



United States Department of the Interior
Bureau of Land Management
West Desert District
2011 Aviation Plan




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A.3	West Desert SEAT Operational Plan
A.4	West Desert Aerial Supervision Operational Plan

PURPOSE / AUTHORITY / RESPONSIBILITIES

1.1 Purpose

This document details the policy, organization, procedures, and responsibilities to implement the aviation management program for the Bureau of Land Management (BLM), West Desert District (WDD) Office. The purpose is to clarify and standardize aviation management procedures and operations for all WDD employees. This document supports, but does not replace, the *BLM Manual 9400* Aviation Management.

1.2 Mission Statement

The WDD aviation program provides safe and efficient aviation services to meet land management objectives. Mission requirements include support of wildland fire and prescribed fire operations, disaster response, animal census, wild horse and burro operations, habitat management, range survey, law enforcement and search and rescue. Utilization of technology, sound aviation management practices and highly trained/motivated personnel will reduce risk, loss, waste and expenditures.

1.3 Aviation Management Philosophy

- The highest priority in any aviation activity is personal safety. WDD's philosophy is risk reduction, to pro-actively mitigate via controls and accident prevention.
- WDD personnel performing aviation functions shall meet all qualification requirements of DOI *DM 350-354* and recognized BLM standards. Aviation personnel will be service oriented, exhibiting professionalism and integrity.
- Individual development, employee wellness and Workforce Diversity will be emphasized at all levels of the WDD Aviation Program.
- The aviation management organization will be developed and maintained at the most efficient level, commensurate with BLM aviation operations.
- Management has the responsibility and opportunity to enhance the aviation program through efficient aircraft utilization. WDD's aviation manager is empowered to accomplish aviation missions without undue restriction, regulation, or oversight.
- Aviation Plans at the District/Field Office level may occasionally implement policies and local procedures that are more restrictive than national policy; however, they must not implement policy or procedures less restrictive than national policy.

1.4 West Desert District BLM Aircraft Management Strategy

In accordance with the BLM's National Aviation Management Strategy, the West Desert district Office will provide oversight to BLM fire aircraft acquisition and use within the West Desert District Office. BLM fire aircraft and assigned personnel are considered to be available for immediate assignment to areas of greatest need, regardless of their status in the Resource Ordering and Status System (ROSS). BLM fire aircraft will not be listed as "Available Local Only" on the GACC Aviation Tactical Report. This strategy will:

- Optimize overall aviation capability.

- Apply effective management controls to suppression costs.
- Ensure that aviation assets are assigned to areas of greatest risk and/or highest probability of success.
- Maximize operational flexibility and mobility.
- Contribute to interagency suppression efforts.

1.5 Authority

This plan is supplemental to the *BLM Utah Aviation Plan*, *National Aviation Plan* and *BLM 9400 Manual*. As such, it conforms to all Bureau and Departmental aviation policy.

1.6 Policy

All BLM aviation operations and management are conducted within policies contained in the *Federal Aviation Regulations*, *DOI 350-354 Departmental Manuals (DM)*, *Operational Procedures Memorandums (OPM)* and *Handbooks (HB)* and *BLM Manual 9400*.

In addition, the current version of the following Handbooks, Plans and Guides constitute BLM Aviation policy as specified in the 9400 manual.

1.6.1 Handbooks

- *Interagency Aviation Transport of Hazardous Materials Handbook*
- *BLM Wild Horse & Burro Aviation Management Handbook (WH&B)*
- *Military Use Handbook*
- *Aerial Capture, Eradication and Tagging of Animals (ACETA) Handbook*
- *Aviation Life Support Equipment Handbook (ALSE)*
- *Aviation Fuel Handling Handbook*
- *Helicopter Short-Haul Handbook*
- *Safety and Health Management Handbook (H-1112-2)*

1.6.2 Guides

- *Interagency Helicopter Operations Guide (IHOG)*
- *Interagency Single Engine Airtanker Operations Guide (ISOG)*
- *Interagency Smokejumper Pilots Operations Guide (ISPOG)*
- *Interagency Airspace Coordination Guide (IACG)*
- *Interagency Airtanker Base Operations Guide (IATBOG)*
- *Interagency Helicopter Rappel Guide (IHRG)*
- *Interagency Aerial Ignition Guide (IAIG)*
- *Interagency Aerial Supervision Guide (IASG)*
- *Interagency Standards for Fire and Fire Aviation Operations (Redbook)*

1.6.3 Plans

- *BLM National Aviation Plan*
- *BLM State Aviation Plans*
- *West Desert District Aviation Plan*
- *Central Utah Interagency Fire Zone Aviation Plan*
- *Uinta-Wasatch-Cache Aviation Plan*
- *Northern Utah Interagency Annual Operating Plan*

2.0 AVIATION MANAGEMENT ORGANIZATION

2.1 Department of the Interior (DOI)

See [BLM NAP 2.1](#)

2.2 Bureau of Land Management (BLM)

See [BLM NAP 2.2](#)

2.3 National Aviation Office, NAO (FA-500)

See [BLM NAP 2.3](#)

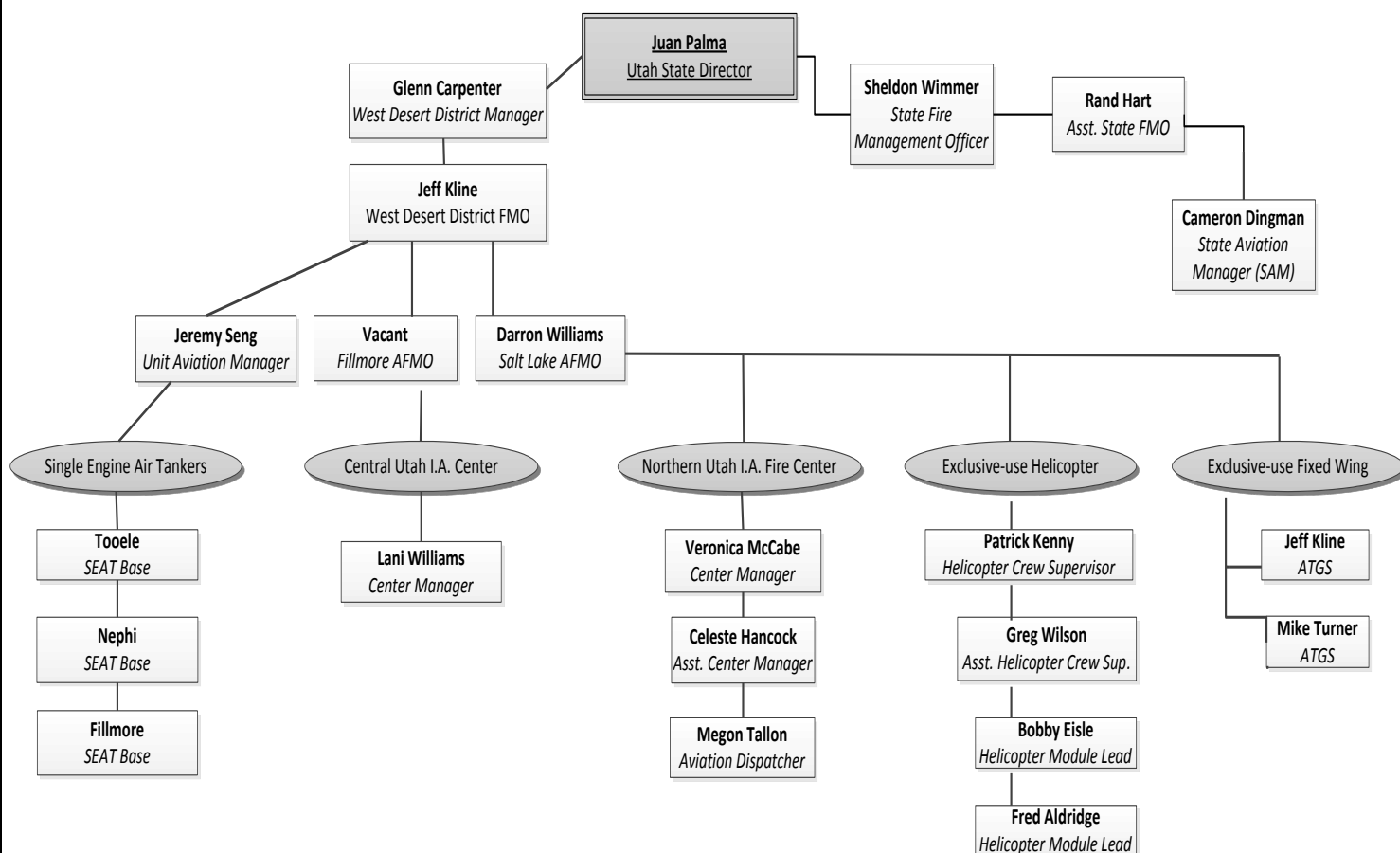
2.4 BLM Utah State Office

See [Utah SAP 2.4](#)

2.5 West Desert District

The Salt Lake and Fillmore Field Offices are managed collectively as the West Desert District. This aviation plan (as written) represents both offices of the WDD.

West Desert District Aviation Organization



2.5 District Manager

The District Manager has overall responsibility for the District and Field Office aviation program as delegated by the State Director. This responsibility is delegated to the UAM. The District Manager ensures all supervisors of aviation users attend the DOI-AM Aviation Management for Supervisors (M-3) training. A complete list and DOI interpretation of the Field Office Manager's responsibilities can be found in [350 DM 1](#), Appendix 3C.

2.5.1.1 Salt Lake Field Office Manager: The Salt Lake Field Office Manager will support and sustain District Manager decisions and is also responsible for insuring proper training occurs for Field Office employees.

2.5.1.2 Fillmore Field Office Manager: The Fillmore Field Office Manager will support and sustain District Manager decisions and is also responsible for insuring proper training occurs for Field Office employees.

2.5.2 District Fire Management Officer (FMO)

- Responsible for hosting, supporting, providing daily management and dispatching all BLM fire aircraft assigned to their unit.
- Authorized, through a line officer delegation, to request additional fire aircraft; establish priorities and allocate all fire aircraft assigned to the BLM within their unit or zone.
- When requested properly by the State Office, will mobilize BLM fire aircraft and assign personnel as appropriate.
- Delegates or performs the function of UAM, when no UAM is assigned.

2.5.3 Unit Aviation Manager (UAM)

The UAM serves as the focal point for the unit aviation program by providing technical and management direction of aviation resources to support Field Office programs. The UAM has functional responsibility in the following areas:

- Ensures district/unit flight compliance with DOI/BLM/state and district policies and regulations.
- Confirms that a qualified flight manager is assigned to all project/resource flights.
- Ensures that visiting aircrews, pilots, incident management teams receive a Unit aviation briefing.
- Develops and implements the District/Unit aviation management plan, as well as specific operating plans for other aviation programs (helitack, SEAT, airbase and air tactical).
- May serve as the alternate COR or PI on BLM exclusive use aircraft.
- Authorized to order approved aircraft utilizing agency procurement documents and processes.
- Assists District/Unit project leaders in development of PASP's.

- Ensures that airspace coordination with military airspace schedulers is completed prior to project flight commencement.
- Identifies unit flight hazards and coordinates the creation/update of flight hazard map products.
- Reviews unit SAFECOM reports, facilitate corrective actions.
- Ensure units' *Interagency Aviation Mishap Response Guide* and Checklist is updated by April 15 and functional.
- Facilitates, tracks unit aviation training and coordinates with unit training manager and SAM.
- Conducts reviews and inspections of aviation facilities, aircrews and field operations.
- Coordinates arrangements for land use agreements/leases of aviation operations facilities.
- Ensures Aviation Security Plan is current and implemented.
- Collects and compiles aviation activity statistics and makes reports.
- Coordinates with SAM all Senior Executive Service (SES) flights and use of cooperator aircraft.
- Coordinates with SAM any aircraft flight service contracting needs.
- Designates and assigns an alternate UAM when needed.
- Coordinates with SAM on all potential End Product contracts that could conceivably utilize aircraft.
- Will submit as required to the SAM, the *BLM Law Enforcement Aviation Statistics Form* for all law enforcement aviation operations within their unit.

2.5.3.1 UAM Area of Responsibility (BLM Utah)

West Desert District Office UAM- Jeremy Seng

Salt lake Field Office
Fillmore Field Office
Green River District Office
Vernal Field Office

2.6 Aviation Positions

2.6.1 Aircrew Members

Government (BLM, USFS, other federal/state) employees which perform an active mission function during the flight on aircraft under BLM operational control are considered to be Aircrew Members not passengers. Aircrew members perform an active mission function during the flight and as such are not considered to be passengers. Aircrew members include, but are not limited to, designated observers, spotters, Air Tactical Group Supervisors, smokejumpers, helitack crew, loadmasters, etc. The minimum training requirements (five IAT modules equivalent to B-3) for Aircrew Members are outlined in *OPM-04* and in the *BLM National Aviation Plan*.

2.6.2 Aircraft Dispatchers

Fire Center personnel normally fulfill aircraft dispatching duties for several agencies at the Northern Utah Interagency Fire Center (NUIFC) under the direction of the

NUIFC Center Manager. Dispatch personnel will be trained in aviation mission operations, policies and procedures. Duties include:

See [BLM NAP 2.5](#)

2.6.3 Aircraft Manager

Aircraft managers supervise tactical aircraft operations. Each manager complies with their appropriate Interagency Operations Guide and is responsible for the following:

2.6.4 Flight Manager

A flight manager is a government employee that is responsible for coordinating, managing and supervising flight operations and will be designated for point-to-point flights transporting personnel. The flight manager is not required to be on board for most flights, however for complex multi segment flights a flight manager is recommended to attend the entire flight. The flight manager will meet the qualification standard for the level of mission assigned as set forth in the [Interagency Aviation Training \(IAT\) Guide](#). The flight manager is supervised by the sending unit dispatcher until the destination is reached.

A helicopter flight manager is utilized to supervise missions limited to point to point transport of personnel from one helibase/airport to another helibase /airport, low and high level reconnaissance and landings or takeoffs at unimproved sites; the helicopter flight manager is not expected to fulfill all the duties of a qualified resource helicopter manager. Rather, he/she is the government representative who coordinates with the pilot regarding the safety and efficiency of the flight.

2.6.5 Resource Helicopter Manager

A resource helicopter manager is utilized to supervise operations involving transport of groups of personnel or cargo from/to unimproved landing sites, external load operations, or other complex special-use project operations.

Reference the [IHOG Chapter 2](#) for specific duties, responsibilities and training requirements. BLM has adopted the training requirements for resource helicopter manager found in [IHOG Chart 2-1](#). These requirements must be met in lieu of IAT training stipulations.

Reference [IHOG Chapter 2](#), page 2-2 for “Resource Helicopter Manager” and “Helicopter Flight Manager” requirements and when resource helicopter manager shall be utilized.

2.6.6 Vendor Pilot: All vendor pilots shall conform to the procurement document requirements they are operating under as well as the standards contained in [351 DM 3.3](#).

3 ADMINISTRATIVE REQUIREMENTS

3.5 General

This section establishes: definitions, management responsibilities, policies and procedures for administration of the aviation program for the BLM West Desert District.

New program requests involving aerial assets, not already approved by established bureau policy, shall be routed through the Unit Aviation Manager (UAM) who will coordinate with the State Unit Aviation Manager (SAM).

3.6 Reporting and Documentation Requirements

General reporting and documentation requirements for BLM Aviation are found in the *National Aviation Plan (NAP)* section 3.2, *Utah State Aviation Plan* Section 3.2 and *350 DM 1*.

3.7 Aviation Plans: National, State, Unit, PASP

BLM Manual 9400, Aviation Management, specifies national aviation management policy. The national, state and district/field offices aviation plans describe procedures that implement policy direction in the 9400 manual. State and unit plans supplement national policies and procedures. State and field offices must not implement policy or procedures less restrictive than national policy. If a state or unit plan must contain more restrictive procedure, a written request prior to implementation is to be sent to the NAO.

3.7.1 National Aviation Plan

The BLM *NAP* provides comprehensive information regarding BLM aviation organization, responsibilities, administrative procedures and policy. The BLM *NAP* is intended to serve as an umbrella document that state aviation plans can follow for formatting and describe procedures applicable to the organizational level. The BLM *NAP* will be updated and issued annually by the NAO. The *NAP* is approved by Assistant Director, Fire and Aviation (WO-400).

3.7.2 State Aviation Plan

BLM Utah publishes an aviation plan that implements national policy and describes protocols specific to Utah's aviation program. The state aviation plan serves as an umbrella document for unit aviation plan. In accordance with the *NAP*, the State aviation plan shall be updated annually prior to June 1, 2011, and submitted to the NAO for inclusion to the *BLM Aviation web site*.

State aviation plans are approved by the State Director.

3.7.3 Unit Aviation Plan

Units (districts/field offices/zones) are required to maintain and update unit aviation plans annually, which implement national and state policy and establish local procedures and protocol. Unit aviation plans shall address local administrative and operational procedures.

Unit aviation plans are approved by the District Manager.

3.7.4 Project Aviation Safety Plan (PASP)

A PASP will be developed and approved at appropriate levels depending on project/flight complexity and risk as required for specific non-fire flights/projects (reference section 4.3.2 of this document for PASP requirements).

3.8 Aircrew Orientation Briefing Package

The Utah SAM creates an Aircrew/Pilot Orientation Briefing Package. The UAM is

responsible for providing visiting pilots, aircrews and Incident Management Teams a briefing. The orientation briefing package serves as a source of information about local administrative and operational procedures (copy of the unit aviation plan, frequency sheets, hazard map, fire behavior information, recommended lodging/dining list, maps, etc.).

3.9 Land-use Policy for Aviation Activities

The regulation of aviation activities on or over BLM managed lands is dependent on *Resource Management Plan (RMP)* direction, wilderness management regulations and any applicable federal aviation regulations. The BLM aviation management personnel (NAO, states, or district) serve as technical advisors only to the state director, district manager or field office manager.

Temporary aviation operations on BLM lands may be restricted due to resource management plan direction. The UAM will coordinate with resource managers to identify areas of restriction when developing district/field office level operating plans, unit aviation plan, and PASPs. For information regarding implementing invasive species control measures for aviation activities reference BLM *NAP* 5.14.

The local resource advisor is the focal point for coordinating the reporting of any fire chemical aerial application in or near waterways.

3.10 Budget

BLM exclusive use contract fire aircraft daily availability is budgeted by the NAO. All exclusive use availability guarantees and fixed government ownership costs for fire aircraft are held at the NAO.

Non-Fire exclusive use aircraft are budgeted outside the NAO through a variety of sources.

3.11 Aircraft Contracts

Aircraft flight services in excess of \$25,000 require an Exclusive Use aircraft contract or the use of: On-Call (AMD) or call when needed (CWN) (USFS) contract. Short term projects (< \$25,000) can use the AMD Aircraft Rental Agreement (ARA) system or the On-Call contract.

The AMD On-Call and USFS CWN contracts are competitive bid contracts that do not have a \$25,000 limit like the ARA.

3.11.1 Non-fire Exclusive-use Aircraft Contract Process

- State, field and district offices are required to submit a *Request for Contract Services Form (AMD-13)* to the SAM for all potential or desired contracted flight services. The SAM will review and approve/disapprove all AMD-13s. The SAM will work with the appropriate AQD contracting officers and NAO personnel to provide coordination, technical input, solicitation review, and decision making for each contract award.
- A *Pre-Validation of Funds for Contract Award/Renewal Form (AMD-16)* will be authorized by an appropriate budget officer prior to awarding or renewing Non-Fire aircraft contracts. After the award or renewal, AQD CO and BLM

COR will assume their traditional roles and responsibilities of contract administration.

- The SAM will provide the NAO program manager with a copy of any AMD-13, AMD-16, Notice to Proceed, Request for Amendment/Modification and/or Request for Contract Extension for any Non-Fire Exclusive Use/On-Call aviation contract at the same time the original request is forwarded to the AMD CO.

3.11.2 Fire Exclusive-use Aircraft Contract Process

- Any changes in aircraft type or capability must be supported and approved by the Deputy Assistant Director of the BLM Fire and Aviation Directorate.
- State offices are required to submit Form AMD-13 to the appropriate NAO program manager for approval of all requested exclusive use aircraft. The NAO program manager will review all AMD-13s and work with the appropriate contracting officers in providing coordination, technical input, solicitation review and decision making for each contract award.
- SAM will provide the NAO program manager with a copy of any Notice to Proceed and/or Request for Amendment/Modification for any Exclusive Use/On-Call aviation contract at the same time the original request is forwarded to the AOD CO.
- All AMD-16s will be authorized by the NAO prior to awarding, renewing, or extending fire aircraft contracts. After the award or renewal, AOD CO and BLM COR will assume their traditional roles and responsibilities of contract administration.

3.11.2.1 Changing the Start Date

Changing the start date is relatively simple and does not require additional funding sources. Start dates are frequently changed to accommodate government work or training schedules. Obviously, an early start date will result in an early end date. If the start date is altered, the NAO must be informed in writing. The start date of the exclusive use period may be adjusted up to 14 days prior to or 14 days after the normal start date. This is established by a Notice to Proceed issued by the CO or COR. Alteration of start dates requires consultation and agreement with the NAO. **Adjusting the start date does not alter the length of the use period; funding through LLFA540000.LF10000AV.HT0000 begins on the new start date and is available continuously for the number of exclusive use days specified in the contract.**

3.11.2.2 Contract Extension

The exclusive use period may be extended on a day by day basis after the mandatory availability period, provided that such extension is agreeable to both parties in writing prior to the extension. An extension on the use period creates use “outside” of the normal exclusive use period and requires early planning,

coordination and a contract modification by the CO. It also requires a dedicated funding source approved by the NAO. Daily availability and subsistence/per diem are entitled to the contractor. Extensions are not guaranteed; they require written mutual agreement (contract modification). They are normally used when additional work is anticipated and other funding sources are available. Funding for extensions may be through BLM (i.e. suppression, severity, rehab, resources, etc.) or from another agency.

Funding from **LLFA540000.LF10000AV.HT0000** is limited to the number of days specified in the contract and is not to be utilized during contract extension.

The Utah SAM will make a request for any Exclusive Use contract extension a minimum of five days prior to end of exclusive use period to the NAOO.

3.11.2.3 Variable Term SEAT Contracts

AMD administers the variable term SEAT contract. These contracts are funded by the NAO through preparedness and/or severity. The contracts have set exclusive use periods (30, 60, 90 days) with no use period extensions. The contractors are selected from a priority ranking list that the AQD Contracting Officer maintains. The rankings are based on contractor performance evaluations submitted by Project Inspectors, CORs, Aerial Supervisors, and UAMs. The contract can be activated by request from a SAM to the NAO SEAT program manager, and then onto AQD. The activation date is variable depending on BLM state needs. There also is no designated operating base, but there is a “one time” designated dispatch point that is used to calculate mobilization and de-mobilization costs. Aircraft can be activated for one state and subsequently be re-positioned on an as needed basis. The original designated COR remains the COR for the full term of the contract. The SEAT Manager may be or may not be repositioned with the plane. Reference the AMD web site <http://amd.nbc.gov/> for contract details.

3.11.3 On-call / Call-When-Needed (CWN) Aircraft Contracts

AMD administers the On Call aircraft contracts and the USFS administers the USFS/DOI Type 1 and Type 2 Helicopter CWN contracts. Authorized BLM personnel (UAM, Aircraft Dispatcher) can hire aircraft using these contracts through the incident resource ordering system as described in the contracts and the *National* and *Great Basin Mobilization Guides*. Funding for these aircraft is made through specific incident emergency fire suppression or approved severity funding. The emergency fire suppression funding is only available until the specific incident is controlled/out. Resource ordering procedures are described in the *Great Basin Mobilization Guide*. The types of AMD On-Call and USFS CWN aircraft contracts available to BLM are:

3.11.3.1 AMD On-call Contracts

Reference AMD web site at <http://amd.nbc.gov/> for contract details and ordering procedures. There are separate contracts for:

- Small helicopters (ICS Type 3) – 4 to 6 seat helicopters.
- Used for Fire Operations and Resource Management Projects.

- AMD On-Call C17.4.2.2 NON-FIRE and ONE-DAY FIRE missions can be hired on a daily availability and fixed flight rate basis or a project flight rate basis. Orders placed and accepted on the basis of payment for daily availability and the fixed flight rate will be subject to contract clause C17.4.2.1.
- Reference AMD On-Call C16.1.1 “...individual project cost comparisons and contractor selection rationale.” is required.
- SEAT – Fire suppression.
- Air Tactical Fixed Wing – Fire Suppression.
- Wild Horse and Burro (WH&B) – Census, herding and round-up.
- Aerial Capture, Eradication and Tagging of Animals (ACETA) – Inventory/Census, Herding, Marking/Eradication/High Velocity Darting, Net-Gunning/Low Velocity Darting.

3.11.3.2 USFS CWN Aircraft Contracts

Reference the [USFS CWN helicopter web site](#) for contract details and ordering procedures. There are separate contracts for:

- USFS/DOI National Type 1 and 2 Helicopter CWN contract - Medium to heavy lift helicopters. Project flight rates apply for non fire projects.
- USFS Regional Type 3 Helicopter CWN contracts – Light, multi-purpose helicopters. USFS Exclusive Use and CWN contracted aircraft are available for DOI use per requirements of [OPM-39](#).

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

ARA aircraft are not authorized for tactical fire operations. The AMD ARA are aircraft flight services requested under a Blanket Purchase Agreement (BPA), and are acquired under the authority of Federal Acquisition Regulations (FAR), Part 13, and BPA. These are not competitive contracts, thus have limitations of \$25,000 total expenditure per ordered project. Project requirements of more than \$25,000 shall not be separated (split) into several transactions to avoid expenditure limits. The AMD Regional Offices administer the ARA program through the Flight Coordination Centers. The AMD web site has a link to the [Aircraft and Pilot Source List](#). Resources are displayed by state and the database is searchable by vendor, type of aircraft, and/or special use qualification. The availability of ARA helicopters is limited as most helicopters are ordered, depending on project needs from the AMD On-Call contracts: Small Helicopter, Wild Horse and Burro, or the ACETA. The airplanes available on the ARA Source List typically do not have the same level of avionics that the On-Call contracted planes have. ARA aircraft have a minimum flight hour daily guarantee.

A [Best Value Determination Record Form](#), AMD-9 (BVD), must be completed and retained on file locally for any ARA procurement that is anticipated to exceed \$2,500.

The procurement and payment process does not preclude aircraft charter services from meeting life-threatening emergencies. Under such circumstances, bureaus are

authorized to use the charter procedures set forth Office of Management and Budget (OMB) Circular A-126 and title 41 Code of Federal Regulations 101-37, Transportation Services Furnished for the Account of the United States (reference [353 DM 2.2C](#)).

The numbers of approved rental aircraft must be consistent with program objectives. Requests from the field to add new vendors must be carefully reviewed at the state and national level. 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. Some criteria for assessing need for additional rental aircraft are:

- Type of aircraft.
- The number of same type of aircraft available locally to the field offices.
- The estimated annual usage of that type of aircraft.
- Special services/equipment provided by the contractor

3.11.5 Contractor Evaluations

Contractor performance evaluations are a critical element of effective contract management. The evaluations are used by contracting officers (CO) to assess contractor solicitation bid packages, determine contractor ordering preference rankings, alert AMD acquisition/contracting officer technical representatives (COTR) to performance issues. SAM are charged with developing a contractor evaluation collection system for their state aviation activities.

The AMD 136 form is to be used for documenting contractor performance. There are form variations that are specific to the contract being utilized. These forms are located at: <http://amd.nbc.gov/library/forms.htm>

- [AMD 136A](#) - On Call Small Helicopter, Air Tactical, SEAT (CWN & VT), and ARA
- [AMD 136C](#) - ACETA contract
- [AMD136D](#) - WH&B contract

Contract project inspectors (PI) complete the evaluations, submit them to the COR and **provide a copy to the UAM**. The PI should discuss the evaluation with the contractor's representative before submission. If during the performance of a contract there are negative performance issues the PI should attempt to resolve issues with the contractor's representative and inform the COR of issues. If any issues cannot be resolved locally then the COR will facilitate contacting the contractor and/or the CO.

3.12 End-Product Contracts

End Product Contracts are not aircraft flight service contracts. They are used to acquire a product for the BLM (i.e., per-acre, per-unit or per-area or per head basis). The intent of this type of procurement is for the contractor to supply all personnel and equipment in order to provide a "service" or "end-result." Many contractors utilize aircraft to meet the performance objectives of End Product contracts for activities such as: animal capture, seeding, spraying, survey, photography, etc. Since these are not flight services contracts, the AMD does not perform any acquisition service. End Product contracts are

administered from the state office or Denver NOC procurement units. All contracts with cost estimates greater than \$100,000 are administered from the NOC.

These contracts will be conducted in accordance with *OPM-35*. *OPM-35* aids in determining whether an operation is being conducted as either “end-product” or “flight service” and supplements existing DOI policy regarding End Product contracts found in *353 DM 1.2A (3)*. If the provisions of *353 DM 1.2A (3)* and *OPM-35* are met, the aircraft will be operating as a civil aircraft and the aviation management principles normally required for public aircraft under BLM operational control do not apply.

The Unit Aviation Manager should be consulted whenever an aviation end-product contract is being contemplated or written. End-Product flight activities must be monitored to ensure that Bureau employees are imposing “zero operational control” per *OPM-35*. There is absolutely no flexibility in this area due to the extreme national significance and liability associated with the concept of imposing operational control.

3.12.1 End Product Contract Specifications

Specifications in the contract must only describe the desired quantity or quality of the service or contracted end-result. BLM contracting officers, procurement specialists and aviation managers at all levels must be aware of these requirements. BLM contracting officers and resource specialists must consult with BLM aviation managers if the acceptable language guidelines do not address a specific project requirement or the contract solicitation does not follow the acceptable language guidelines in *OPM-35*. End Product contracts where contractors could conceivably utilize aircraft must be reviewed by the BLM SAM to ensure that specifications and language do not unintentionally imply or determine aircraft operation control.

The following list describes acceptable contract language for BLM End Product Contracts. Close coordination is necessary to ensure compliance with Departmental Manual and applicable airspace coordination agreements that states have with military authorities.

- No contract language describing aircraft or pilot capabilities, standards or requirements.
- The area of work should be described in terms of: scale of area, general topography, elevation, slope, vegetation and accessibility by roads or off-road vehicles, land use restrictions for mechanized equipment, etc.
- Aviation Regulations -Acceptable Language: “The Contractor shall comply with all applicable federal, state and local regulations.”
- Airspace Coordination – In areas of military airspace it is acceptable to describe any BLM coordination agreements with military airspace scheduling or range control authorities and that it is the contractors’ responsibility to coordinate their activities with the scheduling office or Range Control.
- Aircraft Equipment Specifications -Acceptable Language: Delete all reference to aircraft/equipment. Suggested example clause: “...Contractor is required to demonstrate to the government that the application equipment can be calibrated and will evenly distribute the designated seed at rates specified in

the Project Area Narratives.”

- Radio/Communication Requirements - Acceptable Language: “Contractor shall provide a communication system so that contractor personnel engaged in the project at different locations can communicate at all times with each other, and so that government Project Inspectors may communicate with the contractor at any time to discuss performance matters.” (The government VHF-FM radio system may have to be described.)
- Application validation: Marking/GPS - Acceptable Language: “Application equipment will be capable of physically marking or electronically mapping application routes to ensure that seed/fertilizer is applied evenly and completely and at the specified rates.”
- Transporting, Passengers and Equipment - Acceptable Language: “Only approved contractor personnel, contractor equipment and government-provided equipment required for performance ... will be transported by contractor vehicles, trailers, animals or equipment.”
- Safety Hazards - Acceptable Language: “Any ground or aerial hazards that would pose a danger to Contractor’s personnel or operating equipment must be identified and mitigated by the Contractor prior to commencing operations”.
- Aircraft Use Reporting - Acceptable Language: Do not mention or require flight hour/aircraft usage reports.

3.12.2 End Product Project Management

3.12.2.1 Operational Control.

During the performance of service contracts, BLM will not exercise operational control of the aircraft in any way. BLM will not direct the contractor as to flight profiles, flight following, landing areas, fueling/loading procedures, use of personal protective equipment, etc. BLM personnel assigned to administer service contracts will have no aviation management responsibility or authority. Any directions to the contractor must be in terms of the service or end-result being specified (e.g. desired seed application coverage, number and disposition of animals captured, etc.).

It is acceptable to inform military airspace scheduling authorities or range control that the contractor plans on performing work during specified time periods and provide the military authorities the contractor contact information. BLM dispatchers will not perform the airspace scheduling service for the contractor.

3.12.2.2 BLM Passengers or Aircrew.

BLM personnel are not allowed to board any aircraft that is being provided by the contractor during performance of the End Product contract. Furthermore, BLM personnel must not become involved in any

way with aircraft ground operations such as take-off and landing areas, loading, fueling, etc.

3.12.2.3 Aircraft Use Reporting.

Since aircraft utilized by the contractor under BLM End Product contracts are operating entirely within the applicable *14 CFR* as a civil aircraft, and procurement is not through AMD, the bureau will not submit *AMD-23, Aircraft Use Report* in conjunction with BLM End Product contracts. Any flight time incurred by the contractor will not be recorded or reported as DOI or bureau aviation statistics.

3.12.2.4 Aircraft Incidents and Accidents.

Since aircraft utilized by the contractor under BLM End Product contracts are operating entirely within the applicable *14 CFR* as a civil aircraft, the bureau will not report aviation incidents or accidents incurred by these contractors through the DOI Aviation Mishap Information System. These events should be noted in the Contract Daily Diary and reported through BLM channels as normally required for End Product contracts.

3.12.2.5 Reconnaissance/Observation Flights

Before, during or after the performance of an End Product contract it may be necessary for bureau employees to aerielly survey or inspect the project area. When flights transporting BLM personnel are required, an AMD aviation “flight service” procurement (completely separate from the End Product contract) is required. Aircraft and pilots must have current AMD approvals for the intended mission and a current AMD contract or *Aircraft Rental Agreement* must be in place. When an AMD procurement is utilized all DOI and bureau aviation management policy, procedures and requirements must be applied.

3.12.2.6 Operations within Military Airspace

If an “End Product” contract project using aircraft is being conducted within Military Airspace (MOA, RA, MTR) it is the responsibility of the contractor to coordinate with the Military Airspace Scheduling Office. BLM Contracting Officers and CORs should inform the contractor of any BLM agreements with the Military organizations regarding airspace. The UAM may contact the Scheduling Office to alert them of the project and general time frames, provide contractor contact information.

3.13 BLM Supplemental Fire Aircraft Acquisition

During fire season, BLM exclusive use aircraft will be activated and mobilized to meet Bureau fire needs, to the extent possible. When exclusive use aircraft cannot meet all demands, supplemental aircraft will be requested and acquired using the following procedures.

3.13.1 Fire Aircraft Needed Immediately for Initial Attack

When a BLM Field Office has an immediate need for additional aircraft to meet initial attack demands, they will:

- Obtain BLM or cooperator aircraft from adjacent units under existing mutual aid agreements
- Coordinate with the SAM to obtain BLM exclusive use aircraft from other locations within the state
- Hire CWN/On-Call aircraft available locally

3.13.2 Fire Aircraft Needed to Fill Large Fire Orders

Aircraft will be obtained through normal dispatch procedures. BLM exclusive use aircraft are primarily initial attack resources. Assignment of these aircraft to on-going large fires will be the exception. Prior to filling a large fire resource order with an exclusive-use aircraft, the following consultations are required:

- Unit FMOs will consult with the appropriate SFMO
- SFMOs will consult with NAO and/or the Division of Fire Operations

3.13.3 Severity Fire Aircraft

Statewide needs will be met with existing aircraft within the state whenever possible. When state offices determine that supplemental aircraft are needed, they will submit a severity or other funding request to Fire and Aviation Directorate as outlined in the [Redbook](#).

- The NAO will consolidate and adjudicate all state office supplemental aircraft requests and determine the number/type/configuration and procurement method of aircraft. If there is a possibility to re-position a BLM aircraft from other areas, the NAO will coordinate the re-positioning of the aircraft. NAO then will make recommendations of severity funded aircraft needs to FA-300 Fire Operations, which makes final approvals of states' requests.
- Severity funding covers the following costs: aircraft mobilization, daily availability, per diem, rental vehicle, relief crew transportation, additional aviation management personnel base pay (non - BLM Fire employee), travel and per diem.

3.13.4 Aircraft Related Severity Requests

3.13.4.1 States will consolidate and forward, through established procedures, requests for aviation related severity to the NAO.

3.13.4.2 The NAO will adjudicate and authorize state acquisition of aviation resources and will provide appropriate charge codes.

3.13.4.3 Once authorized and acquired, all BLM severity funded aviation resources will be considered national resources subject to allocation/reallocation by state FMOs within their states, and by the NAO on an

interstate basis. This includes aviation personnel such as SEAT Managers and Air Tactical Group Supervisors (ATGS).

3.14 Cooperator Aircraft

Consultation with the Unit Aviation Manager is mandatory.

Cooperative aircraft operations and partnerships are encouraged for the purpose of efficiency and standardization in procedure. The NAO and the states shall make a concerted effort to establish cooperative structures to increase capability and avoid duplication and conflicting procedures.

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 agency's aircraft must consult their respective aviation manager. States are encouraged to obtain necessary letters of authorization prior to fire season (reference [351 DM 4](#) and [OPM-53](#)).

When BLM utilizes other governmental agency aircraft and aircrews, the aircraft are considered to be under operational control of BLM. Annual Operating Plans or Inter-governmental obligation agreements specify how re-imbursement for flight services is managed. Note: When using aircraft under USFS contracts reference [OPM-39](#).

3.15 Senior Executive Service (SES) Flights

An 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 SAM and some of the responsibilities may be delegated to UAMs. Prior approval is required by the solicitor's 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](#). The OPM and AMD Forms may be found at the AMD document library.

<http://amd.nbc.gov/library/index.htm> (Reference BLM [NAP](#) Appendix 3 for SES Flight Scheduling Guide)

3.16 Dispatching – Flight Requests

All flights will be arranged by aviation dispatchers and/or appropriate aviation manager with the exception of:

- Flights with a scheduled air carrier on a seat fare basis. Seat fare is defined as the cost for a DOI employee to occupy one seat between two different airports/heliports when the aircraft is not under the exclusive control of the DOI. It does not include any charter or on-demand operation.
- Transactions to acquire an End Product contract.

All BLM flights shall:

- Be approved at the appropriate management level

- Be authorized and documented **prior** to takeoff
- Use approved pilots and aircraft as directed by the DMs
- Allow only authorized passengers

A BLM Aircraft Flight Request Form (*9400-1a*) is required to be completed for all non-fire flights that do not require a PASP. The *9400-1a* may be utilized on individual flights that occur on an irregular basis within a long duration PASP.

The reverse side of the form *9400-1a* may be used as a PASP for low complexity one-time special use missions. The UAM must review the *9400-1a* Flight Request and obtain approval by appropriate level of authority as determined by the Unit's Line Management and documented in the Unit Aviation Plan.

There are eight (8) general areas with specific procedures regarding flight requests:

3.16.1 Non-fire Point-to-Point

- Prior to hiring or arranging for the flight: Complete a cost analysis comparing costs of using a chartered or government owned aircraft versus commercial airline or driving, time frame requirements, other associated costs. An example *Travel Cost Analysis Form (AMD-110)* is located at:
<http://amd.nbc.gov/library/opm/AMD-110.pdf>
- Prior to flight: *9400-1a* Form is completed. UAM reviews and appropriate approval obtained (state or local unit determination).
- A *BVD form* is completed prior to hiring ARA aircraft.
- Flight manager designated.
- Resource tracking method determined.

3.16.2 Non-fire mission

- Lead time for flight request as described in Unit Aviation Plan.
- UAM to assess project/mission complexity; determine whether a PASP is required.
- *9400-1a* Form is approved by the appropriate level of authority for one time low complexity types of missions.
- If a PASP is required, a *9400-1a* form may be used for dispatch office internal flight tracking purposes.
- A *BVD form* is completed for hiring ARA aircraft.

3.16.3 Fire Point-to-Point

- Dispatch office receives a request and completes a resource order per dispatch procedures.
- A flight manager is designated and resource tracking method determined (reference *National and Geographic Mobilization Guides* for details).
- A *BVD form* is completed for hiring ARA aircraft.

3.16.4 Fire Tactical, Direct Suppression, Logistical, and Training

- Requests come from:
- Incident commander (IC) or designated incident personnel (i.e., AOBD, ASGS, ATGS/ATS).
- FMO or duty officer.
- Per unit dispatching plan.
- Initial Attack aircraft requests can be documented on either or both the Resource Order and Aircraft Dispatch form.
- Minimum dispatch information to be provided on forms sent to pilots, aircrews is: Destination latitude – longitude coordinates, Radio frequencies - air to air/air to ground/flight following, Incident name/contact, Airspace – TFR, military, dispatch boundary concerns, other aircraft being dispatched.
- The specific format to be utilized for the latitude – longitude coordinates must be discussed and agreed upon by dispatch and the flight crew to assure accurate navigation. Reference BLM *NAP* Appendix 4 for additional details.
- Training: Fire training flight requests are made by the supervisor/manager (Helitack, SEAT, and Aerial Supervision) to the FMO, duty officer, UAM and coordinated with the aircraft dispatcher.
- Contractor directed training flights are coordinated with the PI, airbase manager or UAM. These flights are the responsibility of the contractor.
- A *BVD form* is completed for hiring ARA aircraft

3.16.5 SES Flights

- Requests are made to the SAM. Reference specific details for SES Point to Point and Mission Flights in *OPM-07*, BLM *NAP* Appendix 3 and *BLM Utah Aviation Plan*.

3.16.6 BLM Law Enforcement

- A request to use, for BLM operational control projects, non-DOI contracted aircraft and personnel requires, prior to use, a fiscal agreement for the exchange of funds (reference *OPM-39*, *OPM-53*).
- *BLM Law Enforcement Aviation Statistics Form* shall be completed by the SAM and/or UAM for all law enforcement aviation operations and submitted annually to the NAO.

3.16.7 Search and Rescue (SAR)

- The use of BLM aircraft and aviation personnel are not considered normally planned BLM operations. BLM does not budget for SAR operations.
- BLM aircraft mishaps or BLM employee mishap: Request for BLM aircraft to respond to are coordinated through the UAM, FMO/Duty Officer and the District Manager. Documentation of the request can be made on a *9400-1a Form* or in WildCad or equivalent dispatch program.

- Cooperators' aircraft or other mishap: Request for BLM aircraft to respond to are coordinated through the UAM, FMO/duty officer and the district manager. Documentation of the request can be made on a *9400-1a Form* or in WildCad or equivalent dispatch program.
- Sheriff Office SAR: Request for BLM aircraft to assist is typically routed through BLM law enforcement officials to the district manager. If a request for assistance is made directly to the Dispatch Center, the authority to dispatch BLM aircraft and personnel is at the District Manager level. Documentation of the request can be made on a *9400-1a Form* or in WildCad or equivalent dispatch program. Notification of BLM aircraft response to the *Air Force Rescue Coordination Center* is required.

3.16.8 National Guard and United State Military

- U.S. Military – Requests for U.S. military aircraft support is per agreement between Department of the Interior and Department of Defense. The National Interagency Coordination Center is authorized to coordinate. The *Military Use Handbook* describes procedures.
- National Guard – Each state typically has an agreement between the State and the National Guard. A request for National Guard aviation support is coordinated with the Geographic Area Coordination Center (reference *National and Geographic Area Mobilization Guides*, *Military Use Handbook*, and *OPM-41*).

3.17 Aircraft Flight Service Ordering

Only flights with a scheduled air carrier on a seat fare basis are initiated by individual BLM employees with payment utilizing their federal government credit card. Aircraft acquisition and procurement for all other flights are approved to be arranged only by NBC (AQD), (Exceptions - *353 DM 1.2A*). These flights are scheduled, managed and arranged by qualified aviation and dispatch personnel in their respective BLM offices and approved at the appropriate management level (reference state and unit aviation plans).

Aviation services under AMD contract or rental agreement are documented on an Aircraft Use Report Form (AMD-23). DOI/BLM Fleet aircraft usage is documented on Form AMD-2. Paper and electronic versions of the AMD-23 and AMD-2 will be available 2010. Contractors are responsible for final submission, for payment, of the AMD-23; BLM pilots are responsible for submission of the AMD-2. COTRs and CORs are designated by the CO to monitor aviation services contract performance and technical provisions of the contract.

Each type of On Call contract or the ARA has specific ordering procedures. The procedures are found on the AMD web site: <http://amd.nbc.gov/apmd/cwn/cwn.htm> When ordering aircraft, no modification of contract requirements are authorized, except for by the CO.

An ordering official is a person who places an order directly with a vendor. They must have their bureau's authorization to order aircraft. They must have the knowledge to complete the Best Value Determination Record. For BLM the only personnel that have bureau authorization to order aircraft are qualified aircraft dispatchers, UAMs and SAMs.

3.17.1 Best Value Determination

A “Best Value Determination Record” Form AMD-9 (BVD) must be completed by the Ordering Official and retained on file locally for any ARA procurement that is anticipated to exceed \$2,500. The BVD form and instructions used for ordering ARA aircraft are found at http://amd.nbc.gov/fc/ara_order.htm

When selecting a vendor with the better capability but a higher price, the ordering official shall place a short explanation to support this decision on the BVD and retain in an ordering file for three (3) years. The AMD flight coordination center may request a review of the ordering official’s documentation.

BVD Criteria evaluated are:

- Aircraft or contractor capability.
- Price (flight time, guarantees, mobilization, per diem, service truck mileage)
- Availability of the contractor to meet time frames.

If a project is expected to cost in excess of \$25,000, special approval by an AMD flight coordination specialist (or an AQD CO) is required. The ARA may not be utilized for any procurement or project that is going to exceed \$100,000. (A project-specific flight services contract would be awarded in lieu of using the ARA in this case.)

3.17.2 Ratification of Unauthorized Commitments

Unauthorized commitments (orders with vendors without an ARA or On Call contract) could be subject to the ratification procedures set forth in the Federal Acquisition Regulation 48 CFR 1.602-3 (reference [353 DM 2.5.C](#)).

3.18 Aircraft Use Payment Systems

3.18.1 AMD 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 the flight manager complete and sign an AMD 23E. When the flight manager 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 AMD 23E 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 enters the AMD 23E invoice into AMS.
- For additional questions please call the AMS Call center or AMS Help desk (ams-helpdesk@nbc.gov).

AMS login website is: <https://ams.nbc.gov>

Forest Service Aviation Business System (ABS)

Flight time, daily availability, and other authorized charges or deductions shall be recorded on a Flight Use Report in ABS. The data shall be entered and reviewed by the government and the contractor's representative. BLM employees (including BLM AD employees) that are flight or aircraft managers with responsibility to input flight use data into the USFS ABS will need to register with the USFS ABS program. ABS can be found at: <http://www.fs.fed.us/business/abs>

3.19 Coding for Flight Use Reports

BLM SAMs serve as the COR for exclusive use contract aircraft in their state. As such, they are responsible for ensuring that designated alternate CORs and aircraft managers are informed of all coding requirements and that flight invoices are properly completed. BLM pilots, in coordination with the SAM, are similarly responsible for proper flight invoice coding for fleet aircraft.

The following business rules apply to all BLM contracted aircraft:

3.19.1 Billee Code

- Each user of DOI contracted aircraft will have a billing code known as a *billee code*. These codes are issued by AMD. Non-DOI entities can have a billee code.
- For Exclusive Use contract aircraft; the "Home Unit" billee code will be used regardless of the operating location for all Pay Item codes.

The West Desert District *billee code* is 6840.

- Exception - When a non BLM entity utilizes a BLM exclusive use or BLM procured AMD On-Call contracted aircraft for non fire suppression activities and there is no Inter-governmental Obligation agreement (IGO) in place. To use other agency charge code the user must have a billee code assigned to them by AMD. When a non-BLM office billee code is used the charge code does not need to conform to standard BLM charge code format.
- When a non DOI entity utilizes their billee code there will be a surcharge by AMD.

3.19.2 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.

3.19.3 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.”

3.19.4 Mission Codes

Each specific type of flight will have the unique mission use code recorded. The Mission Codes are listed in *Tech Bulletin 10-01, AMS Mission Codes*

3.19.5 Fund Codes

3.19.5.1 Exclusive Use Aircraft

All BLM fire Exclusive Use aircraft will charge all AV during the exclusive use period (excluding contract extension) to the following NAO fund code:

LLFA540000.LF10000AV.HT0000

- Do not use this fund code for anything other than AV during the exclusive use period.
- All other pay item codes (FT, SM, PD, EP, ET, SC, etc) will be charged to the appropriate office and benefiting activity, **not** to the NAO code.
- All BLM Fire Exclusive Use aircraft approved by the NAO for contract extension will charge all AV during the extension period to a specific Fund Code provided by the NAO.

3.19.5.2 Variable Term SEAT Pre-Suppression Aircraft

All BLM variable term SEAT pre-suppression aircraft will charge all AV during the exclusive use period (excluding contract extension) to the following NAO fund code: **LLFA540000.LF10000AV.HT0000**

- Do not use this fund code for anything other than AV during the variable term period.
- All other pay item codes (FT, SM, PD, EP, ET, SC, etc) will be charged to the appropriate office and benefiting activity, **not** to the NAO code.

3.19.5.3 On Call/ARA or Severity Funded Aircraft

All Pay Item codes including AV (AV, FT, SM, PD, EP, ET, SC, etc) will be charged to the appropriate office and benefiting activity. Severity codes should not be utilized for any charges that can be legitimately charged to a suppression code. Suppression and severity formats are listed below:

- Fire suppression – **LLxxxxxxx.LF20000AV.HU0000.L.F.SP.zzzz0000**; where **xxxxxxx** is the BLM Cost Center and **zzzz** is the “Fire Number”.
- BLM Variable Term SEAT Severity aircraft will charge as appropriate to a specific Fund Code provided by the NAO.
- All other severity aircraft – **LLxxxxxxx.LF20000SR.HT0000.L.F.SR.yyyy0000**; where **xxxxxxx** is the BLM Cost Center and **yyyy** is the Severity charge code.

4 AVIATION SAFETY

4.5 General

The BLM Aviation Safety program is modeled after the aviation industry and FAA Safety Management System (SMS). Each BLM employee and contractor involved with aviation has responsibility to plan missions thoroughly, conduct missions with a conservative attitude, and respect the aircraft and environment in which the missions operate.

The BLM NAO Aviation Safety Specialist is the focal point for the BLM national level program. The SAM is the focal point for state aviation programs, and the Unit Aviation Manager (UAM) is the focal point for District/Field Office aviation program.

4.6 Safety Management Systems (SMS)

SMS serves to structure the BLM existing safety initiatives and provides a review process for how well those initiatives function. SMS is not a safety program; rather it is a system which organizes existing safety processes around the concept of system safety. SMS incorporates a proactive approach using hazard identification and risk management to achieve accident prevention. Additional information regarding SMS is available at the [Lessons Learned website](#)

SMS is divided into 4 components: Policy, Risk Management, Assurance and Promotion.

4.7 Policy

SMS is a critical element of management responsibility in determining the agency's safety policy and SMS also defines how the agency intends to manage safety as an organizational core function.

- Policy guides aviation safety doctrine, philosophy, principles and practices.
- Policy provides framework for aviation plans.
- Policy assists in the development of local standard operating procedures.
- Policy will foster and promote doctrinal principles and safety management systems within the states.

Aviation management policies describe; authorities, responsibilities, acceptable operating practices and administrative procedures. These directives provide the structure for the SMS to effectively function. Safety is a product of effective policy and management processes. All aviation safety standards and policy requirements identified in the BLM [NAP](#) 1.6 must be followed.

4.7.1 Personal Protective Equipment (PPE) and Aviation Life Support Equipment (ALSE)

All personnel engaged in aviation activities must wear appropriate personal protective equipment (PPE), depending on the mission. Requirements are listed in [351DM 1.7 \(E\)](#) and outlined in the [ALSE Handbook](#) and mission specific guides and handbooks. Any questions concerning the requirements and procedures for obtaining PPE are

directed to the local aviation manager or aircraft dispatcher. Project leaders must ensure that appropriate and adequate ALSE, including PPE, is available and worn by individuals.

4.7.2 Project Aviation Safety Planning (PASP)

Accident prevention is paramount when planning individual aviation projects. Flights may not deviate from Department policy and procedures, except for safety of flight considerations. A written PASP or; at a minimum for low complexity/one time flight projects, a [9400-1a](#) Form shall be completed and approved for every non-fire mission flight or aviation project. The PASP's shall be reviewed by the UAM and approved by the appropriate level of authority per the state/unit aviation Plan. Managers should be briefed by the UAM prior to their approval of the plan.

A written Project Aviation Safety Plan (PASP) shall be 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:

- 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:

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- 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:

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All PASPs shall be completed in narrative format following the outline above, except for Aerial Ignition projects which may utilize the standard format as found in the *Interagency Aerial Ignition Guide*.

PASPs and Risk Assessments will be reviewed and approved before implementation at the appropriate level based on the final risk level of the Risk Assessment Worksheet or SMS Assessment and Mitigation (IHOG Forms *HJA-5* or *HJA-6*).

Final Risk Level	Review Level	Approval Level
Low	Unit Aviation Manager	District Manager
Medium	Unit Aviation Manager	District 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 the 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.

4.7.3 Aircraft Accident Investigation Process

The National Transportation Safety Board (NTSB) has the responsibility to investigate all aviation accidents except for military (*49 CFR Parts 830 and 831*, *Public Law 106-181*, and *Federal Management Regulation 102-33.185*). AMD Safety is typically invited by the NTSB to be a party to the investigation. NTSB is still the controlling authority. Policy, including responsibilities and procedures concerning DOI aircraft mishaps are contained in *352 DM 6*, the *Aviation Mishap Notification/Investigation/Reporting Handbook (OPM-06-52)*. *352 DM 6.6* identifies two bureau positions that may be established to assist the DOI Investigation Team: 1) as a selected member of the investigation team working directly for the DOI Investigator-In-Charge (IIC), or 2) as the bureau-designated on-site liaison to coordinate with the DOI Investigator-In-Charge. NOTE: In many cases, the bureau will provide only one representative to the investigation team and that individual will perform only as a liaison, or as both a team member and a liaison. When a NTSB

Investigator is participating it will be their decision on who will function as a team member.

4.8 Risk Management

See the [BLM NAP 4.5](#).

Risk management enables personnel at all levels to do exactly what the term implies: manage risks. The process of risk management applies to programs and operational missions. The risk management process is designed to manage risk to acceptable levels by the identification, assessment, and prioritization of risks followed by coordinated application of resources to minimize, monitor and control the probability and/or impact of unfortunate events.

These basic decision making principles must be applied before any anticipated job, tasks, or mission is performed:

- **Accept no unnecessary risk:** Unnecessary risk does not contribute to the safe accomplishment of a task or mission. The most logical choices for accomplishing a mission are those that meet all the mission requirements while exposing personnel and resources to the lowest possible risk.
- **Make risk decisions at the appropriate level:** Making risk decisions at the appropriate level establishes clear accountability. Those accountable for the success or failure of a mission must be included in the risk decision process. Supervisors at all levels must ensure subordinates know how much risk they can accept and when they must elevate the decision to a higher level.
- **Accept risk when benefit outweighs cost:** Weighing risks against opportunities and benefits helps to maximize unit capability. Even high-risk endeavors may be undertaken when there is clear knowledge that the sum of the benefits exceeds the sum of the potential costs.
- **Integrate risk management into planning and execution at all levels:** To effectively apply risk management, leaders at all levels must dedicate time and resources to incorporate risk management principles into the planning and execution phases of all operations. Integrating risk management into planning as early as possible provides the decision maker with the greatest opportunity to apply risk management principles.

Risk Assessment Tools: There are several tools that may be used to document the risk involved in the operation. A good source for a variety of risk assessment tools can be found in the *IHOG* Chapter 3: <http://www.nifc.gov/policies/ihog.htm> Another excellent source is the risk management page located on the SMS link of the Wildland Fire Lessons Learned Center website:

<http://www.wildfirelessons.net/Additional.aspx?Page=181>

There is several completed fire aviation assessments as well as some resource aviation examples.

4.9 Assurance

The safety assurance component involves processes for quality control, mishap investigation, and program reviews. Assurance emphasizes:

- Continuous monitoring and evaluation

- Standards for evaluations
- Internal/external audits and evaluations
- Investigations
- Emergency preparedness and response
- Reporting and feedback

Quality assurance (QA) techniques can be used to provide a structured process for achieving objectives. BLM efforts to date have concentrated on the development and implementation of comprehensive policy revision, risk management processes, SMS promotion and training.

4.9.1 Safety and Technical Assistance Team (STAT)

The *STAT* can be formed to support aviation resources and personnel operating in the field during periods of increased aviation operations. The purpose of these teams is to enhance safety, efficiency, effectiveness and provide on-site technical assistance. STAT teams are ordered by geographic multi-agency coordination (MAC) groups who will determine the size and make-up and provide the team with specific goals and a delegation of authority.

4.9.2 Aviation Safety Communiqué - SAFECOM

The SAFECOM system is used to report any condition, observance, act, maintenance problem or circumstance which has the potential to cause an aviation-related mishap. The SAFECOM system is **not** intended for initiating punitive actions. Submitting a SAFECOM is **not** a substitute for “on-the-spot” correction(s) to a safety concern. It is a tool used to identify, document, track and correct safety related issues. All personnel involved in aviation activities are encouraged to submit SAFECOMs, when they feel it is warranted. This form is located on the SAFECOM web page: <https://www.safecom.gov/>. Electronic submission is preferred but a SAFECOM may also be completed telephonically by calling 1-888-464-7427. Personnel in doubt about completing a SAFECOM should contact their UAM.

Send copies to the Unit Aviation Manager. The UAM will ensure that a copy is received by AMD Safety and the State Aviation Manager.

4.9.3 Program Evaluations, Readiness Reviews, Site Visits

Aviation program evaluations/reviews are an integral part of the System Safety Assurance program.

BLM aviation program reviews are conducted at two levels within the department to insure that safety standards, policy compliance and bureau efficiency objectives are being met.

4.9.3.1 BLM Fire Preparedness Reviews: Aviation functional operations and facilities are reviewed as part of the total Fire Preparedness review of field/district operations. Reviews are conducted every three years by a national level review team. Districts or state level fire readiness reviews are conducted annually. The SAM will be responsible for coordinating annual readiness reviews

of the state's aviation crews/personnel, project and base site visits, and developing guidelines for UAM oversight of district/field office aviation activities. The SAM has the responsibility to ensure the reviews are being conducted for aviation operations within the required time frame and to identify well qualified individuals to conduct the review (reference *Redbook* chapter 18 for information).

4.9.3.2 AMD Aviation Program Evaluation: AMD will administer an aviation program evaluation of each BLM state and the NAO every five years. The purpose of these evaluations is primarily to review non-fire aviation activities as they relate to administration, operations, safety, training and security. The NAO will identify qualified individuals to assist with the review. The aviation program evaluation schedule is:

[2013 - Oregon/ Washington, Utah](#)

4.9.4 National Fire and Aviation Operations Alert System

The BLM Office of Fire and Aviation has established an "Operation Alert" system designed to provide field units and personnel with critical operational information in a timely manner. The system is intended to respond to emerging issues as identified through such means as SAFECOMS, SAFENETS, investigation reports, after action reviews, etc. This system is not a replacement for any existing formal notification and alert system such as Interagency Safety Alerts or Aviation Accident Prevention Bulletin. In fact, the intent is for the operations alerts to complement these existing systems in those instances where it is appropriate. These alerts will also complement the department and bureau manual process. The operations alert system will provide time sensitive information to state and unit FMOs and aviation managers. It is anticipated that these individuals will provide the information to appropriate parties through established channels and processes. The Office of Fire and Aviation, operations and aviation groups will manage the program.

4.10 Promotion

The BLM must promote safety as a core value with practices that support a positive safety culture. Safety promotion can be accomplished through:

- Training
- Communication
- Reporting and Feedback
- Safety and Mishap Information
- Safety Awards

4.10.1 Lessons Learned

National level aviation program managers are responsible for providing input into training curriculum development, lessons learned messages, development of new procedures and operational methodologies.

SAMs are responsible for disseminating pertinent aviation safety information, actively engaging resource and fire managers during annual work plan development.

Additional information regarding Lessons Learned is available at the [Lessons Learned website](#).

4.10.2 Aviation Safety Awards Program

Aviation safety awards are a positive part of the aviation program and are provided to all organization levels. National awards are given following the guidelines in [352 DM 7](#) for pilots and employees. Air Award recommendations can be submitted through the SAM to the NAO aviation safety specialist.

5 AVIATION OPERATIONS

5.5 General

As a bureau, we are challenged with working in high-risk and dynamic environments that are not always predictable. It is the responsibility of each employee, cooperator, and contractor to conduct aviation operations that have been planned properly approved by management that utilize the correct equipment and personnel and are carefully executed per SOP to minimize risk. Safety is the first priority and leadership at all levels must foster a culture that encourages employees to communicate unsafe conditions, policies, or acts that could lead to accidents without fear of reprisal. The four components of SMS (policy, risk management, assurance and promotion) are critical to the success of safe operations.

State and local units are required to staff exclusive use aircraft throughout the contract period. Additionally local units will ensure that support functions (i.e. airtanker bases and local dispatch centers) necessary for the mobilization of national assets (i.e. large airtankers, lead planes, SEAT's, ASM's and fire helicopters) are staffed to support local dispatch as well as GACC to GACC and national mobilization.

5.6 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](#).

5.7 Public/Civil Aircraft Operations

DOI aviation activities include both "civil" and "public" operations. Civil aircraft operations shall comply with 14 CFR (Federal Aviation Regulations) in the operation and maintenance of public aircraft with the few exceptions outlined in *DM 350-354*. Operators under contract to DOI/BLM are bound by that contract to conduct operations in accordance with their FAA-approved commercial operator or airline certificate specifications, unless otherwise authorized by the contracting officer.

Exemptions/waivers to federal aviation regulations and DOI regulations must be requested in writing to the BLM aviation division chief. Depending on the policy in question, final approval may reside at the BLM Assistant Director or Aviation Management Associate Director level.

5.8 BLM Employees on Non-BLM Aircraft

All agency employees will comply with bureau and DOI aviation policies when performing agency employment-related duties on board any organization's aircraft and/or aircraft operated under any other organization's operational control. These policies include but are not limited to: approved aircraft and pilot (by carding or cooperator letter of approval), project aviation safety plans, flight following, PPE, appropriate flight management, etc. (Reference [351 DM 4.1 and 4.2](#)). Exceptions are:

- Flights in foreign countries ([351 DM 4.1.B.4](#))
- Covert Law Enforcement missions ([351 DM 1.6D](#))

5.9 Passengers

A passenger is any person aboard an aircraft when traveling on official BLM business who does not perform the function of a flight crewmember or air crewmember. Unauthorized passengers will not be transported in any DOI aircraft. For official, unofficial and unauthorized definitions, reference [350 DM 1.7](#).

All passengers will:

- Use appropriate personal protective equipment (reference [ALSE Handbook](#)).
- Report aviation incidents, operations deviating from policy to the UAM and/or through the SAFECOM system.
- Emphasize personal safety as well as the safety of others involved in the flight.
- Meet the requirements of DOI [OPM-04](#).

5.9.1 Agency employees in off duty status. Federal employees cannot utilize annual leave/LWOP or “volunteer” in order to circumvent agency policy. If any aspect of the employee’s activity is related to their official duties, they are conducting agency business, irrespective of their pay status.

Reference the regulations regarding off-duty activities in accordance with the [Standards of Ethical Conduct for Employees of the Executive Branch](#) (5 CFR, Part 2635.802-803).

5.9.2 Non Federal passengers: Reference [350 DM 1.7](#).

5.9.3 Volunteers. Volunteers when traveling on official business, are official passengers, within the terms of [350 DM 1.7.A.3](#) and [BLM 9400.67A](#). Volunteers are not permitted to operate aircraft or serve as an aircrew member on any DOI aircraft. Volunteers aboard DOI aircraft performing mission flights must be pre-approved by the appropriate BLM line manager. During fire mission flights, the incident commander with delegation of authority or the local line officer are the appropriate levels of approval. Reference [BLM 1114 Manual](#) for additional policy on volunteers.

5.10 Emergency Exception to Policy

Federal employees who are involved in an event in which there clearly exists an imminent threat to human life, and there is insufficient time to utilize approved methods, may deviate from policy to the extent necessary to preserve life (reference [350 DM 1.2](#)). The following provisions and follow-up actions apply:

- Personnel involved are expected to use good judgment.
- Personnel involved in the decision making associated with deviating from policy must weigh the risks versus benefit.
- Any deviations shall be documented on a SAFECOM.

5.11 Categories of Flight

The following terminology is used throughout this section under these definitions.

5.11.1 Point-to-Point Flight: A point-to-point flight is one that originates at one developed airport or permanent helibase and flies directly to another developed airport or permanent helibase with the sole purpose of transporting personnel or cargo (this term does not apply to flights with a scheduled air carrier on a seat fare basis). These types of flights are often referred to as “administrative” flights and require the aircraft and pilot to be only carded and approved for point-to-point flight. A point-to-point flight is conducted higher than 500 feet above ground level (AGL).

5.11.2 Mission Flight: A Mission flight is defined as any flight other than point-to-point, conducted with the express purpose of performing (or directly supporting) an agency or resource management related task or tactical job such as fire suppression, wildlife census, reconnaissance, etc. DOI refers to many such missions as “Special Use” in *OPM-29*; these missions require special techniques, procedures and consideration. Aircraft and pilots must be approved for each specific activity prior to use. Mission flights require additional agency planning, active flight following, additional pilot and aircraft inspections and carding and operational supervision by agency personnel.

All passengers on a Mission Flight must be essential to the mission.

5.12 Flight Planning

The following terminology is used throughout this section under these definitions.

5.12.1 Point-to-Point Flights will be tracked by a FAA - visual flight rules (VFR) or instrument flight rules (IFR) flight plan that is filed by the pilot with the FAA and activated upon departure. FAA flight plans may be supplemented by agency flight plans and the administrative tracking and notification procedures specified in the *National* and *Great Basin Mobilization Guides*. A qualified flight manager will be assigned to perform the administrative functions and assure a briefing is given to the pilot and a pre-flight safety briefing is given to the passengers. A *9400-1a* Form or some form of Aircraft Flight Strip (per Dispatch SOP) will be utilized to provide dispatch with the appropriate aircraft and pilot information, a passenger manifest and an estimated time of departure and arrival.

5.12.2 Mission Flights will be planned jointly with both the flight manager and pilot. Approval to conduct non-fire/non-emergency mission flights is required prior to flight. Elements to be considered are:

- Type of mission
- Environmental conditions – departure point, route, destination
- Time frames
- Logistics – fuel, landing areas, equipment, support crew

- Communications
- Airspace, flight hazards

5.13 Flight Following

5.13.1 Point-to-Point Flight Following is accomplished by the FAA plan and tracking process augmented by the dispatch notification procedures described above. Aircraft on FAA IFR flight plans are continuously tracked via radar. Radar tracking for VFR traffic is not guaranteed, but is available when requested if the controller workload, terrain and operating altitude allow coverage. The designated flight manager will confirm the pilot has filed and activated the FAA flight plan and performs several functions associated with the agency flight plan. When utilizing an agency flight plan, the pilot or flight manager will notify Dispatch upon departure, arrival at any interim stops, and arrival at the final destination. The flight following method is documented on the Flight Strip or *9400-1a* Form.

5.13.2 Mission Flight Following is accomplished by flight crews and agency dispatchers using agency radio systems or via the internet-based automated flight following (AFF) system, or by agency personnel on the scene of an incident or project where the aircraft is operating.

The method of flight following for fire incidents is documented on an aircraft resource order or in a *Dispatch Center's Mobilization/Operating Guide*. The method for flight following non-fire missions will be documented in a PASP and/or *9400-1a* Form.

5.13.3 Agency Radio Flight Following: Begins with providing the departure time, souls on board (total personnel on the aircraft), quantity/duration of fuel and heading to next check-in point. Position reports during a mission normally include the aircraft call sign, latitude, longitude and heading. The default standard check-in for flight following is 15 minutes. If this is not possible, reporting frequency shall be established and briefed prior to the mission and position reporting shall not exceed one hour intervals. If the 15 minute time limitation is to be exceeded, prior approval by the SAM is required (reference *9400.45C2a*). If the one hour time limitation is to be exceeded, prior approval at the State level is required (reference *351 DM 1.4.C.2.b*).

- In certain circumstances, a position report may be given by some other descriptive location, such as reference to a mission grid-square map, a prominent known landmark, etc.
- Flight following may be conducted by FAA air traffic control if the mission flight is operating within Class B, C, or D airspace, and with prior notification to dispatch.

- Position reports and tactical radio transmissions should not be given when operating within five miles of an airport in the “sterile cockpit” environment.
- The specific format to be utilized for the latitude – longitude coordinates for flight following check-in points, etc., must be discussed and agreed upon by dispatch and the flight crew to assure accurate navigation.

5.13.4 Local/on-scene Flight Following: Local flight following by incident or project personnel may be implemented and utilized only when certain requirements are met and in place:

- Local flight follow procedures pre-identified and approved.
- Personnel are properly trained and qualified.
- Flights following procedures have been addressed in pre-flight briefings.
- Methods of flight following are in place and tested, including communication with dispatch before flight operations begin.
- A positive, clean “hand-off” must occur between dispatch and the project site when local flight following begins and ends.
- Backup/alternate communication devices are in place, available and tested.
- A reporting interval not to exceed fifteen minutes (or continuous visual contact) is maintained, and the location/status documented on a field radio log.
- Emergency accident and lost communication procedures must be briefed and understood by project flight following personnel, the pilot, flight manager, and dispatch.

5.13.5 Automated Flight Following (AFF): AFF is the preferred method of agency flight following by Dispatch Centers since the aircraft N-number/identifier, position, speed, and heading of each AFF-equipped aircraft is graphically depicted every two minutes. The ability to resume radio flight following should be maintained and utilized in the event the AFF system ceases to function (i.e. agency network internet connection failure or aircraft AFF transmitter failure).

5.13.5.1 Requirements to Utilize AFF

- Automated flight following does **NOT** reduce or eliminate the requirement for aircraft on mission flights to have FM radio capability, and for the aircraft to be monitoring appropriate radio frequencies during the flight.
- Procedures for flight requests, ordering aircraft, and requirement for a flight manager are the same as radio check-in procedures.
- The aircraft must be equipped with the necessary hardware (transmitter and antenna).

- The dispatch office responsible for the flight following must have a computer connected to the Internet immediately available to them in the dispatch office. Dispatch offices responsible for flight following shall be staffed for the duration of the flight.
- The flight following dispatcher must have a working knowledge of the automated flight following program ([Webtracker](#)) and must have a current username and password for the automated flight following system.

5.13.5.2 Procedures for Utilizing AFF

- When an aircraft is ordered, or a user requests flight following from a dispatch office, and the above listed requirements are met, automated flight following shall be utilized.
- The dispatch office will log on to the automated flight following web site, verify that the aircraft icon is visible on the screen and be able to quickly monitor this page at any time during the flight.
- The dispatch office will provide the pilot with FM frequencies and tones that will be monitored for the duration of the flight. The pilot will relay the flight itinerary, estimated time of departure (ETD), ETA and fuel on board to the dispatch center.
- When aircraft is initially airborne, and outside of sterile cockpit environment, the pilot will contact the dispatch office via radio requesting Automated Flight Following. The dispatch office will verify that AFF is operational and that the dispatcher can *see* the aircraft on the computer screen. If there is a problem at this point, change to radio 15-minute check-in procedures until the problem is resolved. If radio contact cannot be established, the pilot will abort the mission and return to the airport/helibase.
- If there is a deviation from the planned and briefed flight route, the pilot will contact the dispatch office via radio with the changed information.
- The dispatch office will keep the AFF system running on a computer for the entire flight and will set a 15-minute timer and monitor the computer at a minimum of that interval, for the duration of the flight. The dispatch office will document each check of the AFF system during the flight.
- If the aircraft icon turns RED, it means the signal has been lost. Immediately attempt contact with the aircraft via radio and follow normal lost communication, missing aircraft, or downed aircraft procedures as appropriate. If radio contact is made after a lost signal, flight may continue utilizing 15-minute radio check-ins for flight following. (During tactical operations below 500' a periodic red indication is normal and does not necessitate an 'immediate' contact

especially if flight following has been established with the incident. This should be addressed during the preflight briefing.)

- When the aircraft has completed the flight and landed, the pilot or flight manager (passenger, observer, flight manager, ATGS, etc.) shall contact the dispatch office via radio or telephone informing them that they are on the ground. All helicopters conducting mission flights shall check in via radio prior to and immediately after each takeoff/landing per *Interagency Helicopter Operations Guide (IHOG) 4.II. E.2*
- If the flight will cross “traditional dispatch boundaries,” the originating dispatch office should coordinate with the aircraft and affect dispatch offices to establish a seamless transition when the border is crossed. This must be communicated and understood between dispatch offices and pilots/flight managers prior to crossing a dispatch boundary.

Additional information about AFF can be found at: <https://www.aff.gov/>

5.14 Radio Frequency Management/Communications

Agency specific policies for radio communications may be found in the *DOI Radio Communications Handbook (377 DM)*.

Do not use any frequency without proper authorization from the authorized radio frequency management personnel at the local, state, regional or national level.

5.15 Overdue, Missing or Downed Aircraft

An aircraft is considered “overdue” when it fails to arrive within 30 minutes past the estimated time of arrival (ETA) and cannot be located. An aircraft is considered “missing” when its fuel duration has been exceeded, it has been reported as “overdue” to the FAA and the FAA has completed an administrative search for the aircraft without success. If an aircraft is overdue, missing, or downed, initiate the *Interagency Aviation Mishap Response Guide and Checklist* (NFES 2659). It is critical that the response plan is implemented, followed and documented throughout the duration of the event.

5.16 Mishap Response

The *Northern Utah Interagency Aviation Mishap Response Guide and Checklist* outlines appropriate response to a loss of flight following, or 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. The guide will be updated annually by May 15th.

5.17 Transportation of Hazardous Materials

Any transportation of hazardous material must meet the requirements of the *Aviation Transport of Hazardous Materials Handbook* (351 DM 1) and *U.S. Department of Transportation DOT-SP 9198 (Fourteenth Revision - Expiration Date: 08/31/2010)*

Transport of hazardous materials aboard commercial aircraft must be in accordance with that company’s policy.

5.18 Invasive Species Control

Aquatic invasive species are easily transported in a variety of ways (i.e. helicopter buckets, scoopers, fixed tank helicopters and SEATs utilizing open water sources, engines and tenders, and other water handling equipment). Agency personnel should become knowledgeable in the preventive measures associated with the prevention of the spread of aquatic plants and invertebrates. Aviation managers should consult with local unit resource advisors to acquire information associated with: contaminated water sources, approved water sources, cleaning equipment exposed to contaminated water requirements, and other pertinent information.

Work is underway to develop additional guidance and procedures in the cleaning of equipment that has been exposed to aquatic invasives. Additional operational guidelines for aquatic invasive species can be found in the *Redbook, Chapter 2*.

5.19 Fire Chemicals and Aerial Application Policy near Waterways

For operational guidelines on use of fire chemicals reference the *Redbook, Chapter 12*.

Avoid aerial application of wildland fire chemicals within 300 feet of waterways and any ground application of wildland fire chemicals into waterways.

The *Policy for Aerial Delivery of Wildland Fire Chemicals near Waterways* has been established and approved by the FS, BLM, NPS, and FWS. It has been expanded to include all wildland fire chemicals, including water enhancers.

Interagency policy only allows the use of a product that is qualified and approved for intended use. A qualified products list (QPL) is published for each wildland fire chemical type and maintained on the *Wildland Fire Chemical Systems (WFCS) web site*.

Personnel involved in handling, mixing, and applying fire chemicals or solutions shall be trained in proper safe handling procedures and use the personal protective equipment recommended on the product label and material safety data sheet (MSDS). The MSDSs for all approved fire chemicals can be found on the *WFSC web site*.

Products must be blended or mixed at the proper ratio by approved methods prior to being loaded into the aircraft by authorized personnel.

5.19.1 Reporting Requirements of Wildland Fire Chemicals into Waterways

Procedures have been implemented for the required reporting. All information, including reporting form and instructions are posted on the web site at:
<http://www.fs.fed.us/rm/fire/wfcs/report.htm>

During training or briefings, inform field personnel of environmental guidelines for fire chemical application and the requirements for avoiding contact with waterways. Provide all field personnel with the following reporting process and requirements.

- Notify incident management and the agency administrator promptly of any fire chemicals aurally applied within 300 feet of a waterway.
- The information will be forwarded to incident management and the agency administrator, usually through the resource advisor.

- Initial notifications of wildland fire chemical mishaps will be reported as soon as possible to Wildland Fire Chemical Systems (WFCS) in Missoula, Montana at 406-829-6718 (if no answer please leave a message).

5.20 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 briefing the mission 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 SAR missions, 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.

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

Airtankers are a national resource and their primary mission is initial attack. GACCs mobilize these aircraft according to [National and Great Basin Mobilization Guides](#). In addition to federally contracted airtankers, military airtankers with the Modular Airborne Fire Fighting System (MAFFS) and cooperator aircraft may be utilized to supplement the federal fleet through established agreements.

Operational considerations concerning LAT, VLAT and Scoopers can be referenced in the [IASG](#).

5.22 Airtanker Base Personnel

N.A.

5.23 SEAT Operations

SEATs are a national resource and their primary mission is initial attack. Mobilization is managed by dispatch centers with support by a national SEAT coordinator and aviation managers. Operational considerations concerning SEATs can be referenced in the [ISOG](#) and the [IASG](#).

SEAT manager (SEMG) responsibilities are outlined in the [ISOG](#), and their training and currency requirements are contained in [NWCG PMS 310-1](#).

See [West Desert SEAT Operational Plan](#)

5.24 Foreign Airtanker Operations

See [BLM NAP 5.20](#)

5.25 Aerial Supervision/Leadplane Operations

Air Attack platforms are considered local unit, incident, or geographic resources. ASM and leadplanes are national resources. These air tactical resources conduct operations in accordance with the *IASG* and the policies and procedures prescribed in the *Redbook*. Dispatch and ordering are accomplished in accordance with the *National and Great Basin Mobilization Guides*.

Aerial supervision resources will be dispatched, when available, for initial and extended attack to enhance efficiency and safety of ground and aerial operations.

Air tactical aircraft must meet the avionics typing requirements listed in the *IASG* and the pilot must be carded to perform the air tactical mission.

Currently the WDD has an Exclusive-Use Air Attack platform on contract from June 7-September 4 (90 days). The aircraft is based at Million Air, Salt Lake City International Airport. There are 2 qualified ATGS personnel based at Salt Lake City Field Office.

5.25.1 Aerial Supervision Personnel

Personnel associated with aerial supervision will be trained to the standards in *NWCG PMS 310-1* and the *IASG*. Training and qualification requirements for ASM crewmembers are defined in the *IASG*. Individuals performing duties as an ATS or ATP must be certified and authorized by the BLM NAO.

ATGS responsibilities are outlined in the *IASG*, and their training and currency requirements are contained in *NWCG PMS 310-1*. Personnel who are performing aerial reconnaissance and detection will not perform aerial supervision duties unless they are fully qualified as an ATGS and the aircraft is equipped and carded for air tactical operations.

5.26 Helicopter Operations

All BLM helicopter operations shall be accomplished in accordance with the *IHOG*, unless otherwise waived by the NAO and the aircraft contract.

All personnel involved in BLM helicopter operations and all BLM personnel onboard cooperator/affiliate helicopters shall comply with the PPE requirements in *IHOG Chapter 9*. The only exception from the *IHOG* PPE requirements is on flights with a scheduled air carrier on a Seat Fare Basis.

BLM Exclusive Use contracted helicopters must meet the daily minimum staffing levels defined by *IHOG* (Chart 2-4), except for weather and 1 hour call back.

Currently the WDD has an Exclusive-Use Type III Helicopter on contract from June 8-September 5 (90 days). The aircraft and crew operate out of the B.L.M. leased Helibase located at Tooele Valley Airport, Erda, Utah.

See [Salt Lake Helibase Operational Plan](#)

5.26.1 Helitack

All helicopter personnel responsibilities are outlined in the *IHOG*, CWN Helitack training and currency requirements are contained in the *NWCG PMS 310-1*. Exclusive use helitack minimum crew staffing, training and currency requirements are

contained in the *Redbook, Chapter 16*. Each unit hosting an exclusive-use helicopter is responsible for providing essential management, overhead, equipment, facilities and the resources necessary to fully support the helitack crew.

5.26.2 Rappel

Rappel activities will be conducted in compliance with the *Interagency Helicopter Rappel Guide* and *OPM-10*.

BLM currently does not conduct rappel operations.

5.26.3 Cargo Letdown

BLM cargo letdown will be conducted in compliance with the *Interagency Helicopter Rappel Guide*, *OPM-10*, and the BLM cargo letdown protocol referenced in the *BLM NAP Appendix 8*. BLM personnel involved in cargo letdown operations shall record initial and recurrent training on the BLM Cargo Letdown Trainee Qualification Record (reference *BLM NAP Appendix 9*). National BLM approval is required to host a cargo letdown program. Requests for approval are initiated by a state office to the NAO with the final approval made by the aviation division chief.

The WDD Salt Lake Helitack Program operates a cargo letdown program.

See [Salt Lake Helitack Cargo Letdown Operational Plan](#)

5.27 Aerial Ignition Operations

Aerial ignition operations and projects are accomplished in accordance with the *Interagency Aerial Ignition Guide*.

The AMD On-Call Small Helicopter contract provides for vendor supplied helitorch equipment and mix/load personnel. If a vendor supplied helitorch operation is desired, the CO must be contacted prior to ordering. The CO will negotiate the helitorch services pricing. Salt Lake Helitack has PSD equipment and qualified personnel to run the operation.

5.28 Wild Horse & Burro Operations (WH&B)

Wildhorse and Burro operations will be conducted according to the BLM *WH&B Aviation Management Handbook, H-4740-1* and AMD On-Call WH&B contract.

5.29 Aerial Capture, Eradication and Tagging of Animals (ACETA)

ACETA will be conducted as per the *ACETA Handbook (351 DM 2 - 351 DM 3)* and AMD On-Call ACETA contract.

5.30 Smokejumper Operations

Smokejumper dispatch and ordering is accomplished in accordance with the *Great Basin and National Mobilization Guides*. The BLM Utah has its primary jump base at Cedar City and will set up temporary bases at any acceptable location.

5.30.1 Smokejumper Personnel

5.30.1.1 Smokejumpers: Smokejumper operations are performed according to the *Interagency Smokejumpers*

Pilots Operations Guide (ISPOG) and the policies and procedures prescribed in the *Redbook*.

5.30.1.2 Smokejumper Pilots: The *ISPOG* serves as policy for smokejumper pilots' qualifications, training and operations.

5.31 Light Fixed Wing Operations

Fixed wing dispatch, ordering, and operations shall be accomplished in accordance with state and unit aviation plans. At minimum flights must meet the requirements outlined in *9400 Manual* section .45 for flight scheduling/operations.

5.31.1 Low-level Flight Operations (Less than 500' AGL)

The only fixed-wing aircraft missions authorized for low level operations are:

- Smokejumper/para-cargo
- ASM and lead operations
- Retardant, water and foam application
- Seeding/spraying
- Other missions approved by a PASP

Operational Procedures:

- A high-level recon will be made prior to low-level flight operations.
- All flights below 500 feet will be contained to the area of operation.
- PPE is required for all fixed-wing; low-level flights (reference *ALSE Handbook*). Flight helmets are not required for multi-engine airtanker crews, smokejumper pilots, LEAD and ASM flight/aircrew members.

5.31.2 Fire Reconnaissance or Patrol flights

The purpose of aerial reconnaissance or detection flights is to locate and relay fire information to fire management. In addition to detecting, mapping and sizing up new fires, this resource may be utilized to describe access routes into and out of fire areas for responding units. Flights with a "recon, detection or patrol" designation should communicate with tactical aircraft only to announce location, altitude and to relay their departure direction and altitude from the incident.

5.31.3 Non-Fire Reconnaissance/Aerial Observer

BLM non-fire fixed wing mission flights require that at least one agency person on that flight meets the IAT requirements of flight manager.

5.31.4 Single Engine IFR/Night Flight

For single engine night flight reference *351 DM 1.3.B, 1.3.E* and *OPM-55*.

5.32 Law Enforcement Operations (LE)

LE personnel involved in any aviation operation will adhere to DOI and bureau aviation policy. Local LE personnel that are required to utilize aircraft to support LE operations shall discuss all aspects of the operation with the UAM and/or SAM, well in advance of operations. The BLM SAM must be briefed on all BLM law enforcement involvement in short haul missions occurring within their state. The UAM will review all LE PASPs

prior to commencing operations. Line officers shall be informed of LE aviation activities within their area of responsibility.

LE personnel involved with aviation activities shall receive and be current in required aviation training (NWCG and/or IAT) commensurate with the aviation position they will fill, prior to any aviation operations.

LE personnel will utilize aircraft and pilots that have been approved for the intended use.

Aircraft contracted for fire/resource operations are not mandated to participate in potentially hazardous or threatening LE operations. Missions outside of the scope of the contract require a contract modification.

- Certain LE operations could lead to actions in conflict with DOI policy.
- Certain exceptions to policy for operations of a covert nature are addressed in [351 DM 1.6.D](#).

LE personnel will submit as required to the SAM/UAM, the [BLM Law Enforcement Aviation Statistics form](#) for all law enforcement aviation operations.

5.33 Unmanned Aerial Systems (UAS)

Interest and possible use of UAS, formerly unmanned aerial vehicles (UAV), 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 Authorization (COA) for all UAS operations are required.

All requests to utilize UAS must be routed through the respective SAM to the NAO.

6 AVIATION TRAINING

6.5 General

Aviation training is essential to ensure that BLM maintains a safe and efficient aviation operation in pursuit of the bureaus mission. Aviation users, supervisors and managers need to make certain that they and their employees are knowledgeable of the inherent hazards of aviation operations and have been provided the necessary skills and training to be successful conducting aviation operations. There are two separate, but linked, training programs for BLM Aviation.

6.5.1 Fire Training and Qualifications

The National Wildland Coordinating Group's (NWCG) guides the fire and fire aviation qualifications. Personnel serving in NWCG positions need only meet the qualification and currency requirements required in the Wildland Fire Incident Management System (*NWCG PMS 310-1*), or other interagency guidance as appropriate (smokejumper spotter, ATS, ATGS, Lead/ASM pilot, BLM Exclusive Use helitack, etc).

6.5.2 Aviation Training for Non-Fire Flight Activities and Positions

The *DOI Interagency Aviation Training (IAT)* program regulates the "non-fire" aviation training requirements for bureau personnel. Individuals holding a current qualification under the incident qualification certification system (performance based system) are also qualified to perform equivalent non fire/resource aviation positions under IAT guidelines and do not require additional IAT training (reference NWCG/IAT Functional Crosswalk BLM *NAP* Appendix 10). Some NWCG courses are equivalent to and fulfill the required aviation training. Those equivalencies can be found in the *Interagency Aviation Training Guide*.

Reference http://amd.nbc.gov/library/opm/fy2009/OPM_09-04.pdf

6.5.3 Air Crewmember

An air crewmember is a person working in and around aircraft who is essential to ensure the safety and successful outcome of the mission. This includes personnel fulfilling the role of aircraft manager, such as fixed wing managers and helicopter managers.

Air crewmembers are required to take the courses listed in *OPM-4* in a classroom for the initial training. An employee may be authorized to complete the initial B3 training on-line, on a case-by-case basis and at the discretion of the SAM. A written request must come from the employee's supervisor to the SAM explaining why it is not feasible to attend and complete a classroom B3 session prior to the day of the mission. Refresher training for Aircrew members is required once every three years and can be taken online.

Additional training is required to function in higher level air crewmember positions. A quick reference for the training requirements for non-fire aviation positions can be found in *OPM-4* Appendix 1. A description of each position and role can be found in

Interagency Aviation Use and Management Qualifications Guide. BLM requires that non fire personnel involved with helicopter external load operations must comply with the following:

- Non-Fire Personnel involved in hover hook ups must complete S-271 and A-219 Units 1-6.
- Non fire personnel involved in long line work must be a qualified aircrew member and complete A-219 Units 1-4 and Unit 6.
- Documentation for non fire personnel indicating the completion of the required training to perform external load work shall be maintained at the *Interagency Aviation Training Website*.
- *OPM-04* does not require any recurrent training for A-219 and thus bureau employees will not need any further external load training beyond the initial class as long as personnel maintain currency in the position.

6.6 Management Responsibility

Supervisors and managers are those individuals that have management or supervisory oversight responsibilities for programs using aviation resources for mission accomplishment.

6.6.1 Supervisory Personnel

Supervisors are those individuals responsible for employees that use aircraft to accomplish bureau programs.. Supervisors must attend the *Aviation Management for Supervisors Training Course (M-3)*. BLM supervisors can take the initial course either in a classroom or online. Refresher for M-3 is required once every three years. Supervisors should reference *OPM-4* and *Interagency Aviation Use and Management Qualifications Guide* for further information on required training.

6.6.2 Line Managers

Line managers are those individuals who are responsible and accountable for using aviation resources to accomplish BLM programs. Line managers must attend the aviation management training for supervisors (M-2) training course or attend a DOI aviation management line managers briefing course once every three years.

6.6.3 Aviation Managers at the Local, State and National Level

This applies to personnel who are delegated or authorized to plan, organize, direct, control, oversee or administer aviation or aviation safety programs within the BLM. The training requirements for aviation managers can be found in *OPM-4, Appendix 1*. An in-depth description of each position and role can be found in *Interagency Aviation Use and Management Qualifications Guide*.

6.6.4 Aviation Contracting Responsibilities COR Training Requirements

BLM CORs and alternate CORs, on BLM exclusive use contracts, are required to have training in DOI aviation policy, basic contract administration, and contract performance verification, and understanding technical aspects of contracts. Initial and recurrent COR training requirements can be found in the DOI *COR Manual* or obtained from AMD contracting offices (<http://www.doi.gov/pam/CORManual.doc>).

6.6.5 Contractor and Cooperator Pilot Training

BLM aviation managers at all levels are responsible for assuring that contractors and cooperators are provided adequate briefings of mission requirements, standards and procedures. This may be accomplished through classroom training, computer-based training, simulations, pre-work conferences, aircraft and pilot inspections, pre-flight briefings or other appropriate venues.

6.7 Instructor Standards

Standards for NWCG Instructors are outlined in *NWCG Field Manager's Course Guide (PMS 901-1)*.

Instructors for IAT courses will meet the IAT trainer requirements of the *Interagency Aviation Training Guide*.

6.8 Records Management

The UAM will be responsible for maintaining training records.

6.9 Tuition and Travel

Individual Tuition and Travel request must be approved by the WDD Fire Manager.

6.10 Development

Individual Development Plans are created and approved by the first line supervisor.

6.11 IAT/NWCG Crosswalk

Reference BLM *NAP* Appendix 10

7 AIRSPACE COORDINATION

7.5 Interagency Airspace Coordination

Interagency airspace coordination is accomplished through the Interagency Airspace Steering Committee (IASC) chartered under the NIAC. Guidance and education is provided through the *Interagency Airspace Coordination Guide*.

An extensive list of airspace information and links is available on the BLM Aviation web site: <http://www.blm.gov/nifc/st/en/prog/fire/Aviation/Airspace.html>

7.6 Airspace System Information

A thorough pre-flight briefing should be obtained prior to flight. The flight service stations are the official source of NOTAM information and should be contacted at 1-800-WX-BRIEF for the latest information. For current airspace information, pilots should call flight service at 1-800-992-7433; go to <http://www.faa.gov> for special interest NOTAMS.

7.7 The National Interagency Airspace Information System (NIAIS)

Mostly related to fire management, the NIAIS is a web-based system that displays comprehensive aviation airspace information. This system provides complete graphical temporary flight restriction (TFR) information on current aeronautical charts. The web site is <http://airspace.nifc.gov> (No login or password required for the TFR information).

7.8 Flight Planning, Hazards and Obstructions

All mission types of flights are limited to VFR daylight. Flight below 500 feet AGL requires a high level recon (above 500' AGL) of the project area before descent to mission operating flight profiles.

The BLM has contracted with *AeroPlanner.com* to run the TFR web site and provide a flight planning service. This web site has a link to a flight planning service which accessible with the following log-in and password.

Resource Flight Planning Login and Password

BLM Aviation	blm@blm.gov	blmaviation
Helicopter	copter@blm.gov	blmcopter
SEAT	seat@blm.gov	blmseat
Dispatchers	dispatcher@blm.gov	blmdispatcher

- 7.8.1 Flight Hazards.** It is the pilots' responsibility to plan the flight. It is the flight manager's responsibility to provide information to the pilot for the project area and mission objectives. It is the aircraft dispatcher's responsibility to inform the aircrew of "boundary airspace" issues and coordinate with neighboring dispatch. State/districts are responsible to develop area flight hazard maps or planning tools that are posted at; operating bases, aircrew briefing packages, and dispatch office. The following hazards or locally significant areas should be depicted:

- Military Airspace – Restricted Area, MOA, Alert Area, MTR
- Airspace – Class B/C/D and National Security areas
- Airports/airstrips – public and private, military
- Dispatch zone boundaries
- Parachute, hang glider, rocket, model airplane operating areas
- Towers over 200 feet. Other towers as locally determine significant
- Wires – Major transmission lines, other lines determined locally as significant (wires crossing – canyons, rivers, lakes, near airports)
- Wind Turbine Areas

7.9 Fire Traffic Area (FTA)

The *FTA* provides a standardized initial attack sequence structure to enhance air traffic separation over wildfire or all risk incidents. The structure emphasizes established communications, clearances and compliances. See the *Interagency Aerial Supervision Guide* (IASG) Chapter 4 for details.

7.10 Temporary Flight Restriction (TFR)

In order to enhance safety during an incident, the FAA may be requested to issue a TFR that closes the airspace to non-participating aircraft (with some exceptions). While there are currently nine different types of TFR's, the most commonly issued TFR for wildfire is *14 CFR 91,137 (a) 2* which is explicit as to what operations are prohibited, restricted, or allowed. Aviation Managers requesting a TFR should be familiar with the ordering procedures, coordination protocol and exceptions that are outlined in Chapter 6 of the *Interagency Airspace Coordination Guide*.

7.11 National Firefighting Transponder Code (1255)

The FAA has provided the **1255** transponder code as the national designation for firefighting aircraft. It is not agency specific. The code shall be utilized by aircraft responding to and operating over fire incidents supporting suppression operations (unless otherwise directed by air traffic control (ATC). It is not to be used for repositioning or during cross-country flights.

7.12 Airspace Boundary Plan

When resources are dispatched by more than one unit to an incident that shares a common boundary, care should be taken to ensure safe separation and communication of responding aircraft. Boundary Plans should be prepared that focus on a 10 NM wide “neutral airspace” corridor for mutual or exchanged initial attack area's or zones. Agencies conducting flight activity within the boundary corridors should implement notification procedures to adjoining agencies and cooperators (reference *IACG Chapter 7* for details).

7.12.1 Guidelines and Procedures

- 7.12.1.1** An imaginary 10 nautical 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 5 nautical miles outside the zones boundaries.

7.12.1.2 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.

7.12.1.3 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 receiver 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 must switch to an alternate frequency (i.e. the local or incident air-air frequency, etc.).

7.12.1.4 When aircraft from two or more adjoining agencies/cooperators are being committed to the same general area of a corridor/zone:

- Considering complexity, dispatch an Air Tactical Group Supervisor (ATGS).
- Approaching aircraft will establish air-to-air frequency contact prior to entering the area.
- Aircraft rely upon dispatch centers for current relevant information. Therefore, coordination between dispatch centers is critical.
- The dispatch initiating the flight will notify and coordinate with the adjoining agency/cooperator dispatch.

7.12.1.5 When an aircraft is dispatched to an incident within a corridor/zone and no other aircraft are known to be present:

- The approaching aircraft will attempt to establish contact on the assigned frequency, if unsuccessful **Guard frequency 168.625** will be utilized.
- Perform a high-level recon prior to low-level flight.

- Practice “see and avoid.”
- The dispatch initiating the flight will notify and coordinate with the adjoining agency/cooperator dispatch.

7.12.1.6 Temporary Flight Restrictions (TFR’S) within or in close proximity to corridors/zones will be coordinated and information shared between the responsible dispatch offices.

7.12.2 Airspace Boundary Operations Checklist (Example)

- (1) Date: _____ Time: _____ dispatcher: _____
- (2) Fire Name and/ or Number: _____
- (3) Geographic Location: _____
 Latitude x Longitude: _____ x _____
 VOR Distance and Bearing: _____
- (4) Aircraft Responding:
- | | Tail # | Departure Point |
|-------------|--------|-----------------|
| Air Attack | _____ | _____ |
| Lead | _____ | _____ |
| Air Tankers | _____ | _____ |
| | _____ | _____ |
| | _____ | _____ |
| Helicopters | _____ | _____ |
| | _____ | _____ |
| | _____ | _____ |
- (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__

7.13 Airspace Deconfliction

Pilots must obtain all information pertinent to flight before flying. This is accomplished by obtaining a briefing from the FAA through the flight service stations. This is the official source of NOTAM information.

Dispatching units may obtain scheduling information from DOD units that have special use airspace or military training routes and share this information as “hazards” information on the resource order when the aircraft is dispatched. For non emergency flights, information may be shared through common communication protocol.

Aviation Internet websites are prolific on the internet. When used for obtaining airspace information, the user must be aware of any disclaimers regarding the timeliness of the information posted. The FAA’s U.S. NOTAM office provides current TFR information through *DOD Internet NOTAM Service (DINS)*.

7.14 Airspace Conflicts

Aviation personnel have a responsibility to identify and report conflicts and incidents through the Interagency SAFECOM System to assist in the resolution of airspace conflicts. When a conflict or incident occurs, it may indicate a significant aviation safety hazard. Conflicts may include near mid air collisions (NMAC), TFR intrusions, and FTA communication non-compliance. Further guidance is available in Chapter 8 of the *Interagency Airspace Coordination Guide*.

Any airspace conflicts that occur need to be reported to the Sam as soon as possible.

7.15 Operations along Foreign Borders

N.A.

7.16 Airspace Agreements – Memorandums of Understanding

When Special Use Airspace (SUA’s), MTR’s, Slow Routes (SR’s), or Aerial Refueling Routes (AR’s) are located over lands within an agency’s jurisdiction or within their area of normal flight operations (fire or non-fire), the agency should consider instituting an agreement with the appropriate DOD entity that schedules the airspace. Airspace agreements establish protocol for emergency and non-emergency contacts. They provide local level leadership a tool that defines protocols to address recurring activities, coordination of time critical responses, deconfliction and resolving issues in a timely manner.

7.16.1 Utah Test and Training Range

Refer to the *Utah Test and Training Range (UTTR) Letter of Agreement*. The LOA details specific requirements for BLM controlled aircraft to enter UTTR airspace.

7.16.2 Emergency Security Control of Air Traffic (ESCAT)

ESCAT may be implemented due to an air defense emergency as directed by the North American Aerospace Defense Command (NORAD). Reference the *IACG* Chapter 4 for details.

8 AVIATION SECURITY – FACILITIES/AIRCRAFT

8.5 Aviation Security Policy

The policies and procedures in this chapter are intended to make the theft of BLM aircraft more difficult and time consuming and therefore an unattractive target to potential criminals or terrorists. The BLM security program includes the following elements:

8.5.1 Department of Interior Security Policy: Departmental Manuals *444-1* and *352 DM 10* set forth the security requirements for all DOI aviation facilities and assigned aircraft. Reference *DOI Aviation Security Policy 352 DM 10*.

8.5.2 Scope and Applicability

- To the extent applicable, the policies and procedures established herein are intended to supplement the minimum physical security standards detailed in *444 DM 1*, Appendix A. Nothing in this chapter reduces the requirements prescribed by *444 DM 1*, Physical Protection and Building Security, or any other requirement established by law or authority as it pertains to DOI aviation operations.
- The policies and procedures established herein are applicable to all aviation facilities and aircraft owned or controlled by the DOI.
- Contractors are solely responsible for the security of their aircraft while under the control of the DOI. All DOI aviation contracts will include language describing the DOI aviation security policies applicable to contractor operations and require contractor compliance with those policies.

8.5.3 BLM Specific Policy/Guidance

- *BLM HSPD12 Policy*
- *Aviation Security Questionnaire*
- *Field Reference Guide for Aviation Security for Airport or other Aviation Facilities*

8.6 USFS Facilities Security Assessments

N.A.

8.7 USFS Security Response Actions

N.A.

8.8 Regional Homeland Security Advisory Response Plan

N.A.

8.9 Facility Homeland Security Advisory System Response Plan

N.A.

8.10 General Aviation Security Awareness Programs

The BLM utilizes the *AOPA Airport Watch Program for Security Awareness*.

The Department of Homeland Security (DHS) TSA implemented a national toll free hotline that the general aviation (GA) community can use to report any “out-of-the-ordinary” event or activity at airports. The hotline is operated by the National Response Center and centralizes reporting to the appropriate local, state and federal agencies.

To report any suspicious activity at your airport- Call (866) *GA SECURE* (866) 427-3287

8.11 Cooperators Aircraft Security

Military or government agency cooperator aircraft under DOI operational control shall adhere to their department-specific aircraft security policies.

8.12 Aircraft Physical Security Requirements

Whenever an aircraft, controlled or owned by the DOI is not directly attended by its assigned flight crew, ground crew, or government managers it will be physically secured in a manner that disables the aircraft from being utilized.

Security Devices: The AMD aircraft contracts specify the aircraft security measures and it is the contractors’ responsibility for the aircraft security. Approved security devices require using a dual lock method consisting of any combination of anti-theft devices attached to the aircraft for the sole purpose of locking flight controls, aircraft power, or directional ground movement. Pilots and aircrews must be diligent in pre-flight procedures to prevent engine start up with security measures in place. These may include any combination of the following:

- Locking hanger doors
- Keyed Magneto, starter or master switch; hidden battery cut-off switches; start relay switches
- Throttle, mixture/fuel, fuel cut-off locks
- Control surface gust-locks; propeller locks (chain, cable, mechanical) - (airplane only)
- Locking devices for aircraft tie downs
- Locking devices for pilot directional flight control (i.e., yoke, stick, or cyclic)

8.13 BLM Security Risk Assessments - Facilities

Security risk assessments will be performed on all BLM aviation facilities, temporary bases and aviation airport facilities (AAF), using the *DOI Field Security Guidelines for General Aviation*.

An AAF is owned or controlled real property that has been developed or improved for aircraft (landing and takeoff) at which BLM owned or controlled aircraft are regularly or intermittently based. Facility risk assessments are to be submitted to the BLM SAM and then onto the BLM NAO annually.

8.13.1 Security- Supplement Requirements: When use of these “Suggested Airport Security Enhancements” is indicated, the supplemental requirements listed herein will be considered

mandatory and in addition to those prescribed by the TSA security guidelines for general aviation airports listed below.

8.13.2 Signage: Signage should be multi-lingual where appropriate.

8.13.3 Lighting: All access points leading from uncontrolled areas into the aircraft operations area (AOA) or other sensitive areas should have adequate lighting. Lighting type and illumination levels will comply with published Illuminating Engineering Society (IES) standards but will not supersede standard aviation guidelines governing runway lighting, nighttime flight requirements, etc.

8.13.4 Fencing: Install perimeter security fencing as needed to control access to the AOA and all other sensitive areas. Fence height and other characteristics will comply with standard FAA guidelines where appropriate. Where FAA guidelines are not available, minimum fencing characteristics will be sufficient to meet access control needs.

8.14 Transportation Security Administration (TSA)

BLM employees who are traveling on commercial airlines are personally responsible for compliance with TSA and DOT hazardous cargo regulations.

9 AVIATION FACILITIES

9.5 General

All BLM aviation support facilities will be constructed, maintained and operated in compliance to applicable regulations/direction of DOI, BLM, FAA, OSHA, lease agreements.

9.6 Aviation Facilities (Permanent and Temporary)

BLM has permanent and temporary airbases managed by the districts/field offices with oversight provided by the NAO and state offices. Permanent air bases include heavy air tanker and SEAT retardant bases and airplane and helibase/heliport facilities with permanent or temporary fixtures that are used on a continuous or seasonal basis. These aircraft bases of operations include government owned or leased aviation facilities on; federal or non-federal land where BLM has primary responsibility for operations, maintenance, and oversight.

9.7 Temporary Operations Bases

Temporary operations bases are those that are used to support short term projects, wildland fire. These bases can be located on federal, state, local government, or private land. Permission to operate on the land should be obtained prior to use. Land use agreements may have to be set up describing; payment terms, use limitations, land restoration measures. For wildland fire operations the NWCG *Interagency Incident Business Management Handbook* chapter 20 (24.2) describes procedures. A procurement official with warrant authority may enter into agreements. For non-wildland fire situations the state/district procurement official is the point of contact for agreements.

9.7.1 BLM Smokejumper Bases: The BLM Smokejumpers primary operations bases are Fairbanks, Alaska and Boise, Idaho. Each smokejumper base has multiple sub-bases that are established to support smokejumper operations on as-needed basis. Some sub-bases are located in BLM owned facilities and some are leased.

9.8 Safety

Aviation facilities must comply with safety regulations described in DOI manuals, guides and handbooks and the Occupational Safety and Health Administration (OSHA). Building equipment and aircraft operating surfaces (helibase, airplane parking, and retardant base) will be inspected annually for safety and maintenance deficiencies, by the unit aviation manager. Coordination with the state/district engineering and budget staff will be necessary to facilitate repairs.

9.9 Permanent Facility Construction Planning/Funding and Maintenance

Beginning in 2001, Project Data Sheets have been submitted each year to construct a helicopter operations facility at Tooele Valley Airport. To date, no funding has been allocated.

9.10 BLM Owned/Operated Airstrips: N.A.

PROJECT AVIATION SAFETY PLAN (EXAMPLE)

Confusion and Conger WH&B Census

Project Aviation Safety Plan

This Project Aviation Safety Plan has been:

Prepared by: Joe WH&B Specialist 11-23-10
Wild Horse and Burro Specialist Date

Reviewed by: Bobby UAM 11-24-10
Unit Aviation Manager Date

Reviewed by: Jimmy Sate Aviation Manager 11-24-10
BLM Utah State Aviation Manager Date

(Delete the SAM as a reviewer if Risk Assessment is medium or low)

Approved by: Bill District Manager 11-25-10
Color Country District Manager Date

Approved by: John District Manager 11-25-10
West Desert District Manager Date

PASP EXAMPLE

Confusion and Conger WH&B Census

Project Aviation Safety Plan

Project Name/Objectives

The project is the Confusion and Conger WH&B Census. The objective of the project is to conduct a census of wild horses within the Confusion and Conger Herd Management Areas.

Project Dates

Proposed dates for the project are November 2 and 3, 2010. If weather or other unforeseen delays occur, the project will be rescheduled. This plan need not be resigned based on new dates. The project coordinator will ensure Dispatch is notified of any changes.

Justification for Using Aerial Resources

The project area is too large and too remote to be able to complete and accurate census from a vehicle or from horseback. A helicopter is the most effective and efficient means of gathering an accurate population inventory for effective herd management.

Project Supervision and Participants

Mike Worthington, Helicopter Manager

Eric Reid, Wild Horse and Burro Specialist, Aircrew Member

All personnel involved in the flights are qualified per BLM and DOI policy and meet IAT training requirements for their position.

Aircraft

Contract #	80-3009
A/C Make & Model:	Bell 47 G3B2/Soloy
N #	N828JL

Skyhawk Helicopter Services, Inc.

PO Box 219
Minersville, UT 84752
435.438.5011

Pilots

Pilots for the project will be Robin Venuti or Alan Carter, who are carded under the BLM On-call Wild Horse and Burro contract for the make and model being used.

Projected Costs of Aviation Resources

Daily Availability	2 x 2000	\$4000.00
Ferry Time	2 hours x \$1200	\$2400.00
Flight Time	8 hours x 1200	\$9600.00
Service Truck Mileage	500 miles x \$2.35	\$1175.00
Per diem	2 x 3 x 125	\$750.00
Special Charges		\$0
Total		\$17175

Cost Coding Information

The FBMS cost accounting code for the project is [LLUTW02000L10600000.MC0000](#). This cost code will be used for all line items on the aircraft invoice.

Flight Following Frequencies

Flight following will be done utilizing the following Central Utah Fire Zone Mountain Top repeaters. All receive and transmit frequencies are narrow band.

Name	RX Frequency	TX Frequency	TX Tone
King Top	172.4375N	164.7250N	167.9
Levan	172.4375N	164.7250N	100.0
Little Sahara	172.4375N	164.7250N	123.0
Frisco	172.4375N	164.7250N	156.7

Flight Following Procedures

Flight Following will be accomplished through AFF or consist of 15 minute radio check-ins with the Richfield Interagency Fire Dispatch Center (RIFC). If AFF is used, the requirements contained in the BLM National Aviation Plan and National Interagency Mobilization Guide will be followed. If radio communication cannot be established on initial takeoff or is lost during the flight and cannot be re-established, the mission will be terminated until the issue is resolved. Prior to or upon landing Dispatch will be notified and given an approximate period of time the aircraft will be on the ground. The aircraft will re-establish radio contact with Dispatch for flight following purposes on takeoff.

Search and Rescue Procedures

The Central Utah Fire Zone Interagency Aviation Mishap Response Guide and Checklist will be utilized in the event of an accident or incident. If the AFF aircraft icon goes red during the flight, Dispatch will attempt to contact the helicopter by radio. If radio contact is made and aircraft status is OK, the helicopter will continue flight following every 15 minutes by radio until the AFF issue is resolved. If radio contact cannot be made, dispatch will initiate search and rescue procedures.

PPE Requirements

The mission is considered to be a special use helicopter flight. The general requirements for all helicopter flights required in IHOG chapter 9, Chart 9-1 and the DOI Aviation Life Support Equipment Handbook will be utilized by all participants. The PPE required include fire resistant clothing (long sleeve shirt and pants or flight suit), fire resistant or leather gloves, all leather boots, approved aviator helmet flight, and hearing protection. If all required PPE is not

available, the mission will be postponed or canceled.

Aerial Hazard Analysis

A Color Country Fire Zone and Central Utah Fire Zone Aerial Hazard Map will be consulted prior to flight, and a cockpit size map will be carried onboard the aircraft during the mission.

This project takes place in special use airspace which will be deconflicted with scheduling military units.

In order to conduct a proper census of the HMA low level flying will be encountered but limited as much as possible. A high level recon will be conducted and completed prior to any low level flying. The flight scheduled for Friday the 26th of February, will be conducted below 9000' MSL to avoid airspace congestion with military operations taking place in the area and the military will stay above 10,000' MSL to mitigate the airspace conflicts.

There are power lines in the project area and the flight and aircrew will maintain awareness of any power lines.

Military Training Routes – The Confusion and Conger HMAs are within the Sevier MOA. Dispatch will coordinate with the Military Airspace controllers at Hill AFB.

Other Hazards - Birds, Weather, Debris, other Aircraft, etc. flight participants need to assist pilot in See and Avoid Practices at all times.

Manifest and Load Calculation and/or Weight and Balance Information: A manifest will be completed prior to flight and names forwarded to Dispatch. The manifest portion of the Flight Request may be used for this purpose. A load calculation and/or a weight and balance calculation will be completed by the Pilot and reviewed by the Aircraft Manager prior to the first flight of the day and updated as required when conditions change.

Helispot/Unimproved Landing Site Information: No improved helispots will be utilized for the mission. Any unimproved landing areas utilized for fueling or other purposes will be used at the pilot's discretion in consultation with the Aircraft Manager. Prior to landing at any unimproved site, the pilot will make a high level reconnaissance of the area to determine the location of any aerial hazards at the site. The latitude and longitude of any landing site will be communicated to Dispatch upon landing, or prior to landing if radio communication cannot be established on the ground.

Attachments

1. [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)

2. ROSS Resource Order, or [BLM 9400-1a](#)
3. [Risk Assessment Worksheet and Mitigation](#)
4. [Project Area Map](#)
5. [Cockpit Size Aerial Hazard Map](#)
6. **Preflight Project Briefing Record**

BLM Utah Project Preflight Briefing Checklist

Briefing Element	Yes	No
An approved Project Aviation Safety Plan is in place?	___	___
Aircraft Pre-Use Inspection has been completed?	___	___
The PASP has been reviewed by all participants?	___	___
Qualified personnel are assigned?	___	___
The pilot and aircraft are carded for the intended mission?	___	___
The pilot has been briefed on mission objectives, locations etc?	___	___
Flight Following requirements have been reviewed?	___	___
Radio frequencies have been programmed and radios tested?	___	___
Incident/accident procedures have been reviewed?	___	___
All required PPE is available?	___	___
The Unit hazard map has been reviewed by all participants?	___	___
A manifest is completed and known by dispatch?	___	___
Load Calculation has been completed and signed?	___	___
Helispots have been identified and improved to agency standards?	___	___
Fueling sites/unimproved landing sites are identified (if possible)?	___	___
Fuel planning has been discussed?	___	___
The Aviation Risk Assessment has reviewed with all participants?	___	___
Airspace Deconfliction has been confirmed with Dispatch?	___	___

All checklist items have been discussed and any checked "No" have been mitigated

Participant signatures

Appendix A. West Desert Aviation Supplement Operation Plans

A.1 [Salt Lake Helibase Operational Plan](#)

A.2 [Salt Lake Helitack Cargo Let Down Operational Plan](#)

A.3 [West Desert SEAT Operational Plan](#)

A.4 *West Desert Aerial Supervision Operational Plan*
(This Plan is being worked on)