

UNITED STATES DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT  
Idaho State Office  
1387 South Vinnell Way  
Boise, Idaho 83709-1657

In Reply Refer To:  
9210/1112 (932) I

April 7, 2008

EMS TRANSMISSION 04/08/2008  
Instruction Memorandum No. ID-2008-042  
Expires: 09/30/2009

To: District Managers  
Attn: Fire Management Officers, Aviation Managers, Dispatchers, Pilots

From: State Director

Subject: Fiscal Year (FY) 2008 State Aviation Plan

**Program Area:** Fire and Aviation.

**Purpose:** This Instruction Memorandum (IM) directs implementation of the FY 2008 State Aviation Plan (attached) which includes the Aviation Boundary Plan and Checklist for Idaho BLM. Completion of the Boundary Checklist is mandatory in Idaho BLM Dispatch Centers. The State Aviation Plan is designed to serve as an "umbrella" document for the state and serves as statewide aviation policy. District Aviation Plans are still required to be in place and updated annually.

**Policy/Action:** The expectation is that Fire Management Officers, Unit Aviation Managers, Dispatchers, Aircraft Managers, and Pilots review, understand, and implement the State Aviation Plan.

**Timeframe:** This policy becomes effective the date of this IM.

**Background:** Each state is required to publish a State Aviation Plan that implements national policy by detailing internal procedures. This document was coordinated with all participating Idaho BLM Unit Aviation Managers.

**Manual/Handbook Sections Affected:** This IM serves as interim guidance for Idaho Manual Supplement 9210 - Fire Management, until it is written.

**Coordination:** This IM has been coordinated with Human Resources (ID-953).

**Contact:** Any issues that require clarification should be referred to Jon Curd, State Aviation Manager, at (208) 373-3853.

**Boise District with Union:** Management is reminded to notify and satisfy any bargaining requirements prior to implementation.

Signed by:  
Thomas H. Dyer

Authenticated by:  
Susanna M. Henry  
Fire Program Assistant (ID-932)

1 Attachment:  
1 – Idaho State Aviation Plan 2008 (22 pp)

cc:  
Field Office Managers

# Department of the Interior Bureau of Land Management



## Idaho State Aviation Plan 2008

Prepared By     /s/ Jon Curd      
Jon Curd  
State Aviation Manager

Date     3/19/08    

Reviewed By     /s/ Leonard Wehking      
Leonard Wehking  
State Fire Management Officer

Date     3/21/08    

Approved By     /s/ Tom Dyer      
Tom Dyer  
State Director

Date     4/7/08

# BLM IDAHO STATE AVIATION PLAN

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## 1. INTRODUCTION

- 1.1 Purpose:** This operational plan is developed to clarify and standardize aviation management in Idaho BLM and provide guidelines, policies, responsibilities, and procedures.
- 1.2 Objective:** The objective of the Idaho State Aviation Plan is to provide safe, efficient, and economic use of aircraft in support of Land Management Operations.
- 1.3 References:**
- A. Title 14 CFR
  - B. Part 112, Departmental Manual (DM) 350-354
  - C. Aviation Management Directorate (AMD), Operational Procedures Memoranda's (OPM's)
  - D. BLM Manual Sections 1112, 1221, 1525, 9111, 9210, 9400-9470
  - E. Office of Management and Budget (OMB) Circulars A-76, A-123, A-126
  - F. General Services Administration (GSA) Federal Property Management Regulation (FPMR) 101-37
  - G. Interagency Aviation Operational Guides (see section 5.3)

## 2. ROLES AND RESPONSIBILITIES

- 2.1 State Director:** The State Director has overall responsibility for the State Aviation Program, which is delegated to the State Aviation Manager (SAM) through the Deputy State Director for Resource Services and the State Fire Management Officer (FMO).
- 2.2 State Aviation Manager:** The SAM serves as the focal point for the State Aviation Program by providing to the State Director technical and management expertise regarding the use of aviation resources. The SAM has functional responsibilities in the following areas:
- 1. Implements BLM aviation program objectives and directives in support of state and district Aviation programs.
  - 2. Develops and implements the statewide Aviation Management Plan and aircraft safety and accident prevention measures.
  - 3. Serves as the Contracting Officers Representative (COR) on BLM exclusive use aviation contracts in the state.
  - 4. Nominates candidates to the Contracting Officer to appoint as alternate COR's and/or Project Inspectors (PI's) for all BLM aviation exclusive use contracts in the state. At a minimum, candidates will consist of the primary Aircraft Manager for each exclusive use contract and each Unit Aviation Manager (UAM) that has an exclusive use contract on their districts.

5. Provides aviation training support to the Idaho State Office, district offices, and other cooperative agencies. Provides statewide statistical analysis and A-126 reporting.
6. Responsible for reporting statewide aircraft use reports for all aircraft under their operational control to the National Aviation Office (NAO) on a daily basis.
7. Coordinates with the NAO specialists regarding aviation issues.
8. Coordinates with other interagency partners on regional and state levels.

**2.3 District Manager:** The district manager has overall responsibility for the District Aviation Program. This responsibility is assigned to the District Fire Management Officer. When required, the FMO delegate's these duties to a UAM.

**2.4 Unit Aviation Manager:** The UAM serves as the focal point for the district aviation program by providing technical and management direction of aviation resources to support field office programs. The UAM has functional responsibilities in the following areas:

1. Authorized through the Unit FMO to provide daily management of all aerial resources.
2. Assures district flight compliance with the Department of the Interior (DOI)/BLM/state and district policies and regulations.
3. Develops and implements the district/unit aviation management plan, as well as specific plans for other aviation programs (Helitack, SEAT, Air Tactical, etc.).
4. Assures that appropriate training is provided to users and managers.
5. Designates and assigns an alternate Aviation Manager (AM) when needed.
6. Assures that visiting aircrews have received flight crew briefing/orientation guides.
7. Confirms DOI/BLM/Office of Management and Budget (OMB) requirements are met, completes the cost analysis requirements, and schedules flights with a qualified vendor.
8. Briefs users on flight-following requirements.
9. Assures the accuracy of the Aircraft Use Report, maintains copies and records documenting the flight as required by the Departmental Manual.

10. Confirms a qualified Flight Manager is assigned to all project/resource flights.
11. Responsible for the distribution and use of the **Idaho BLM Airspace Boundary Management Plan/Checklist** (see 8.3 & 8.4).
12. Ensures Aviation Security Plan is current and implemented.
13. Serves as the alternate COR for all BLM Exclusive Use aircraft on their unit.
14. Responsible for reporting aircraft use reports and coordinating for all aircraft under their operational control to the SAM via the local aircraft dispatch desk.
15. Ensures all aircraft ordering and dispatching occurs via a dispatch office.

**2.5 Aircraft Dispatcher:** Local dispatchers trained in aviation operations, policies, and procedures generally fulfill aircraft dispatching duties. Duties include:

1. Confirms that BLM Flight Request Form 9400-1A is utilized, completed, and authorized for all non-fire flights. The 9400-1A may be used for any one-time resource/special-use flights. All other special-use flights should have an attached plan approved by the appropriate authority. Fire flights on a resource order are authorized and are the only flights exempt from the mission-by-mission approval requirement.
2. Coordinates with other agencies on flight following when air operations cross jurisdictional boundaries.
3. Maintains an up-to-date Interagency Aviation Mishap Response Plan and initiates emergency search-and-rescue procedures for overdue, missing, or crashed aircraft.
4. Follows the procedures and guidelines established in the Geographic and National Mobilization Guides when flights are incident related.
5. Utilizes required **Idaho BLM Airspace Boundary Plan and Checklist** when dispatching any aircraft into an identified Boundary Zone.
6. Provides appropriate notification to assist in airspace coordination and deconfliction (Federal Aviation Administration (FAA), bordering dispatches, military).
7. Authorized to order approved aircraft utilizing agency procurement documents.

**2.6 Pilot:** The Pilot is in command of the aircraft and has ultimate responsibility under FAA and Departmental regulations and requirements specified in the contract for the safety of the aircraft and persons on board. Other responsibilities include the following:

1. Operates the aircraft in accordance with applicable Federal Acquisition Regulations (FARs) and DOI/BLM policy and procedures.
2. Develops, activates, and closes FAA or agency flight plans.
3. Wears personal protective equipment when required.
4. Does not deviate from the flight plan or mission profile unless prior authorization is received, except under an emergency.
5. Performs a thorough pre-flight inspection of the aircraft and briefs all passengers in accordance with 351 DM 1.5.
6. Conducts mission planning.

**2.7 Aircraft Manager:** Aircraft Managers include fixed wing, helicopter, airtanker base, SEAT, air tactical, and detection personnel. Each manager complies with his/her appropriate Interagency Operations Guide and is responsible for the following:

1. Plans, coordinates, and supervises aircraft operations according to DOI/BLM policy.
2. Directs pilots and crews, and provides operational and safety briefings to aircrews, project leaders, and passengers.
3. Conducts risk and hazard analysis, completes flight invoices, daily diaries, and all related documentation.
4. Conducts mission planning.
5. Responsible for providing daily aircraft use reports for aircraft they manage to the UAM.
6. Consults with the local UAM, or if UAM is unavailable, the SAM when in doubt over any aviation issue.

**2.8 Flight Manager:** The Flight Manager is the government representative who ensures compliance with procurement document requirements and is responsible for coordinating the given flight or project. He/she must have received approved Flight Manager training within the last three years (OPM 04 and Interagency Aviation Training Guide, pages 8-11). Duties include:

1. Checks the pilots' qualification card and aircraft data card for approval and currency.
2. Briefs pilots on mission, frequencies, flight routes, hazards, flight following, passenger briefing requirements, and any other related information required.
3. Ensures that flights are safely conducted and do not deviate from filed flight plans or mission profiles.
4. Initials the flight invoices and routes them according to procedures specified in the contract.

**2.9 Other Positions:** Statements of responsibility for Aviation Management Division (AMD), BLM NAO, Airspace Coordinator, and other aviation positions are included in the DMs, Bureau 9400 Manual and the BLM National Aviation Plan.

### **3. ADMINISTRATION**

#### **3.1 General**

Flights on scheduled commercial airlines are initiated by individual employees through approved BLM Travel Centers utilizing their Federal Government Credit Card.

Aircraft acquisition and procurement for all other flights are approved by AMD and managed by qualified aviation personnel in their respective BLM offices.

All commercial aviation services required by any DOI Bureau or office (with the exception of those services listed under 353 DM 1.2A) shall be acquired through the procurement process of the AMD. This precludes a DOI Bureau or office, or any subdivision thereof, from utilizing a government transportation request (GTR), SF-44, credit card, or similar small purchase method to procure aviation services other than by seat fare from commercial carriers. There are circumstances where Forest Service aircraft may be utilized to accomplish BLM missions if certain criteria are met (refer to OPM-39).

Aviation services provided to BLM shall be documented on an Aircraft Use Report (Form AMD 2A for fleet aircraft, or AMD- 23 for vendor aircraft). The accomplished payment document will be submitted to AMD for payment to the appropriate vendor of the aviation services provided.

### 3.2 **Aircraft Contracts**

Formal aircraft services in excess of \$25,000 require an Exclusive Use, On-Call or Call When Needed (CWN) contract. The request is made by submitting an AMD-13, Request for Contract Services, through the SAM to the NAO. When endorsed by the NAO, the request is forwarded to AMD. The AMD solicits and awards the contract and assigns a Contracting Officer (CO) and Technical Representatives. The SAM serves as the COR and delegates field administration of the contract to one or more alternate CORs or PIs.

**Fire Aircraft Needed to Fill Large Fire Orders.** Aircraft will be obtained through normal dispatch procedures. The BLM exclusive use aircraft are initial attack resources. Assignment of these aircraft to on-going large fires will be the exception, and must be made after consultation with the State FMO through the SAM. State FMO/SAM will remain informed on the national situation, and will consult with the Fire and Aviation Directorate (the BLM Fire and Aviation Office) Operations Division and NAO on assignment of BLM exclusive use aircraft to on-going large fires.

**3.3 Aircraft Rentals and Charters:** Procurement of aircraft for administrative and aviation projects is accomplished through the AMD Aircraft Rental Agreement (ARA). Individual transactions shall not exceed the \$25,000 (\$100,000 for fire emergency) threshold unless authorized by the AMD CO. These agreements are used when airlines, contract aircraft, and ground transportation are unavailable, unfeasible, or not cost effective. Requests are made to the local UAM, who will work with the dispatching office involved. State office personnel contact the SAM. **State and district AMs, or qualified dispatch office personnel, are the only BLM employees authorized to schedule aircraft through the ARA, On-Call or CWN systems.** A Best Value Determination must be made for any aircraft procured under the ARA system that is estimated to exceed \$2,500. This form and instructions may be found at [http://amd.nbc.gov/fc/library/BVD\\_Form.doc](http://amd.nbc.gov/fc/library/BVD_Form.doc).

Requests from the field to add new vendors are reviewed at the state and national level to insure that the numbers of approved rental aircraft are consistent with program objectives. All "Request for Rental Services" (AMD-20) will be reviewed and submitted by the SAM to the NAO. The appropriate NAO program leader (fixed wing, helicopter) will review the request and, if approved, forward to the AMD for processing.

**3.4 Service/End Product Contracts:** All Service or End Product contracts are used to acquire a product for the BLM (i.e., per-acre, per-unit, per-area, or per head basis). The intent of this type of procurement is for the contractor to supply all personnel and equipment to provide a "service" or "end-result." These contracts are not flight service procurements administered by the AMD. These contracts will be conducted in accordance with OPM 35 and the National Aviation Plan. The BLM will assume no operational control of Service/End Product contracts.

- 3.5 Cooperator Aircraft:** Use of state/local government, military, or other federal agency aircraft by BLM employees may require prior inspection and approval by AMD, usually in the form of a Letter of Authorization. Proposed use of these aircraft must be requested through the SAM to the NAO. Any employee who is asked to accompany personnel from another agency on other agencies aircraft must consult their respective AM. Obtaining necessary letters of authorization prior to fire season is recommended. Reference OPM 53.
- 3.6 Flight Requests:** 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. A USDI 9400-1A is required to be completed for all non-fire flights. The UAM must review the 9400-1A Flight Request and obtain line manager approval when required.
- 3.7 Administrative Flights, including Senior Executive Service (SES):** Aircraft may be used to transport personnel to meetings, administrative activities, or training sessions when it is the most cost effective mode of transportation. These flights are requested through the UAM and usually arranged by the appropriate local dispatch, with a courtesy notification to the SAM. Prior approval is required by the solicitors' office for employees above the GS/GM-15 level, members of their families, and all non-federal travelers on the flight. The requirements and procedures are outlined in OMB Circular A-126 and OPM-07. All SES flights will be coordinated through the SAM.
- 3.8 Cost Analysis:** Each flight request for chartered or government-owned aircraft requires an approved cost analysis, which clearly demonstrates the cost effectiveness of the flight. The flight requestor or first-line supervisor coordinates with the UAM to complete the cost analysis (OAS-110). A cost analysis is required to be kept on file locally for three years. When utilizing the ARA system, a Best Value Determination (BVD) must be filled out for all aircraft estimated to exceed \$2,500 (see 3.3 above).
- 3.9 District Aviation Plans:** Each district will prepare an annual aviation operating plan that outlines their specific needs. Operations adhere to and are not less restrictive than the national or state standards, unless exception has been granted in writing by the National Office of Fire and Aviation or state office as appropriate. District aviation plans are updated prior to April 15 annually. Copies of all district aviation plans are sent annually to the SAM for state office review and filing.
- 3.10 Documentation Requirements:** Aviation use documentation (flight invoices, contract daily diaries, cost comparisons/BVDs, special-use aviation plans, incident resource orders, etc.) are to be maintained in their respective field office for a period of three years or duration of contract.
- 3.11 Issue Resolution:** Issue resolution is accomplished through the chain of authority established by the BLM. Individuals may not deal directly with other agencies or higher levels of authority without prior permission from the state office.

- 3.12 Aviation Program & Preparedness Reviews:** The BLM Aviation Program Reviews are conducted at two levels within the organization to insure safety standards, policy compliance and that BLM efficiency objectives are being met.

Aviation program reviews occur at the state level every five years. These reviews are administered by the AMD, with assistance from the NAO.

District Preparedness Reviews are conducted annually, either by review teams at the district level, state level (two years) or national level (four years).

#### **4. BLM AVIATION TRAINING**

- 4.1 Training:** All personnel engaged in aviation activities, from passengers to upper management, must meet training and experience requirements commensurate with their assigned aviation responsibilities as listed in OPM 06-04, PMS 310-1 and the National Aviation Plan.

The DOI's Aviation User's Training Program is a "non-fire" system, distinct from the National Wildland Coordinating Group's (NWCG) Wildland Fire Qualification System (PMS 310-1). Personnel serving in NWCG positions need only meet the qualification and currency requirements required in 310-1. In all other instances Bureau personnel shall meet the training and currency requirements listed within OPM -04 and the *Interagency Aviation Use and Management Qualifications Guide*. Course equivalencies can be found in the *Interagency Aviation Use and Management Qualifications Guide*. For a functional crosswalk from fire aviation positions (NWCG) to resource related aviation positions (Interagency Aviation Training or IAT), refer to table 4.1.6 in the National Aviation Plan.

#### **4.2 Aviation Contracting Responsibilities and COR Training Requirements**

The BLM CORs and alternate CORs, on BLM exclusive use aircraft contracts, are required to have training in DOI aviation policy, basic contract administration, contract performance verification and understanding technical aspects of contracts. Initial and recurrent COR training requirements currently require 40 hours of instruction every other year and can be found in the DOI COR Manual (<http://www.doi.gov/pam/CORManual.doc>) or obtained from AMD contracting offices. Additional training requirements for CORs and alternate CORs can be found in OPM-4, Appendix 1. All UAMs with exclusive use contracts are designated as alternate CORs in Idaho and required to maintain their currency. The PIs are designated by the UAM through the SAM and do not have formal training requirements.

- 4.3 Aircraft and Pilot Requirements:** The aircraft (351 DM 2) and flight crewmembers (351 DM 3) must be currently approved and carded for the specific mission. For BLM pilots, training requirements can be found in OPM-22.

## 5. OPERATIONAL POLICY

**5.1 Flight Plans and Flight Following:** Flight plans and flight following are required for all flights except those conducted within a 25-mile radius of the base of operations which involve local flight training, flight evaluations, or maintenance testing. These exempt flights must be able to maintain continuous radio coverage with the base of operations. Reference 351 DM 1.4 for more information.

Flights following requirements include:

1. For flights other than FAA filed point-to-point (airport-to-airport) flights, a minimum radio check-in must occur every 15 minutes under normal circumstances (see numbers 2 & 6 below for exceptions). Check-ins must be made with the Aircraft Dispatcher or a pre-designated tracking base established in the Aircraft Flight Request. All **mission flights** must utilize either Automated Flight Following (AFF) (National Mobilization Guide, Section 24.3) and/or radio check-ins.
2. The AFF is an approved BLM method of flight following when conducted according to the provisions outlined in the National Interagency Mobilization Guide, section 24.3.1. Exceptions to the 15-minute check-in are permitted if the above procedures contained in section 24.3.1 are followed. Each Unit Aviation Plan will detail local procedures for utilizing AFF.  
Note: AFF does not reduce or eliminate the requirement for aircraft on mission flights to have FM radio capability and be monitoring appropriate radio frequencies during the flight.
3. Pilots must file flight plans with either the FAA or local agency for all point-to-point flights. The Flight Manager is responsible for ensuring that the Flight Plan is filed and activated. If resource tracking is necessary the Flight Manager is responsible for calling the Aircraft Dispatcher 30 minutes prior to departure and 30 minutes after arrival. Reference OPM 06-02.
4. Aircraft on initial attack and extended attack flight follow with dispatch and the incident. Aircraft assigned and operating on an incident for extended periods should flight follow with the incident (generally helicopters). If agency communication on any flight fails, the pilot should contact the nearest airport by VHF radio and instruct the airport to call the dispatch center that was performing the flight following (collect) to report the communication difficulty. Once agency communication has failed, aircraft should proceed immediately to the nearest airport or helibase and check in by telephone.
5. Aircraft on projects that require on-site flight following must have a pre-established plan and confirmed means of communicating with the base of operations or dispatch center.

6. Any deviation from the flight tracking policy requires approval from the SAM.

**5.2 Overdue Aircraft:** Any aircraft that has not been accounted for within 30 minutes of the last check-in or 30 minutes past the ETA is considered overdue. At that time the Aircraft Dispatcher initiates the actions listed in the **Interagency Aviation Mishap Response Plan**.

**5.3 Operational Guides and Handbooks:** A multitude of guides and handbooks are available to assist the aviation user. The Departmental Manuals, Agency Manuals and AMD Operational Procedures Memorandums prevail when any other document conflicts or is less restrictive. Guides and Handbooks are listed below:

1. ACETA Handbook
2. Aircraft Identification Guide (National Fire Equipment System (NFES) 2393)
3. Aviation Mishap Response Guide & Checklist
4. Aviation Life Support Equipment (ALSE) Handbook
5. Aviation Transport of Hazardous Materials Handbook (NFES 1068)
6. BLM National Aviation Plan
7. BLM State Aviation Plan
8. BLM District/Unit Aviation Plans
9. BLM Fixed Wing Standard Operations Guide (FWSOG)
10. BLM Wild Horse and Burro Aviation Operations Handbook.
11. Bureau of Land Management Standard Operations Procedures.
12. Field Reference Guide for Aviation Users
13. Fireline Handbook - NWCG Handbook 3 (NFES 0065)
14. Geographic and National Mobilization Guides (NFES 2092)
15. Incident Command Systems (ICS) Field Operations Guide
16. Interagency Aerial Ignition Guide (NFES 1080)
17. Interagency Aerial Supervision Guide
18. Interagency Air Tanker Base Operations Guide (NFES 2271)
19. Interagency Airspace Coordination Guide
20. Interagency Airtanker Base Directory (NFES 2537)
21. Interagency Aviation User's Pocket Guide (NFES 1373)
22. Interagency Helicopter Operations Guide (NFES 1885)
23. Interagency Rappel Guide
24. Interagency Single Engine Air Tanker Ops. Guide (NFES 1844)
25. Interagency Smokejumper Pilots Operation Guide
26. Standards for Fire and Aviation Operations (NFES 2724)
27. BLM Aviation Flight Reference Guide

## 5.4 Websites

BLM Aviation	<a href="http://aviation.blm.gov">http://aviation.blm.gov</a>
National Interagency Fire Center (NIFC)	
National Aviation Office	<a href="http://aviation.nifc.gov">http://aviation.nifc.gov</a>
Interagency Airspace	<a href="http://airspace.nifc.gov">http://airspace.nifc.gov</a>
National Interagency Fire Center	<a href="http://www.nifc.gov">http://www.nifc.gov</a>
AMD	<a href="http://amd.nbc.gov">http://amd.nbc.gov</a>
US Forest Service Aviation	<a href="http://www.fs.fed.us/fire/aviation">http://www.fs.fed.us/fire/aviation</a>
Interagency Aviation Training	<a href="http://iat.gov">http://iat.gov</a>
Automated Flight Following	<a href="http://aff.gov">http://aff.gov</a>

## 6. SAFETY

- 6.1 Safety Standards:** All aviation safety standards and requirements identified in the Federal Aviation Regulations, DM 350-354, AMD-OPM's, BLM Manual 9400, Red Book, System Safety Assessments, National/State/District Aviation Operational Plans as well as other guides and handbooks must be followed.
- 6.2 Personal Protective Equipment (PPE) and Aviation Life Support Equipment (ALSE):** All personnel engaged in aviation activities must wear the appropriate complement of PPE, depending on the mission (351DM 1.7 B). Requirements are listed in the ALSE Handbook, Red Book and mission specific guides and handbooks. Any questions concerning the requirements and procedures for obtaining PPE are to be directed to the local AM or Aircraft Dispatcher. Project leaders must ensure that appropriate and adequate ALSE, including PPE, is available and worn by all individuals. Detailed information is contained in the ALSE Handbook.
- 6.3 Accident/Incident Response:** The Interagency Aviation Mishap Response Plan outlines appropriate response to an aircraft incident or accident. The plan describes procedures and requirements, including initiation of SAR, fire and medical response, notification of DOI-AMD Safety (**1-888-4MISHAP**), and BLM management. This plan is specific to each unit, it should be available in all dispatch offices and updated annually by May 15 with current contacts and phone numbers.
- 6.4 Aviation Accident/Mishap Notification:** Accident reporting must be in accordance with the Interagency Aviation Mishap Response Plan and OPM 06-52 (Aircraft Mishap Notification, Investigation and Reporting). Mishap reporting and procedures differ for accidents and other types of reportable incidents. All BLM offices must comply with the provisions of 352 DM 6 and OPM 06-52.
- 6.5 Aviation Mishap Investigation:** The DOI-AMD Safety is responsible for all DOI aircraft accident investigation. The NAO Aviation Safety Specialist will coordinate BLM assistance and designate a BLM liaison in investigation of BLM accidents. The NAO Aviation Safety Specialist will also coordinate BLM involvement in any Accident Board of Review.

**6.6 Aviation Safety Communiqué SAFECOM:** This form is located on the AMD web site (<http://amd.nbc.gov/safety/index.htm>). It is used to report any condition, observance, act, maintenance problem, or circumstance that has the potential to cause an aviation-related mishap. Unit/State Aviation Managers should be notified of all Safecomms as soon as possible. Safecomms must be submitted within 48 hours. Personnel in doubt about filing should contact their AM.

**6.7 General-Use Flight Requirements:** Typically a General-Use flight is a point-to-point flight that originates at one developed airport or permanent helibase and flies direct to another developed airport or permanent helibase.

**Requirements include:**

1. Designated Flight Manager.
2. Cost Analysis.
3. Mission Plan.
4. Approved Aircraft Flight Request Form.
5. AMD or Forest Service (FS) approved and carded pilot and aircraft.
6. Flight Plan/Flight Following is filed with FAA or Agency as required by OPM 06-02.
7. Mission briefing given to the pilot and safety briefing given to the passengers.
8. The PPE as required (PPE is required for all helicopter flights; general-use fixed wing flights do not require PPE).

**6.8 Special-Use Flight Requirements:** Special-use activities are the utilization of aircraft in support of programs that require special techniques, procedures, and considerations. These operations are listed in 351 DM 1.7 and meet the following requirements:

1. Aircraft and pilots must be approved and current for the required special-use activity prior to use.
2. All special-use flights or missions, excluding fire missions, must have an approved Project Aviation Safety Plan (PASP) that is reviewed by the UAM and approved by the appropriate line manager. Fire Missions are covered under the Unit Aviation Plan specific to that function (SEAT, helicopter, air tactical etc.). For reoccurring special-use flights (e.g., river use monitoring flights, fuels projects, etc.) a PASP will be completed by the UAM and signed annually by the line manager. Reoccurring flights for those projects during the remainder of the calendar year will only require the reverse side of the 9400-1a to be completed for each flight and signed by the UAM. A courtesy copy of all PASPs will be routed to the SAM prior to implementation.
3. Passengers on a special-use flight must be considered essential to the mission.
4. Employees engaged in special-use activities must be qualified through required training (see OPM 06-04, PMS 310-1, Red Book as appropriate) or have a qualified Aircraft Manager supervising the mission.

**6.9 Search & Rescue (SAR)/ Law Enforcement Flights:** For SAR guidelines, see the BLM Manual Handbook 1112-2, Safety and Health for Field Operations, Topic 19, Search and Rescue. Each field office is also required to develop a SAR Plan or Emergency Action Plan that includes search procedures for lost, overdue, or missing employees in order to expedite emergency actions. The SAR and law enforcement flight requests are made through the local UAM. All non-emergency law enforcement flights (pre-planned events) will go through the aviation project planning process (see 6.10 below).

**6.10 Aviation Project Planning:** Accident prevention is paramount when planning individual aviation projects. Flights may not deviate from plans or from Department policy and procedures, except for safety of flight considerations. All Aviation Projects require some level of planning and approval. Personnel are **required** to notify the UAM for assistance with project planning. Minimum elements of project planning include:

1. Completion of form 94001a (Aircraft Flight Request/Schedule).
2. Risk assessment and management approval for special-use activities.
3. A written PASP completed and approved for every non-fire special-use flight or aviation project. The reverse side of the form 9400-1a, may be used as a PASP for low complexity one-time special-use missions. Required elements of a PASP include:
  - Supervision
  - Project name/Objectives
  - Justification
  - Project date and location
  - Projected cost of aviation resources
  - Aircraft/Pilot/Participants
  - Flight following and emergency search and rescue
  - Aerial Hazard Identification/Risk assessment
  - Personal Protective clothing/equipment
  - Load calculations and Weight and Balance information
  - Supervisor's and Line Officer's Approval signature

NOTE: A good resource for aviation project planning can be found in the Interagency Helicopter Operating Guide (IHOG) Chapter 3. Personnel needing assistance with plan requirements, content or examples should contact their unit/state aviation manager or the National Aviation Safety Specialist.

## **7. FLIGHT OPERATIONS**

**7.1 Airtanker Operations:** Airtanker dispatch, ordering, and operations are conducted in accordance with the Great Basin and National Mobilization Guides. The Airtanker Base Manager supervises ground operations in accordance with the Interagency Airtanker Base Operations Guide and the local Airtanker Operating Plan supplement.

- 7.2 Air Tactical/Leadplane/Aerial Supervision Module (ASM) Operations:** Air Tactical, Leadplane and ASM ordering and dispatching are accomplished in accordance with the Great Basin and National Mobilization Guides. The ASM, Leadplane and Air Tactical operations are performed according to the Interagency Aerial Supervision Guide and the policies and procedures prescribed in the BLM Standards for Fire Operations Handbook.
- 7.3 Smokejumper Operations:** Smokejumper dispatch and ordering are accomplished in accordance with the Great Basin and National Mobilization Guides. Operations are performed according to the Interagency Smokejumper Operating Guide, the Interagency Smokejumper Pilot Operations Guide and policies and procedures prescribed in the Interagency Standards for Fire and Aviation Operations Handbook.
- 7.4 Helicopter Operations:** Helicopter operations are performed in compliance with the Interagency Helicopter Operations Guide and the local unit Helibase/Helicopter Operating Plan.
- 7.5 Single Engine Air Tanker (SEAT) Operations:** The SEAT operations are performed in accordance with the Interagency Single Engine Airtanker Operations Guide and the local unit SEAT Operating Plan.
- 7.6 Aerial Ignition Operations:** Aerial ignition operations and projects are conducted in compliance with the Interagency Aerial Ignition Guide. Aerial Ignition Plans require district/state level aviation review.
- 7.7 Transportation of Hazardous Materials:** Any transportation of hazardous material must meet the requirements of the Aviation Transport of Hazardous Materials Handbook (351 DM 1).
- 7.8 Aircraft Transponder Code (Fire Fighting):** As directed by AM Information Bulletin (IB) 97-5, transponder code 1255 must be utilized by aircraft responding to and operating over fire incidents supporting suppression operations (unless directed otherwise by air traffic control). It is not to be used for repositioning or during cross-country flights.
- 7.9 Unmanned Aerial Systems (UAS):** Interest and possible use of UAS, formerly Unmanned Aerial Vehicles, are increasing. The FAA is in the process of final rule making regarding UAS operations. Operations of UAS under FAA Advisory Circular AC 91-57 (Radio Controlled Aircraft) are intended for **hobbyists** and not government or commercial operators. Certificate of Authorizations (COA) for all UAS operations are required.

The FAA has requested representation from each agency (i.e., DOI, FS, US Navy, etc.) in the Unmanned Aircraft System Group. The FAA has designated the Aviation Management Directorate as the representative for the DOI in the COA process [http://www.faa.gov/ats/ata/coa\\_poc.htm](http://www.faa.gov/ats/ata/coa_poc.htm).

All requests to utilize UAS must be routed through the respective UAM and the SAM to the NAO. Upon review/approval at the national level, UAMs will determine the need for a project aviation safety plan and any other Bureau safety requirements for utilizing UAS locally.

Refer to Instruction Memorandum No. ID-2007-050, Procedures for Requesting and Operating UAS for BLM field offices.

## **8. AIRSPACE COORDINATION:**

**8.1 Airspace Coordination:** See BLM National Aviation Plan and Interagency Airspace Coordination Guide.

**8.2 Memorandum of Understanding (MOU) w/Mountain Home Air Force Base (MHAFB):** Idaho is currently operating under a MOU w/MHAFB (signed in 2007). This MOU establishes protocol for operating BLM aircraft inside military airspace in Idaho that is controlled out of MHAFB. This MOU is between Idaho, Nevada, and Oregon BLM and MHAFB. This MOU covers all airspace scheduled, managed, or controlled by the Department of Defense (DOD) out of MHAFB for joint-use by military aircraft of all service branches. The specific areas covered by this MOU are: IR 293, 300, 303, 304, Owyhee Memorandum of Agreement (MOA), Jarbidge MOA, Paradise East/West MOA's, R 3202, 3204, and all Idaho Air National Guard routes/MOAs when scheduled by Wing Scheduling from MHAFB. Procedures for operating BLM aircraft in these areas are specified in the MOU. Dispatchers and pilots must follow these procedures prior to, or during any BLM aviation operations in the effected DOD airspace. The AMs of the effected districts will maintain copies of the current MOU and brief all aircrew personnel on the requirements of the MOU.

**8.3 Idaho Airspace Boundary Management Plan:**

### **I. PURPOSE**

Aerial operations on, or adjacent to agency/cooperator boundaries, and areas where a neighboring agency/cooperator provides fire suppression on lands administered by the adjoining agency/cooperator (“mutual aid”, “shared” or “exchanged” initial attack areas or zones) require increased management and coordination. The requirement for increased management and coordination is due to the possibility of two or more agencies/cooperators conducting simultaneous, uncoordinated aviation operations within those areas which would unknowingly put the responding aerial resources within close proximity to one another, placing aircraft and crews at risk. The purpose of this plan is to identify such boundaries and initial attack zones and provide means of communication, coordination, and airspace deconfliction within those areas.

## **II. GUIDELINES AND PROCEDURES**

- A. An imaginary 10-mile wide “neutral air” corridor will center on agency/cooperator boundaries. The “neutral air” for mutual or exchanged initial attack areas or zones will encompass the whole zone plus five miles outside the zones boundaries.
- B. Any agency conducting aerial operations within a corridor or zone will immediately notify the adjoining agency/cooperator of such operations. This is accomplished to and from dispatch offices prior to the commencement of operations and when operations cease. Examples of aerial operations include recon, fire suppression missions, special aviation projects, resource management flights, helicopter logging, etc.
- C. Agency aircraft will establish contact on the assigned air-to-air frequency. Should contact not be made, the contact air-to-air frequency will be “Air Guard” 168.625 MHz. This frequency will be designated for initial contact and coordination between converging aircraft within corridors and zones only when contact is not otherwise possible. Because this frequency is programmed as the default receive frequency in all agency and contract aircraft FM radios and is intended for initial contact and emergency purposes only, it is imperative that this frequency not be utilized for tactical or logistical purposes. If Guard is used to establish initial contact, aircraft are expected to switch to an alternate frequency (i.e., the local or incident air-to-air frequency, etc.).
- D. When aircraft from two or more adjoining agencies/cooperators are being committed to the same general area of a corridor/zone:
  - 1. Considering complexity, dispatch an Air Tactical Group Supervisor (ATGS).
  - 2. Approaching aircraft will establish air-to-air frequency contact prior to entering the area.
  - 3. Aircraft rely upon dispatch centers for current relevant information. Therefore, coordination between dispatch centers is critical.
  - 4. The dispatch initiating the flight will notify and coordinate with the adjoining agency/cooperator dispatch.
- E. When an aircraft is dispatched to an incident within a corridor/zone and no other aircraft are known to be present:
  - 1. The approaching aircraft will attempt to establish contact on the assigned frequency. If unsuccessful, Guard frequency 168.625 MHz will be utilized.
  - 2. Perform a high-level recon prior to low-level.
  - 3. Practice “see and avoid.”
  - 4. The dispatch initiating the flight will notify and coordinate with the adjoining agency/cooperator dispatch.

- F. Temporary Flight Restrictions (TFRs) within or in close proximity to corridors/zones will be coordinated and information will be shared between the responsible dispatch offices.

#### **8.4 Airspace Boundary Operations Checklist:**

The boundary zone between adjacent jurisdictional agencies has the potential for conflicted airspace when more than one center or agency dispatches aviation resources to these areas.

The definition of boundary zone area for the purposes of conflicting airspace shall be defined as an area five nautical miles either side of jurisdictional boundaries.

Aviation dispatchers are responsible for assuring that agency aircraft dispatched to initial or extended attack incidents leave their bases with accurate mission information. If aircraft are crossing or working in close proximity to unit boundaries, the Idaho Airspace Boundary Operations Checklist shall be utilized. See checklist on the following page.

**Idaho Airspace Boundary Operations Checklist:**

(1) **Date:** \_\_\_\_\_ **Time:** \_\_\_\_\_ **Dispatcher:** \_\_\_\_\_

(2) **Fire Name and/ or Number:** \_\_\_\_\_

(3) **Geographic Location:** \_\_\_\_\_  
**Latitude x Longitude:** \_\_\_\_\_ x \_\_\_\_\_  
**VOR Distance and Bearing:** \_\_\_\_\_

(4) **Aircraft Responding:**

	<u>Tail #</u>	<u>Departure Point</u>
<b>Air Attack</b>	_____	_____
<b>Lead/ASM</b>	_____	_____
<b>Air Tankers</b>	_____	_____
	_____	_____
	_____	_____
<b>Helicopters</b>	_____	_____
	_____	_____
	_____	_____

(5) **Is there a TFR in place or requested?** *Yes No*  
**If yes, what are the parameters?** **Center Point: Lat.** \_\_\_\_\_ **Long.** \_\_\_\_\_  
**Radius:** \_\_\_\_\_ **nm**  
**Altitude:** \_\_\_\_\_ **MSL**

(6) **Radio Frequencies:**  
**Flight Following Frequency:** \_\_\_\_\_  
**Air to Air (VHF-AM):** \_\_\_\_\_  
**Air to Ground (VHF-FM):** \_\_\_\_\_

(7) **Are there military training routes or Special-Use airspaces near the incident?** *Yes No*  
**What are the Routes or SUA Involved?** \_\_\_\_\_  
**If yes, has the Scheduling Activity been notified?** *Yes No*  
**Have Flight Crews been notified?** *Yes No*

(8) **Adjacent Jurisdiction Dispatch Centers: CHECK ALL APPLICABLE and FAX**

**FIRE CENTER**

**Phone:** \_\_\_\_\_ **Fax:** \_\_\_\_\_

**Phone:** \_\_\_\_\_ **Fax:** \_\_\_\_\_

**Phone:** \_\_\_\_\_ **Fax:** \_\_\_\_\_

(9) **Has a follow up phone call been made to all Dispatch Centers checked above?** *Yes No*

## 9. AVIATION FACILITIES

- 9.1 Permanent Air Bases:** These facilities are permanent installations and are used on a continuous or seasonal basis for aviation operations, including helibases, retardant bases, and airport facilities. These include aviation facilities on BLM property and facilities on non-BLM land where the BLM has primary responsibility for operations, maintenance, and oversight.
- 9.2 Construction and Maintenance:** The size and extent of aviation installations shall be commensurate with the expected aircraft use at any given site. Design criteria shall provide for operational safety as well as adequate work/rest environment for aircrew and personnel assigned. Facilities will be constructed and maintained according to the BLM 9400 Manual. Districts and field offices are responsible for planning, purchase/lease, construction, maintenance, and utilities relating to aviation facilities.
- 9.3 Safety:** Aviation facilities must comply with safety regulations outlined in departmental manuals, guides, handbooks, and the Occupational Safety and Health Act. Building equipment and landing surfaces are inspected by UAMs annually to identify maintenance or safety deficiencies. Modifications and repairs are made prior to the operational season. The SAM inspects aviation facilities at least once every two years.
- 9.4 Temporary Bases:** Temporary bases are sites that are used on a temporary or intermittent basis (i.e., heli-spots and remote airstrips). Sites not located on BLM land must be pre-approved through the UAM. Each site should be cataloged as to location, description, local hazards, use procedures, agreements, and contacts. This information should be on file with the appropriate dispatch center. Preseason inspection and maintenance should be completed as necessary to meet agency safety standards.

## 10. AIRCRAFT SECURITY

- 10.1 Aviation Security:** DM 352 10 sets forth the security requirements for all DOI aviation facilities and aircraft. These requirements include a risk assessment and a written security plan that must be in place for each aviation facility. The risk assessment and plan is prepared by the UAM, following the **DOI Field Reference Guide for Aviation Security for Airport or other Aviation Facilities (AAF)** which can be found at <http://aviation.blm.gov> under Aviation Security. In addition, all DOI controlled aircraft are required to have a combination of two locking devices or methods to physically secure or disable a parked aircraft for the purpose of reducing the probability of aircraft theft and associated misuse by unauthorized persons. These locking devices or methods must be in place when the aircraft is unattended.
- 10.2 Department of Interior Security Policy:** Refer to the National Aviation Plan for more security policy information and security links.