedulers. The Aeronautical Sectional Charts can be accessed at: <\\blm\dfs\ut\loc\Workspace\ut\so\jsheffey\Aviation\Sectional2010\UtahSectionals>.

All PASPs shall be completed in narrative format following the outline above, with the exception of Aerial Ignition projects, which may utilize the standard format as found in the [Interagency Aerial Ignition Guide](#).

PASP’s and Risk Assessments will be reviewed and approved before implementation at the appropriate level based on the final risk level of the SMS Risk Assessment and Mitigation Worksheet.

<u>Final Risk Level</u>	<u>Review Level Required</u>	<u>Approval Level Required</u>
Low	Unit Aviation Manager	District/Field Office Manager
Medium	Unit Aviation Manager	District/Field Office Manager
Serious	State Aviation Manager	District Manager
High	State Aviation Manager	State Director

A good resource for aviation project planning can be found in the [Interagency Helicopter Operations Guide Chapter 3](#). Personnel needing assistance with PASP requirements, content or examples should contact their local Unit Aviation Manager.

A courtesy copy of all approved PASP’s will be forwarded to the [State Aviation Manager](#) at least 3 business days prior to project implementation.

4.4 Risk Management

See the [BLM NAP 4.5](#).

4.5 Assurance

The BLM Utah Aviation SMS Assurance Program consists of monitoring of aviation activities by UAMs, SAM and NAO program managers.

- UAM and Aircrew supervisors conduct after action reviews (AAR) of projects, fire suppression operations, SAFECOM events.
- UAMs will forward any significant AAR findings to the SAM.
- Morning fire aviation operational briefings will have discussion of the following: previous day aviation operations, today’s planned operations, 6 minutes for safety aviation topic or

SMS risk assessment topics, and other topics as appropriate.

- UAMs will review PASP and risk assessments that are prepared by project aviation operations personnel.
- The SAM will review all serious and high risk rated PASPs, and will monitor all PASPs.
- The SAM will make site visits of airbases, projects and fire incidents. Coordination with the District FMO and UAM will be done, and results communicated to the State FMO, District FMO and UAM.

4.5.1 Safety and Technical Assistance Team (STAT)

See [BLM NAP 4.5.1](#)

The Geographic Mobilization Guides detail ordering procedures. Coordinate with the SAM for facilitation of STAT requests.

4.5.2 Aviation Safety Communiqué (SAFECOM)

See [BLM NAP 4.5.2](#). Aviation operations under BLM Utah operational control that have reportable events will be reviewed at the SAM level. The SAFECOMs are reportable by anyone who witnesses or has specific knowledge of an event. Reports should be sent to the UAM. SAFECOM events for BLM Idaho aircraft/aircrews that occur under other operational control should have a courtesy copy sent to the SAM.

- SAFECOMs can be reported several ways in order of preference – (1) Through the [SAFECOM web site](#) – www.safecom.gov; (2) Phone 1-888-4MISHAP; (3) Paper form that is Faxed or mailed. (ID-916 FAX is (208) 373-3850).
- Events that are significant in their potential to be accidents are generally classified as Incidents with Potential (IWP).
- IWP's will be reported immediately to the UAM or FMO and the SAM. The SAM will inform the State FMO, SD and BLM FA-500.

4.5.3 Program Evaluations, Fire Preparedness Reviews, Site Visits

See [BLM NAP 4.5.3](#) and [BLM NAP Appendix 6](#)

- Utah is scheduled for an AMD Aviation Program Evaluation in 2013.
- Utah will complete Fire Preparedness Reviews on an annual basis.

4.6 Safety Promotion

BLM has developed several ways to promote safety within the aviation program:

4.6.1 Lessons Learned

See *BLM NAP 4.6.1*. The UAM can submit to the SAM, aviation lessons learned from After Action Reviews (AAR's) or events. The SAM will coordinate development of the lessons learned document and submit it to FA-500 Safety.

4.6.2 Aviation Safety Awards

See *BLM NAP 4.6.2*. The UAM is the focal point for air awards for events occurring on their districts. The UAM will coordinate with the SAM who will sponsor the award with NAO Safety.

5.0 OPERATIONAL POLICY

5.1 General

The BLM Utah engages in many aviation operations supporting fire management and resource management programs. The BLM law enforcement is also engaged in aviation operations typically with cooperator agencies such as County Sheriff Departments, State Police, US Drug Enforcement Agency, and Utah National Guard. The work and environment is dynamic in nature and requires attention to standard operating procedures, good mission planning and continual evaluation and control of the inherent hazards/risks.

The BLM Utah has exclusive use contracted aircraft and the crews, management and support facilities for fire management. The Fire and Aviation units of the State Office and the Districts provide aviation expertise and management for all BLM Utah programs.

5.2 Policy, Operational Guides and Handbooks

A list of all of the BLM aviation policy documents can be found in the *BLM 9400 Manual* and *BLM NAP 1.6*.

5.3 Public/ Civil Aircraft Operations

See *BLM NAP 5.3*

5.4 BLM Employees on Non-BLM Aircraft

See *BLM NAP 5.4*

5.5 Passengers

See *BLM NAP 5.5*.

5.6 Emergency Exception to Policy

See *BLM NAP 5.6*

5.7 Categories of Flight

See *BLM NAP 5.7*

5.8 Flight Planning

See *BLM NAP 5.8*

5.9 Flight Following

See *BLM NAP 5.9*

5.10 Radio Frequency Management/Communications

See [BLM NAP 5.10](#)

5.11 Overdue, Missing or Downed Aircraft

See [BLM NAP 5.11](#)

5.12 Mishap Response

See [BLM NAP 5.12](#)

The [Interagency Aviation Mishap Response Guide and Checklist](#) is available on the AMD web site and through the fire cache system.

Each district will have an [Interagency Aviation Mishap Response Guide and Checklist](#) updated annually and with complete BLM notification information. In the event of a missing aircraft or known accident under BLM operational control or an event involving a BLM Utah aircraft/aircrew, districts are to follow the Mishap Response Guide and Checklist and immediately notify (in order of immediate availability):

State Aviation Manager
State FMO or Assistant State FMO
State Director or Associate State Director

The SAM will notify the:

State FMO
NAO (in order of availability): (1) Aviation Safety Manager; (2) Operations; and
(3) Division Chief. In the absence of the SAM, the State FMO will contact the NAO.
SD and/or ASD
UTSO Safety Manager
UTSO External Affairs

5.13 Transportation of Hazardous Materials

See [BLM NAP 5.13](#)

5.14 Invasive Species Control

See [BLM NAP 5.14](#)

5.15 Fire Chemicals and Aerial Application Policy Near Waterways

See [BLM NAP 5.15](#)

5.16 Search and Rescue (SAR)

Agency Line Officers, Managers or an Incident Commander may direct agency personnel to participate in SAR aviation missions on or over public lands. All personnel involved with SAR operations should remain within the scope of their employment. Proper planning, risk assessments, and mission briefing prior to an event will significantly reduce risk and improve the odds of success. SAR operations could lead to actions in conflict with DOI policy (reference BLM NAP 5.6 Emergency Exception to Policy).

If BLM aircraft will be utilized for Search and Rescue activities, the local unit must ensure that a cooperative agreement is in place that specifies how the aircraft will be used and how billing will be done.

5.17 Large Airtanker (LAT), Very Large Airtanker (VLAT) and CL-215/415

See [BLM NAP 5.17](#)

Large airtankers are coordinated nationally through the GACC. The [Great Basin Geographic Area Mobilization Guide](#) describes ordering procedures.

The rotation of airtankers at airtanker bases generally follow first in/first out, with a variation between large airtankers and SEATs dependent on Incident Commander or aerial supervisor request, or per GACC/NICC order. Large airtankers (P-3, P-2V and Modular Airborne Fire Fighting System (MAFFS)) drop long term retardants or water.

MAFFS: The C-130 MAFFS are only activated by NICC. The MAFFS require a lead plane for all drops.

Scooper Aircraft – CL-215/415: See [BLM NAP](#).

Very Large Airtanker: See [BLM NAP](#).

5.18 Airtanker Base Personnel

See [BLM NAP 5.18](#)

5.19 SEAT Operations

The BLM Utah utilizes SEATs through the [AMD Variable Term](#) and the [On-Call contracts](#). See [BLM NAP 3.7](#) and [the SAP 3.7](#) for details. The SEATs are typically deployed to Cedar City, Tooele, Fillmore, Nephi, and Vernal. The BLM Utah is allocated two variable term SEATs funded through the NAO.

SEATs are primarily an initial attack resource with diminishing effect when operated more than 50 miles from the support base. They are most effective when operated in multiple plane groups. They can drop long term retardants, fire suppressant gels, foam or water. The contracts require a

contractor provided mix and loading unit, which allows for temporary remote site set up. The BLM provides any of retardant, gels, foams and the water. SEAT operations will not be conducted from roads and dirt/gravel airstrips.

5.20 Foreign Airtanker Operations

See [BLM NAP 5.20](#)

5.21 Aerial Supervision/Leadplane Operations

See [BLM NAP 5.21](#) plus the following:

Aerial supervision primary function is to manage incident airspace and assist the IC with fire information, tactical direction of aerial resources and communicate potential developing firefighter and public safety situations. The BLM Utah philosophy is that when available, aerial supervision will be dispatched to provide assistance to Incident Commanders (IC) regarding: fire behavior, weather monitoring, assisting crews with access, operational mapping, communication link. Aerial supervision can be sent even if other aerial resources are not dispatched ([See BLM Operations Alert 01-10](#)).

- Lead plane or Aerial Supervision Module (ASM) is required to be ordered for “congested” ([Interagency Aerial Supervision Guide](#)) airspace incidents that have retardant dropping operations.
- Interested potential trainee ATGSs are considered “mission essential.” Other non-aerial supervision persons are not allowed on board during tactical aerial supervision missions. The ATGS has the final decision as to who is on board.

5.22 Helicopter Operations

See [BLM NAP 5.22](#)

5.22.1 Helitack

See [BLM NAP 5.22.1](#)

5.22.2 Rappel

BLM Utah has no Helicopter Rappel Program. Other agencies assigned to BLM Utah incidents may utilize helicopter rappel operations if authorized and qualified by their agency.

5.22.3 Cargo Letdown

BLM Utah Helitack Crews conduct cargo letdown operations. The cargo letdown operation allows a helitack crew to deliver small cargo loads precisely to one or more locations without a longline/remote and cargo net hook set up. See the [BLM NAP 5.22.3](#) and [Appendixes 8 & 9](#), and the Interagency Helicopter Rappel Guide for specific requirements.

5.22.3 Shorthaul

BLM Utah does not have an approved Helicopter Shorthaul program. Other agencies assigned to BLM Utah incidents may perform Helicopter Shorthaul operations in support of BLM missions if authorized and qualified by their agency.

5.23 Aerial Ignition

See the [BLM NAP 5.23](#) plus the following:

The BLM Utah has equipment (PSD) and qualified operations personnel on the Tooele and Moab helitack crews. Anytime that a district requires a helitorch the equipment and personnel will have to be obtained from cooperators (BLM, USFS, NPS) or from contractors listed on the AMD On-Call small helicopter contract. At least one month lead time will be needed for contractor provided helitorch operations. The SAM will coordinate with FA-500 and AMD.

5.24 Wild Horse and Burro Operations

See the [BLM Wild Horse and Burro Program Aviation Management Handbook H-4740-1](#) and AMD's [On-Call BLM Wild Horse and Burro Contract](#).

If BLM employees will act as aircrew members or passengers during herding operations, it must be noted in a Project Aviation Safety Plan and approved according to the Final Risk Level on the associated Risk Assessment. **No agency personnel shall be onboard the aircraft during drive trapping and capture operations.**

5.25 Aerial Capture, Eradication and Tagging of Animals

See [BLM NAP 5.25](#)

5.26 Smokejumper Operations

See [BLM NAP 5.26](#) plus the following:

The BLM Utah has access to smokejumpers from BLM and USFS through the resource ordering system (See [Geographic Mobilization Guide](#)). The BLM Utah has its primary jump base at Cedar City and will set up temporary bases at any acceptable location.

5.27 Light Fixed Wing Operations

See [BLM NAP 5.27](#) plus the following:

The BLM Utah aerial supervision planes can be utilized for detection, fire recon, and resource management flights. The primary mission of the planes is aerial supervision on incidents. If other missions for the planes are planned, the District FMO or Duty Officer is the point of contact.

5.28 Law Enforcement Operations

See [BLM NAP 5.28](#)

5.29 Unmanned Aerial Systems

See [BLM NAP 5.29](#)

6.0 BLM Aviation Training

See [BLM NAP 6.0](#)

7.0 Airspace Coordination

See [BLM NAP 7.0](#)

7.1 Interagency Airspace Coordination

See [BLM NAP 7.1](#)

7.2 Airspace System Information

See [BLM NAP 7.2](#)

7.3 The National Interagency Airspace Information System

See [BLM NAP 7.3](#)

7.4 Flight Planning, Hazards, and Obstructions

See [BLM NAP 7.4](#) plus the following:

The SAM will coordinate with the UTSO Fire GIS personnel to develop and produce an annual flight hazard briefing map for all BLM Utah Districts. The maps will depict dispatch jurisdiction, military (MOA, RA and MTR) and FAA Class C and D airspace, BLM and USFS fire airbases, towers, wires, wind turbine farms, other aviation hazards.

The UAMs are responsible for sending the SAM updated hazard information by February 1.

7.5 Fire Traffic Area

See [BLM NAP 7.5](#)

7.6 Temporary Flight Restriction

See [BLM NAP 7.6](#)

7.7 National Firefighting Transponder Code (1255)

See [BLM NAP 7.7](#)

7.8 Airspace Boundary Plan

See [BLM NAP 7.8](#) plus the following:

Anytime that aircraft are dispatched to or are operating within a 10 nm corridor along dispatch centers jurisdictional boundaries, a notification to the affected dispatch center is required. The sending dispatch is responsible for the notification.

7.9 Airspace Deconfliction

See *BLM NAP 7.9*

Dispatch units must deconflict any flight that will occur in special use airspace.

7.10 Airspace Conflicts

See *BLM NAP 7.10*

Any airspace conflicts that occur will be report to the SAM as soon as possible.

7.11 Operations Along Foreign Borders

See *BLM NAP 7.11*

7.12 Airspace Letter of Agreement

BLM Utah has a Letter of Agreement (LOA) with the Utah Test and Training Range (UTTR) that includes BLM Nevada, Hill Air Force Base, the 388th Fighter Wing (ACC), and the 388th Range Control Squadron (ACC).

The LOA details specific requirements for BLM controlled aircraft to enter UTTR airspace. See the MOU for specific requirements.

8.0 AVIATION SECURITY - AIRCRAFT and FACILITIES

See *BLM NAP 8.0* plus the following:

Districts are responsible for completing the *DOI Aviation Security Procedures for Airports or other Aviation Facilities (AAF)* on an annual basis.

A copy of the completed document will be kept by the UAM and forwarded to the SAM.

9.0 AVIATION FACILITIES

See [BLM NAP 9.0](#)