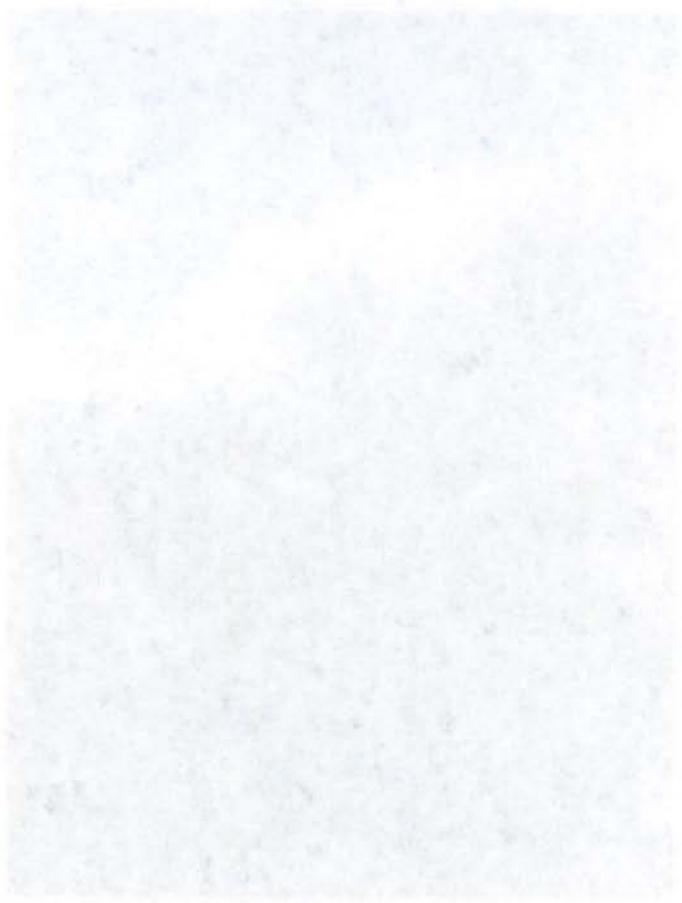




# 2014 BLM-Wyoming State Aviation Plan



A COMMITMENT TO AVIATION SAFETY



# BLM Wyoming State Aviation Plan

---

This plan has been:

Prepared By /S/ Jason Baldwin *Jason Baldwin* Date 03-27-2014

Jason Baldwin  
State Aviation Manager

Reviewed By *Kyle Cowan* Date 3/27/14  
Kyle Cowan  
State Fire Management Officer

Reviewed By *Buddy W. Green* Date 3/28/14  
Buddy W. Green  
DSD- Resources Management and Policy

Approved By *Donald A. Simpson* Date 3/28/14  
Donald A Simpson  
State Director

BLM Wyoming State Office  
5353 Yellowstone RD.  
Cheyenne, WY 82009

Jason Baldwin  
State Aviation Manager  
jbaldwin@blm.gov  
307-775-6237

BLM Wyoming State Aviation Plan

---

A1 | F.S. | 8

newly spf

# BLM Wyoming State Aviation Plan

---

## TABLE OF CONTENTS

- 1.0**      ***BLM WYOMING STATE AVIATION PLAN***
  - 1.1      Purpose
  - 1.2      Mission Statement
  - 1.3      BLM Wyoming Aviation Philosophy
  - 1.4      BLM Wyoming Aircraft Management Strategy
  - 1.5      Authority
  - 1.6      Policy
  
- 2.0**      ***AVIATION MANAGEMENT ORGANIZATIONS***
  - 2.1      Department of Interior
  - 2.2      National Aviation Groups/Committees
  - 2.3      Bureau of Land Management
  - 2.4      National Aviation Office-NAO (FA-500)
  - 2.5      BLM Wyoming
  - 2.6      Aviation Positions
  
- 3.0**      ***ADMINISTRATIVE REQUIREMENTS***
  - 3.1      General
  - 3.2      Reporting and Documentation Requirements
  - 3.3      Aviation Plans: State, Local Units, Project
  - 3.4      Aircrew Orientation Briefing Package
  - 3.5      Land Use Policy for Aviation Activities
  - 3.6      Budget
  - 3.7      Aircraft Flight Service Ordering
  - 3.8      Aircraft Contracts
  - 3.9      Service/End Product Contracts
  - 3.10     BLM Supplemental Fire Aircraft Acquisition
  - 3.11     Cooperator Aircraft
  - 3.12     Senior Executive Service Flights
  - 3.13     BLM Law Enforcement Flights
  - 3.14     Search and Rescue (SAR) Flights
  - 3.15     National Guard and United States Military Aircraft Flights
  - 3.16     Unmanned Aircraft Systems (UAS) Flights
  - 3.17     Dispatching – Flight Requests
  - 3.18     Aircraft Payment Systems
  - 3.19     Coding for Flight Use Reports
  - 3.20     FEPP Aircraft
  - 3.21     FBMS
  - 3.22     Aviation Program Reviews
  - 3.23     New Program Requests

## BLM Wyoming State Aviation Plan

---

### **4.0 SAFETY**

- 4.1 General
- 4.2 Safety Management Systems (SMS)
- 4.3 Safety Policy
- 4.4 Risk Management
- 4.5 Assurance
- 4.6 Safety Promotion

### **5.0 OPERATIONAL POLICY**

- 5.1 General
- 5.2 Policy, Operational Guides and Handbooks
- 5.3 Public/Civil Aircraft Operations
- 5.4 BLM Employees on Non-BLM Aircraft
- 5.5 Passengers
- 5.6 Emergency Exception to Policy
- 5.7 Categories of Flight
- 5.8 Flight Planning
- 5.9 Flight Following
- 5.10 Radio Frequency Management/Communications
- 5.11 Overdue, Missing or Downed Aircraft
- 5.12 Mishap Response
- 5.13 Transportation of Hazardous Materials
- 5.14 Invasive Species Control
- 5.15 Fire Chemicals and Aerial Application Policy near Waterways
- 5.16 Search and Rescue
- 5.17 Large Airtanker, Very Large Airtanker and CL 215/415
- 5.18 Airtanker Base Operations
- 5.19 SEAT Operations
- 5.20 Foreign Airtanker Operations
- 5.21 Aerial Supervision/Leadplane Operations
- 5.22 Helicopter Operations
- 5.23 Aerial Ignition Operations
- 5.24 Wild Horse and Burro Operations
- 5.25 Aerial Capture, Eradication and Tagging of Animals
- 5.26 Smokejumper Operations
- 5.27 Light Fixed Wing Operations
- 5.28 Law Enforcement Operations
- 5.29 Unmanned Aerial Systems

### **6.0 BLM AVIATION TRAINING**

- 6.1 General
- 6.2 Management Responsibility
- 6.3 Instructor Standards
- 6.4 Records Management
- 6.5 Tuition and travel
- 6.6 Development

# BLM Wyoming State Aviation Plan

---

- 7.0**      ***AIRSPACE COORDINATION***
  - 7.1      Interagency Airspace Coordination
  - 7.2      Flight Planning, Hazards and Obstructions
  - 7.3      Fire Traffic Area (FTA)
  - 7.4      Temporary Flight Restriction
  - 7.5      National Fire Fighting Transponder Code (1255)
  - 7.6      Airspace Boundary Plan
  - 7.7      Airspace Deconfliction
  - 7.8      Airspace Conflicts
  - 7.9      Operations along Foreign Borders
  - 7.10     Airspace Agreements-Memorandums of Understanding
  - 7.11     Emergency Security Control of Air Traffic (ESCAT)
  
- 8.0**      ***AVIATION SECURITY – Facilities/Aircraft***
  - 8.1      Aviation Security
  - 8.2      USFS Facilities Security Assessments
  - 8.3      USFS Security Response Actions
  - 8.4      General Aviation Security Awareness Programs
  - 8.5      Cooperators Aircraft Security
  - 8.6      Aircraft Physical Security Requirements
  - 8.7      Aviation Facility Security Requirements
  - 8.8      Exceptions
  - 8.9      Transportation Security Administration (TSA)
  
- 9.0**      ***AVIATION FACILITIES***
  - 9.1      General
  - 9.2      Aviation Facilities (Permanent and Temporary)
  - 9.3      Temporary Operations Bases
  - 9.4      Safety
  - 9.5      Permanent Facility Construction/Funding and Maintenance
  - 9.6      BLM Owned/Operated Airstrips

## *Appendices*

### *Appendix 1: BLM Wyoming Aviation Organization Directory*

# BLM Wyoming State Aviation Plan

---

## **1.0 BLM WYOMING STATE AVIATION PLAN**

### **1.1 Purpose**

This plan sets forth policy, procedures and guidance to implement the Aviation Management Program for BLM Wyoming. The purpose is to clarify and standardize aviation management procedures and operations for all employees in the Wyoming State Office, Districts and Field Offices.

This plan is supplemental to *Departmental Manuals 350-354*, *BLM Manual 9400*, and the *BLM National Aviation Plan (NAP)*.

### **1.2 Mission Statement**

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

### **1.3 BLM Wyoming Aviation Philosophy**

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

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

## BLM Wyoming State Aviation Plan

---

### **1.4 BLM Wyoming Aircraft Management Strategy**

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

### **1.5 Authority**

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

### **1.6 Policy**

See *BLM NAP 1.6*

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

# BLM Wyoming State Aviation Plan

---

## **2.0 AVIATION MANAGEMENT ORGANIZATIONS**

### **2.1 Department of the Interior (DOI)**

*See BLM NAP 2.1*

### **2.2 National Aviation Groups/ Committees**

*See BLM NAP 2.2*

#### **2.2.1 BLM Aviation Management Group (AMG)**

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

#### **2.2.2 Other Groups and Committees**

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

#### **2.2.3 Rocky Mountain Aviation Committee (RMAC)**

The Rocky Mountain Coordinating Group (BLM, USFS, NPS, USFWS, BIA, and States within the Rocky Mountain Geographic Areas) charters an aviation committee to consider any aviation issue germane to the Rocky Mountain interagency aviation operations, and develop recommendations. Fire aviation issues can be brought forward through the Rocky Mountain Operations Group or to the RMAC representative. The BLM Wyoming SAM serves as the BLM Wyoming representative to this committee.

### **2.3 Bureau of Land Management (BLM)**

*See BLM NAP 2.3*

### **2.4 National Aviation Office-NAO (FA-500)**

*See BLM NAP 2.4*

### **2.5 BLM Wyoming**

The BLM Wyoming aviation program is managed at two organizational levels within the state; State Office and District Offices. The State Office Fire and Aviation (WY-931) is responsible for the statewide aviation program. Districts are responsible for aviation activities conducted under BLM operational control within the district. The BLM Wyoming has three districts: High Desert, High Plains, and Wind River/Big Horn Basin. Districts are responsible for:

## BLM Wyoming State Aviation Plan

---

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

### **2.5.1 BLM Wyoming State Director (SD)**

The SD has overall responsibility for the state aviation program, which is delegated to the State FMO. Specific responsibilities are listed in the *BLM NAP section 2.5* and *350 DM 1 Appendix 3*.

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

### **2.5.2 BLM Wyoming State Fire Management Officer (SFMO)**

The State FMO supervises the State Aviation Manager (SAM), and has the authority to prioritize allocation and pre-positioning of fire aircraft assigned to the BLM within the state. Aviation management authorities and responsibilities are described in the delegation of authority from the SD. Specific responsibilities are described in the *BLM NAP section 2.5*.

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

### **2.5.3 BLM Wyoming State Aviation Manager (SAM)**

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

The SAM has functional responsibilities in the following areas in addition to those described in the *BLM NAP 2.5*:

- Conducts and/or coordinates SMS based assurance checks of aviation programs and activities under BLM Wyoming operational control.
- Serves as a member or Chair of the Rocky Mountain Aviation Committee (RMAC) which is chartered under the Rocky Mountain Coordinating Group.
- Serves as a member of the Aviation Management Group (AMG) which is chartered under the BLM Fire Leadership Team.
- Serves as a Contracting Officer Representative (COR) for BLM Wyoming exclusive use aircraft.
- Coordinate State Office flight requests with the appropriate Dispatch Center.
- Coordinate Senior Executive Service (SES) flights.
- Serves as the statewide point of contact for airspace coordination issues. Coordinates with the NAO National Airspace Program Manager, Wyoming National Guard – Wyoming Department of Transportation, Division of Aeronautics.

# BLM Wyoming State Aviation Plan

---

## **2.5.4 BLM District Manager (DM)**

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

- See *BLM NAP 2.5* and *350 DM 1 Appendix 3* for list of major duties.
- Approves–Unit Plans, PASPs, and requests for new aviation contracts or programs.

## **2.5.5 Field Manager (FM)**

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

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

## **2.5.6 District Fire Management Officer (FMO)**

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

## **2.5.7 District Unit Aviation Manager (UAM)**

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

- High Desert- provides a collateral duty Unit Aviation Manager for all BLM flight activities.
- High Plains– provides a collateral duty Unit Aviation Manager for all BLM flight activities.
- Wind River/Big Horn Basin – provides a collateral duty unit aviation manager for all BLM flight activities.

The UAM has functional responsibilities in the following areas:

- See *BLM NAP 2.5* for list of major duties.
- Ensures all aircraft ordering and dispatching occurs through the dispatch office.
- Coordinates with the SAM any requests for exclusive use aircraft contracting and performance requirements, contract modifications, extensions, change of start dates, request for new Aircraft Rental Agreements (ARA) vendor or aircraft.

## **2.6 Aviation Positions**

Description of these positions and their duties are in the *BLM NAP 2.6*

## BLM Wyoming State Aviation Plan

---

### **2.6.1 Aircrew Members**

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

- Aerial supervision – Air Tactical Group Supervisor (ATGS), Air Tactical Supervisor (ATS).
- Smokejumpers (Spotters and jumpers).
- Helitack/Rappel (Manager and crew).
- Resource Helicopter Manager (Certification requirements listed in *BLM NAP 2.6*)
- Designated observers (fire detection, resource observer, fire recon).
- Law enforcement tactical operations.

### **2.6.2 Aircraft Dispatcher**

See *BLM NAP 2.6*

### **2.6.3 Aircraft Manager**

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

- Major duties: See *BLM NAP 2.6*
- Meet OAS-23E workflow obligations for flight invoices.

### **2.6.4 Flight Manager**

See *BLM NAP 2.6* for major duties. The flight manager is the government representative who ensures compliance with procurement document requirements and is responsible for coordinating the flight(s), and for completing the flight invoice.

### **2.6.5 Passengers**

Any person aboard an aircraft who does not perform the function of an aircrew member is considered a passenger. See *BLM NAP 5.5* for definitions and requirements.

# BLM Wyoming State Aviation Plan

---

## **3.0 ADMINISTRATIVE REQUIREMENTS**

### **3.1 General**

This section establishes: definitions, management responsibilities, policies, and procedures for administration of the BLM Wyoming aviation program. The *BLM NAP 2.4* describes the overall administrative requirements.

### **3.2 Reporting and Documentation Requirements**

General administration policy for BLM Aviation is found in *350 DM 1* and *BLM NAP 3.2*.

- Aviation Safety Communiqué (*SAFECOM*) reports will be submitted within 24 hours of the event.
- Accidents and Incidents-With-Potential will be reported to: (1) OAS Safety (1-888-4MISHAP), (2) SAM/State FMO/SD. For accident notification (see Section 4.5).
- Contract Daily Diary will be maintained by contract ACOR/ Project Inspectors. Copies of all Aircraft Contract Daily Diary's will be forwarded to the SAM every 2 weeks. Significant contract performance events are to be documented and forwarded to the SAM. Contract related documents are to be maintained for 6 years and 3 months after the final payment for the fiscal year.
- Each District and Field Office will maintain an aviation reference library and aviation file(s) per BLM Preparedness Review Checklist #4 "Aviation Management" located at: [BLM Fire Ops Preparedness Review Checklists](#)

### **3.3 Aviation Plans: State , Local Unit, and Project**

The *BLM Manual 9400*, Aviation Management specifies national aviation management policy. The national, state and unit aviation plans describe procedures that implement policy direction in the *BLM 9400 Manual*. State and unit plans supplement national policies and procedures. State and district offices must not implement policy or procedures less restrictive than BLM national aviation policy. If more restrictive procedure is required, a written request from the State Aviation Manager is to be sent to the BLM National Aviation Office (FA-500).

#### **3.3.1 State Aviation Plan (SAP)**

The SAP serves as an umbrella document for unit aviation plans. The State plan will be updated annually 60 days after issuance of the *BLM NAP* or prior to April 1. It will be issued, at the state level, by IM, and then submitted to the NAO for inclusion in the *BLM Aviation web site*. The Wyoming State Aviation Plan will be disseminated to the field in electronic format.

#### **3.3.2 Unit Aviation Plans**

Each Wyoming BLM District will develop a Unit Aviation Plan. Unit Aviation Plans describe the District aviation management procedures, organization and responsibilities (See *NAP section 3.3* for plan components). The plans are to be updated annually within 60 days of BLM Wyoming State Aviation Plan issuance or prior to June 1. A copy of these plans will be forwarded to the SAM when approved.

# BLM Wyoming State Aviation Plan

---

### **3.3.3 Project Safety Aviation Plans**

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 BLM NAP 4.3.2) for specifics regarding PASP requirements).

### **3.4 Aircrew Orientation Briefing Package**

Each district will create an Aircrew/Pilot Orientation Briefing Package. Unit Aviation Managers are responsible for providing visiting pilots, aircrews and Incident Management Teams with 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, flight hazard maps, repeater locations, flight following procedures, fire behavior information, recommended lodging/dining list, maps, etc.). The SAM will develop and distribute a basic guide to which the districts can attach pertinent information about their district/area.

### **3.5 Land Use Policy for Aviation Activities**

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

#### **3.5.1 Temporary Aviation Operations**

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

#### **3.5.2 Fire Chemicals Aerial Application in Waterways**

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

The responsibility of notifying resource managers (FM, other Field Office designated point of contact, etc.) is the District FMO.

- The responsibility to submit the Fire Chemicals Report is the FM or designated position.
- References: *Interagency Standards for Fire and Fire Aviation Operations, chapter 12* and *FA-320 IM-2009-027*.
- The US Forest Service has new avoidance areas for any aerial fire retardant application. Dispatch Centers should have maps of the local USFS avoidance areas. A link to the Environmental Impact Statement and the USFS Record of Decision is at:  
*USFS Aerial Application of Retardant*

# BLM Wyoming State Aviation Plan

---

## **3.6 Budget**

See *BLM NAP 3.6*.

The BLM fire exclusive use contracted aircraft are funded through the NAO (FA-500). The positions to manage and work with the aircraft are budgeted at the state or district level. All other aircraft are funded from fire suppression, severity, or specific projects.

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

## **3.7 Aircraft Flight Service Ordering**

See *BLM NAP 3.7* for details. Only the SAM, UAM or dispatchers are authorized to order aircraft from the various AQD flight service contracts, or interagency cooperators. Individual Project Coordinators must not order aircraft direct from AQD contractors.

### **3.7.1 Inter-agency Agreements (IAA)**

All aircraft services procured by BLM Wyoming will be conducted under an Interagency Agreement with AQD. This will require a substantial amount of lead time to ensure the agreements are in place before any flight activity takes place. The following procedures will be followed:

#### **3.7.1.1 Aircraft Services Acquired in the Support of Fire Management Activities**

1. Local dispatch office will order aircraft in accordance with Geographic Area and National Mobilization Guides. Once aircraft are identified by the dispatch process, the UAM or dispatcher will complete an [AQD-91 Flight Services Request Form / Best Value Comparison](#) to determine expected aircraft costs.
2. The national miscellaneous obligation number for fire management activities (suppression, severity, fuels (RX), emergency stabilization, burned area rehabilitation, and preparedness) will be placed in Block 12 of the IAA obligation (TBD).
3. UAM or Dispatcher will submit AQD-91's to fax to 208-433-5043.
4. The original copy of the completed AQD-91 will need to be retained at the local level where the activities were ordered.

## BLM Wyoming State Aviation Plan

---

### **3.7.1.2 Aircraft Services Acquired in Support of Non-Fire Activities**

1. Districts identify a need for a non-fire flight.
2. The UAM and Project Lead complete an [AQD-91 Flight Services Request Form / Best Value Comparison](#) to identify a particular aircraft and associated cost.
3. The Project Lead completes a PR request in FBMS. UAM will complete a DOI Aviation Purchase Request (PR) Submittal Form (AQD-91), and forward a copy to the SAM.
4. The SAM coordinates with Bob Tichac via email [btichac@blm.gov](mailto:btichac@blm.gov) (307-775-6313), who completes an Interagency Agreement (IAA) with AQD. Once completed, the IAA will cover planned flights, as long as funding remains available. The AQD-91 is then submitted fax to 208-433-5043.
5. If more flights are necessary, the Project Lead and UAM will coordinate with Bob Tichac and additional funding may be obligated under the same agreement.
6. AQD obligates funds provided in the IAA prior to the flight.
7. Vendor submits invoice through AMS to AQD for payment. (Vendor must identify the IAA # during the submission process or vendor will not have access to AMS).
8. AQD will IPAC BLM after payment has been made to the vendor.

The project leader ensures any remaining project funding is de-obligated from the agreement.

### **3.8 Aircraft Contracts**

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

#### **3.8.1 Non-Fire Exclusive Use Aircraft Contracts**

See the *BLM NAP 3.8.1*

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

# BLM Wyoming State Aviation Plan

---

## **3.8.2 Fire Exclusive Use Aircraft Contracts**

See *BLM NAP 3.8.2*

- The SAM serves as the Contacting Officers Representative (COR) for all BLM Wyoming exclusive use aviation contracts
- If a district wants to change the type or capability of their exclusive use contracted aircraft, a request is required to be submitted to the State FMO, after approval, the State FMO will submit a request to Deputy Assistant Director, FA-100.
- If an existing contract expires, the host district will coordinate with the SAM and NAO, and submit a new *OAS-13*.
- Start dates: The districts determine the start dates for their exclusive use contracts. The COR will coordinate with the State Fire Operations and State FMO, National Aviation Office (NAO), OAS-Western Region, and Acquisition Services Directorate (AQD) Contracting Officer.
- The COR submits a *Notice to Proceed OAS-19* to the contractor.
- Once the Notice to Proceed is acknowledged by the contractor, the start date can be varied on either side of the published date by 14 days.
- Contract extension: The contract exclusive use period can be extended on a day-by-day basis. Extensions must be agreeable by the BLM and the contractor. Funding the extension can be done through severity, suppression, fire rehab, project or another agency with an exchange of funds agreement with BLM. Contract extension on Severity Funding must be requested by the District and approved by the National Office through the standard severity request process.
- A request to extend the contract is sent by the District through the COR to the NAO no later than 2 weeks prior to the exclusive use period termination.

## **3.8.3 On-Call/Call-When Needed (CWN) Aircraft Contracts**

The OAS and Acquisition Services Directorate (AQD) administers the On-Call contracts that provide aircraft for *Small Helicopters, Aerial Supervision, SEAT, Aerial Capture, Eradication and Tagging of Animals, and Wild Horse and Burro Operations*. The use of the AQD On-Call contracts is prioritized over use of the USFS CWN contracts; however, BLM can use USFS contracted aircraft per compliance with procedures described in the *OAS OPM-39*. An *Interagency Agreement (IAA)* is required to be in place (See BLM Wyoming State Aviation Plan 3.7.1.1 and 3.7.1.2).

An *AQD-91 Best Value Comparison* must be completed any time the on call contract is used.

### **3.8.3.1 Forest Service National Type 1 and 2 CWN Helicopter Contract**

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

## BLM Wyoming State Aviation Plan

---

For fire suppression, helicopters will be ordered through normal dispatch processes and NICC (National Interagency Coordination Center) will complete and process the [AQD-91 Flight Services Request Form / Best Value Comparison](#).

For project use, local units will complete the AQD-91 and send it to AQD. This must include at least 3 vendors or provide reason that less than 3 were evaluated. The local unit can contact the preferred vendor and coordinate needs with them. The local unit must ensure that the helicopter and vendor personnel are carded for the anticipated missions. AQD is authorized to place Task Orders directly with the contractor in accordance with the terms and conditions of the CWN Contract to support non suppression activities (projects). These orders will be placed by the AQD CO and coordinated through, and with the NICC when the resource order is placed with the contractor. AQD will provide copies of the Task Order to the vendor and local unit.

### **3.8.4 DOI Aircraft Rental Agreement, Non-Fire (ARA)**

See *BLM NAP 3.8.4* for details.

An AQD-91 Flight Services Request Form / Best Value Comparison must be completed any time the Aircraft Rental Agreement is used.

### **3.8.5 Contractor Evaluations**

See *BLM NAP 3.8.5* for details. The *OAS-136* form is to be used for the contractor performance evaluation. The completed form is to be routed to the SAM, who will route a copy to the appropriate AQD Contracting Officer. Evaluations are required:

- ARA, On-Call or CWN contractor – After release of the aircraft, the aircraft manager will complete and forward evaluations to the SAM, and the CO.
- Exclusive Use Contracts- End of season performance evaluations will be completed by the aircraft manager and submitted to the SAM for input into the Contractor Performance Assessment Reporting System (CPARS) database.

### **3.9 End Product Contracts**

See *BLM NAP 3.9, 3.9.1, 3.9.2* for details.

Other than the providing of contact information the BLM will have no operational control of the aviation activities. The BLM can not specify any aircraft performance, equipment standards or pilot qualifications for any end product contracts.

### **3.10 BLM Supplemental Fire Aircraft Acquisition**

See *BLM NAP 3.10* for details.

**Fire Aircraft Needed to Fill Large Fire Orders:** The BLM exclusive use aircraft are intended for initial attack operations. If there is a request through the Resource Ordering Status System (ROSS) program for aircraft to fill orders for a “large extended attack fire”, typically Type I or II

## BLM Wyoming State Aviation Plan

---

IMT assignments, notification with the State FMO or SAM is required before filling the order.

### **3.11 Cooperator Aircraft**

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

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

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

BLM Wyoming annually request cooperator approval request for the following: Wyoming State Forestry Division's Type-3 IA helicopter, Wyoming Department of Transportation's Citation Jets, and Wyoming Army National Guard's helicopter support.

### **3.12 Senior Executive Service (SES) Flights**

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

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

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

### **3.13 BLM Law enforcement Flights**

See [BLM NAP 3.13](#) for details.

### **3.14 Search and Rescue (SAR) Flights**

See [BLM NAP 3.14](#) for details.

### **3.15 National Guard and United States Military Aircraft Flights**

See [BLM NAP 3.15](#) for details.

### **3.16 Unmanned Aircraft Systems (UAS) flights (see also BLM NAP 5.29)**

Reserved

## BLM Wyoming State Aviation Plan

---

### **3.17 Dispatching - Flight Requests**

See *BLM NAP 3.17* for details.

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

### **3.18 Aircraft Payment Systems**

See *BLM NAP 3.18*

AMS is a web based system that can be accessed from any computer with internet access for generating and processing flight use invoices. The flight service vendor is responsible for loading the data from the field OAS-23e into AMS.

### **3.19 Cost Coding for Flight Use Reports**

See *BLM NAP 3.19*

UAMs must ensure that coding on flight use reports is correct and invoices (OAS-23E) are completed properly.

#### **3.19.1 Flight History Tracking**

All unit aviation managers will develop a “cuff record” recording system to track all flight activities occurring within their unit, regardless of contract procurement and type. This Unit and State level flight history tracking is reported to the National Aviation Office at the end of each fiscal year.

#### **3.19.2 Billee Codes**

All exclusive use contracted aircraft will use the “home unit” Billee code regardless of the operating location for all pay item codes. The only exception is when a non BLM entity uses the aircraft for a non-fire mission and the entity has an already established Billee code. A non-BLM user that uses their billee code will need to have an Interagency Agreement (IAA) established with AQD. Without an IAA in place the vendor will not be paid for services provided. For all on-call contracted aircraft, the host unit’s billee code will be utilized on all flight invoices.

## BLM Wyoming State Aviation Plan

---

### **3.19.3 Mission Codes**

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

### **3.19.4 Pay Item Codes**

AMS uses separate “Flight Time” pay item codes for fire and project flight rates. The code FT is used for any contract that has a fixed flight rate. A different code is used for any flight rate that is negotiated or was set in the contract bid process – i.e., “Project Flight Rate.” An example is shown at the following link: [DOI Small Helicopter Pricing 2014](#)

### **3.19.5 Fund Codes**

See [BLM NAP 3.7.2](#) and [3.18.3](#)

All fire exclusive use aircraft daily availability, during the established use period, is charged to:

**LLFA5400000 LF1000000.HT0000.**

(Note: there is no mission code for daily availability.) All other charges are made against the appropriate user charge code.

### **3.20 Federal Excess Personal Property (FEPP) Aircraft**

This is a USFS administered program for providing government entities military excess aircraft. Not all FEPP aircraft are approved for BLM use. The entity that operates the aircraft must be approved by OAS prior to use by BLM.

### **3.21 FBMS**

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

### **3.22 Aviation Program Reviews**

See [BLM NAP 3.22](#) for details

### **3.23 New Program Requests**

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

# BLM Wyoming State Aviation Plan

---

## 4.0 Aviation Safety Management Systems

### 4.1 General

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

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

### 4.2 Safety Management Systems (SMS)

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

### 4.3 Safety Policy

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

#### 4.3.1 Aviation Life Support Equipment (ALSE)

See *BLM NAP 4.3.1* and the *DOI ALSE Handbook*. **If required ALSE is not available, all flights will be cancelled or postponed until such time the required ALSE becomes available.**

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

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

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

## BLM Wyoming State Aviation Plan

---

### **4.3.2 Project Aviation Safety Plans (PASPs)**

See the *BLM NAP 4.3.2* plus the following:

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

The PASP's are to be reviewed and approved by a Line Officer (DM, FM, or acting). The DM may delegate approval, as described in the Unit Aviation Plan, of low complexity projects to the UAM or other designated position.

- Low complexity, low risk projects that are planned for completion in one day, can be documented on a *BLM Form 9400-1a*.
- Higher complexity/risk projects will be documented on a PASP.
- PASP's will include the following information:
  - Project name/Objectives/Supervision
  - Justification
  - Project date and location
  - Projected cost of aviation resources
  - Aircraft Pilot, if known
  - Flight Manager, Aircrew, passengers, participants
  - Desired aircraft, make/model, pilot skills (Included if available and/or specific N# and pilot to be noted on 9400-1A)
  - Communication Plan, Flight following and emergency search and rescue
  - Flight routes/areas and altitudes
  - Hazard identification (e.g., weather, takeoff or landing weights, landing areas, wire hazards, etc.)
  - Wire Strike Prevention (351DM1.9, C&D)
    - Flight Environment Considerations: Bureau projects often dictate that flights be conducted in close proximity to the ground where wires are prevalent
    - Risk Assessment/Hazard Maps: To reduce wire strike potential, it is critical that a risk assessment be conducted prior to all low level flights. A low level flight hazard map shall be constructed for the local operational area. All preplanned low level flights require a thorough map reconnaissance of the route to be flown
  - Description of take-off and landing areas
  - Pre-flight briefings/After Action Reviews
  - Personnel qualifications and currency
  - Aircraft and equipment approval
  - Airspace Coordination and Aerial hazard identification
  - Risk assessment utilizing the SMS worksheets as appropriate
  - Personal protective clothing/equipment (if required)
  - Load calculations and/or weight and balance information requirements

## BLM Wyoming State Aviation Plan

---

- Unit Aviation Managers review and signature
- Project Lead Supervisor's and line officer's approval signature

Project area maps can be completed utilizing ArcMap with an Aeronautical Sectional Chart background or using Google Earth with overlay of the Project area. This will assist the identification of hazards and figuring of logistics.

All PASPs shall be completed in BLM-Wyoming standard format following the outline above, to include Aerial Ignition projects,

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

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

A good resource for aviation project planning can be found in the [Interagency Helicopter Operations Guide Chapter 3](#).

**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.**

### 4.3.3 Aircraft Accident Investigation Process

For specific direction refer to the [BLM NAP 4.3.3](#)

## 4.4 Risk Management

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 mitigate 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.

## BLM Wyoming State Aviation Plan

---

- **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.

For additional information refer to the *BLM NAP 4.4*.

### **4.5 Assurance**

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

- UAM and Aircrew supervisors conduct after action reviews (AAR) of projects, fire suppression operations, SAFECOM events.
- UAMs will forward any significant AAR findings to the SAM.
- Morning fire aviation operational briefings will have discussion of the following: previous day aviation operations, today's planned operations, 6 minutes for safety aviation topic or SMS risk assessment topics, and other topics as appropriate.
- UAMs will review PASP and risk assessments that are prepared by project aviation operations personnel.
- The SAM will review all medium, serious and high risk rated PASPs, and will monitor all PASPs.
- The SAM will make site visits to airbases, projects and fire incidents, coordinating with and reporting results to the State FMO, District FMO and UAM.

#### **4.5.1 Aviation Safety Assistance Team (ASAT)**

See *BLM NAP 4.5.1*

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

## BLM Wyoming State Aviation Plan

---

### **4.5.2 Aviation Safety Communiqué (SAFECOM)**

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

- SAFECOMs can be reported several ways in order of preference
  - (1) Through the *SAFECOM web site*;
  - (2) By phone 1-888-4MISHAP;
  - (3) Paper form that is Faxed or mailed.
- Events that are significant in their potential to be accidents are generally classified as Incidents with Potential (IWP).
- Potential IWP's will be reported immediately to the UAM or FMO and the SAM. The SAM will inform the State FMO, State Director and BLM FA-500.

### **4.5.3 Program Evaluations, Fire Preparedness Reviews, Site Visits**

See *BLM NAP 4.5.3* and *BLM NAP Appendix 6*

- Wyoming is scheduled for an OAS Aviation Program Evaluation in 2015.
- Wyoming will complete Fire Preparedness Reviews on an annual basis during years when a National Fire Preparedness review is not conducted. There is a state review planned for 2013.

### **4.5.4 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 ground or aerial 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 (FA-300) and Aviation (FA-500) groups will manage the program.

# BLM Wyoming State Aviation Plan

---

## **4.6 Safety Promotion**

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

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

### **4.6.1 Lessons Learned**

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

### **4.6.2 Aviation Safety Awards**

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

# BLM Wyoming State Aviation Plan

---

## 5.0 Aviation Operations

### 5.1 General

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

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

### 5.2 Policy, Operational Guides and Handbooks

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

### 5.3 Public/ Civil Aircraft Operations

See *BLM NAP 5.3*

### 5.4 BLM Employees on Non-BLM Aircraft

See *BLM NAP 5.4*

### 5.5 Passengers

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 Aircrew member. Unauthorized passengers will not be transported in any DOI aircraft. For official, unofficial and unauthorized definitions, reference 350 DM 1.8.

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.

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.

## BLM Wyoming State Aviation Plan

---

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).

Non Federal passengers: Reference IHOG 10-2, F

- General: A qualified Helicopter Manager or Flight Manager shall be assigned to the mission. All requirements regarding use of personal protective equipment, flight following, load calculations, and hazard analysis shall be followed.
- Resource/Project Missions: If the mission is special use, a Project Aviation Safety Plan shall be required and approved by line management prior to the flight. It must show that the carriage of Non-Federal passengers aboard the aircraft is of an official nature and is advantageous to the agency. Since the Non-Federal passengers are designated official passengers, no flight release waiver is necessary
- Incident Missions: As a general rule, the Incident Commander on type I or II Incident Management Teams may authorize all flights with Non-Federal passengers on board. On local unit fires, the line manager or their designee is usually the approving authority. Flights on government aircraft with Non-Federal passenger aboard must be in the interest of the government. No flight release waiver is required. This general guidance may be further restricted by agency local unit policy. The air operations staff should check with the local area to ascertain any additional restrictions or necessary approvals.
- Restricted Category Helicopters: Carriage of Non-Federal passengers aboard restricted category aircraft is specifically prohibited.
- Local Unit Aviation Manager and State Aviation Manager must be notified prior to any flights with Non-Federal passengers aboard.

Volunteers: Volunteers when traveling on official business, are official passengers, within the terms of 350 DM 1.8.A.(3) and BLM 9400.67.A. 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.

### **5.6 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 1.3.B). 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 verses benefit.
- Any deviations shall be documented on a SAFECOM.

# BLM Wyoming State Aviation Plan

---

## **5.7 Categories of Flight**

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

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).

NOTE: A developed airport is one that is listed in the FAA Sectional or FAA supplement for the geographic area.

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.

## **5.8 Flight Planning** (See also 351 DM 1.4 and *National Mobilization Guide* Chapter 20)

**Point-to-Point** Flights will be tracked by a FAA - visual flight rules (VFR) or instrument flight rules (IFR) flight plan or on an international Civil Aviation Organization (ICAO) flight plan; or in accordance with a bureau approved flight plan program; or in accordance with an OAS Director approved vendor flight program specified in a DOI procurement document. FAA flight plans may be supplemented by agency flight plans and the administrative tracking and notification procedures specified in the *National and Geographic Area Mobilization Guide*. A qualified flight manager (per OPM-04) 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.

**Mission Flights:** Agency flight plans for fire/emergency mission flights will be documented on the Aircraft Flight Strip (per Dispatch SOP) and/or Resource Order. Agency flight plans for non-fire/non-emergency mission flights will be documented on the 9400-1a Flight Request/Schedule, Aircraft Flight Strip (per Dispatch SOP) and/or PASP. The flight manager and the pilot will plan the mission together. Approval to conduct non-fire/non-emergency mission flights is required prior to flight (see *NAP* 4.3.2). Elements to be considered are:

- Type of mission
- Environmental conditions – departure point, route, destination
- Time frames

## BLM Wyoming State Aviation Plan

---

- Logistics – fuel, landing areas, equipment, support crew
- Communications
- Airspace, flight hazards

### **5.9 Flight Following**

See *BLM NAP 5.9*

**Sterile Cockpit:** Sterile cockpit rules apply within a 5-mile radius of the airport. The flight crew will perform no radio or cockpit communication during that time that is not directly related to safe flight of the aircraft from taxi to 5 miles out and from 5 miles out until clearing the active runway. This would consist of reading checklists, communication with Air Traffic Control (ATC), Flight Service Stations, Unicom, or other aircraft with the intent of ensuring separation or complying with ATC requirements. *Communications by passengers or air crew members can be accomplished when the audio panels can be isolated and do not interfere with flight operations of the flight crew.*

### **5.10 Radio Frequency Management/Communications**

See *BLM NAP 5.10*

### **5.11 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.

### **5.12 Mishap Response**

See *BLM NAP 5.12*

The *Interagency Aviation Mishap Response Guide and Checklist* is available on the OAS web site and through the fire cache system.

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

State Aviation Manager  
State FMO or Assistant State FMO

## BLM Wyoming State Aviation Plan

---

State Director or Associate State Director

The State Aviation Manager will notify the:

State FMO

NAO – FA-500 (in order of availability): (1) FA-500 Aviation Safety Manager; (2) FA-500 Deputy Division Chief - Operations; and (3) FA-500 Division Chief. In the absence of the SAM, the State FMO will make the contacts described above, and the State Director and/or ASD, WYSO Safety Manager, WYSO External Affairs

### **5.13 Transportation of Hazardous Materials**

Transportation of hazardous materials aboard agency contracted aircraft must meet the requirements set forth in the *Interagency Aviation Transport of Hazardous Materials Guide* (NFES1068). The *Interagency Aviation Transport of Hazardous Materials Guide* is available at: <http://oas.doi.gov/library/handbooks/library/hazmathb0105.pdf>

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

### **5.14 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, fire engines and water tenders, and other water handling equipment). Agency personnel should become knowledgeable in the preventive measures associated with mitigating 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 of equipment exposed to contaminated water requirements, and other pertinent information.

Work is underway within BLM-Wyoming to develop additional guidance and procedures in the cleaning of equipment that has been exposed to aquatic invasive species. A state wide map has also been produced that identifies known affected locations. Additional operational guidelines for aquatic invasive species can be found in the Interagency Standards for Fire and Fire Aviation Operations, Chapter 2.

### **5.15 Fire Chemicals and Aerial Application Policy Near Waterways**

See *BLM NAP 5.15*

### **5.16 Search and Rescue (SAR) (See also BLM NAP 3.13)**

Agency Line Officers, Managers or an Incident Commander may direct agency personnel to participate in SAR aviation missions on or over public lands. All personnel involved with SAR operations should remain within the scope of their employment. Proper planning, risk assessments, and mission briefing prior to an event will significantly reduce risk and improve the

## BLM Wyoming State Aviation Plan

---

odds of success. SAR operations could lead to actions in conflict with DOI policy (reference BLM NAP 5.6 Emergency Exception to Policy).

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

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

*See BLM NAP 5.17*

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

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

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

Scooper Aircraft – CL-215/415: *See BLM NAP.*

Very Large Airtanker: *See BLM NAP.*

### **5.18 Airtanker Base Operations**

The airtanker base manager and/or fixed base manager supervises ground operations in accordance with the IATBOG (Interagency Airtanker Base Operations Guide).

The IATBOG establishes qualifications, certification and currency requirements for BLM.

### **5.19 SEAT Operations**

The BLM Wyoming utilizes SEATs through Exclusive use and the *On-Call Contract*. See *BLM NAP 3.7* and *the BLM Wyoming SAP 3.7* for details. The SEATs are typically deployed to Casper, Rawlins, Worland, and Greybull, which are category two and three SEAT bases.

SEATs are primarily an initial attack resource with diminishing effect when operated more than 75 miles from the support base. They are most effective when operated in multiple plane groups. They can drop long term retardants, fire suppressant gels, foam or water. The on-call contracts require a contractor provided mix and loading unit, which allows for temporary remote site set up. The BLM provides all of retardant, gels, foams and the water. SEAT operations will not be conducted from roads and dirt/gravel airstrips.

# BLM Wyoming State Aviation Plan

---

## **5.20 Foreign Airtanker Operations**

See *BLM NAP 5.20*

## **5.21 Aerial Supervision/Leadplane Operations**

See *BLM NAP 5.21* plus the following:

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

- Lead plane or Aerial Supervision Module (ASM) is required to be ordered for “congested” (*Interagency Aerial Supervision Guide*) airspace incidents that have retardant dropping operations.
- Interested potential BLM trainee ATGS’s to be considered “mission essential”, much have an authorization letter from the BLM Chief of Aviation.

## **5.22 Helicopter Operations**

See *BLM NAP 5.22*

### **5.22.1 Helitack**

See *BLM NAP 5.22.1*

Utilization of the R-44 helicopter: Due to the density altitudes and wind limitations experienced in Wyoming, the utilization of this model of helicopter will not be authorized within BLM-Wyoming.

### **5.22.2 Rappel**

BLM Wyoming does not have a Helicopter Rappel Program. Other agencies assigned to BLM Wyoming incidents may utilize helicopter rappel operations if authorized and qualified by their agency.

### **5.22.3 Cargo Letdown**

BLM Wyoming Helitack Crew does not participate in the cargo letdown program. The cargo letdown operation allows a helitack crew to deliver small cargo loads precisely to one or more locations without a longline/remote hook and cargo net hook set up. See the *BLM NAP 5.22.3* and *Appendixes 8 & 9*, and the Interagency Helicopter Rappel Guide for specific requirements.

## BLM Wyoming State Aviation Plan

---

### **5.22.3 Shorthaul**

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

### **5.22.4 Rope Assisted Deployment System (RADS)**

BLM Wyoming does not have any RADS capable Helitack Crews or helicopters. Other Helitack Crews or helicopters assigned to BLM Wyoming incidents may perform RADS operations in support of BLM missions if authorized and qualified by their agency.

### **5.23 Aerial Ignition**

See the *BLM NAP 5.23* plus the following:

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

### **5.24 Wild Horse and Burro Operations**

See the *BLM Wild Horse and Burro Program Aviation Management Handbook H-4740-1* and OAS's *On-Call BLM Wild Horse and Burro Contract*.

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

### **5.25 Aerial Capture, Eradication and Tagging of Animals**

See *BLM NAP 5.25*

### **5.26 Smokejumper Operations**

See *BLM NAP 5.26* plus the following:

The BLM Wyoming has access to smokejumpers from BLM and USFS through the resource ordering system (See *Rocky Mountain Mobilization Guide*). The BLM Wyoming has a primary temporary jump base at Lander, WY and will set up temporary bases at any acceptable locations.

## BLM Wyoming State Aviation Plan

---

### **5.27 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.

#### **5.27.1 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:

- Fixed-wing aircraft and pilots must be specifically approved for low-level flight operations.
- 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, Leadplane and ASM flight/aircrew members.

#### **5.27.2 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. Only qualified aerial supervisors (ATGS, ASM, HLCO and Lead/ATCO) are authorized to coordinate aircraft operations in incident airspace operations and give tactical direction to aviation assets. 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.

#### **5.27.3 Non-Fire Reconnaissance/Aerial Observer**

BLM non-fire fixed wing mission flights require that at least one agency person on that flight or at the departure/arrival base meet the IAT requirements of flight manager. Agency personnel must meet IAT requirements for Fixed Wing Flight Manager or NWCG comparable position. Reference OPM-04 at: [http://oas.doi.gov/library/opm/CY2013/OPM\\_13-04.pdf](http://oas.doi.gov/library/opm/CY2013/OPM_13-04.pdf)

#### **5.27.4 Single Engine IFR/Night Flight**

For single engine night flight reference 351 DM 1.3.

# BLM Wyoming State Aviation Plan

---

## **5.27.5 Backcountry Airstrip Operations**

Reserved

## **5.28 Law Enforcement Operations**

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 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 by OAS for the intended use.

Aircraft contracted for fire/resource operations are allowed to conduct non-threatening surveillance and reconnaissance law enforcement missions only.

- Certain LE operations could lead to actions in conflict with DOI policy; (reference BLM NAP 5.6 Emergency Exception to Policy).
- Certain exceptions to policy for undercover Law Enforcement operations 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. The form is located at:

<http://www.blm.gov/nifc/st/en/prog/fire/Aviation/Administration.html>

- BLM LE personnel shall work with their respective aviation manager, SAM/UAM, to complete the BLM Law Enforcement Aviation Statistics form.
- The SAM must submit their consolidated state's report to the NAO at the end of the calendar year.
- Consistent tracking of flight activities throughout the year should help facilitate the completion of this form at the end of the year.
- This form could be utilized on a per-mission basis for ease of compiling final year end data.
- LE personnel on assignments to other states activities shall be included in that states report and shall not be captured in their home states report.

## **5.29 Unmanned Aerial Systems**

Interest and possible use of UAS, (formerly unmanned aerial vehicles), are increasing. The FAA has established regulations regarding UAS operations. Unmanned Aircraft Systems are currently flown under a variety of options which are identified at the FAA's website:

<http://www.faa.gov/about/initiatives/uas/reg/>

## BLM Wyoming State Aviation Plan

---

A Memorandum of Agreement (MOA) between the FAA and DOI regarding operation of Small Unmanned Aircraft Systems in Class G airspace has recently been approved. The MOA can be referenced at: <http://oas.doi.gov/library/ib/library/FY2014/IB1403.pdf>

The current FAA policy for UAS operations is that no person may operate a UAS in the National Airspace System without specific authority. For UAS operating as public aircraft the authority is the Certificate of Authorization (COA) or through a Memorandum of Agreement with the FAA. For UAS operating as civil aircraft the authority is special airworthiness certificates, and for model aircraft the authority is AC 91-57. For those UAS flight operations occurring in restricted airspace, written approval must be obtained prior to conducting flight operations by the controlling agency of the restricted airspace.

Currently UAS operations are only allowed for three types of operations: Federal Government, state/local agencies and qualifying universities. Operations of UAS under FAA Advisory Circular AC 91-57 (Radio Controlled Aircraft) are intended for hobbyists and not government or commercial operators.

A Certificate of Authorization (COA) or compliance with the DOI/FAA Memorandum of Agreement is required for all UAS operations prior to flight. Under the current system, no contract or “for hire” operations by contractors with UAS are allowed. No emergency use of Unmanned Aircraft Systems will be allowed without a previously approved COA. Reference *OPM 13-11 “DOI Use of Unmanned Aircraft systems (UAS)”*: [http://oas.doi.gov/library/opm/CY2013/OPM\\_13-11.pdf](http://oas.doi.gov/library/opm/CY2013/OPM_13-11.pdf)

In addition to Departmental Guidance, all requests to utilize UAS must be routed through the respective SAM and/or BLM National Operations Center to the NAO.

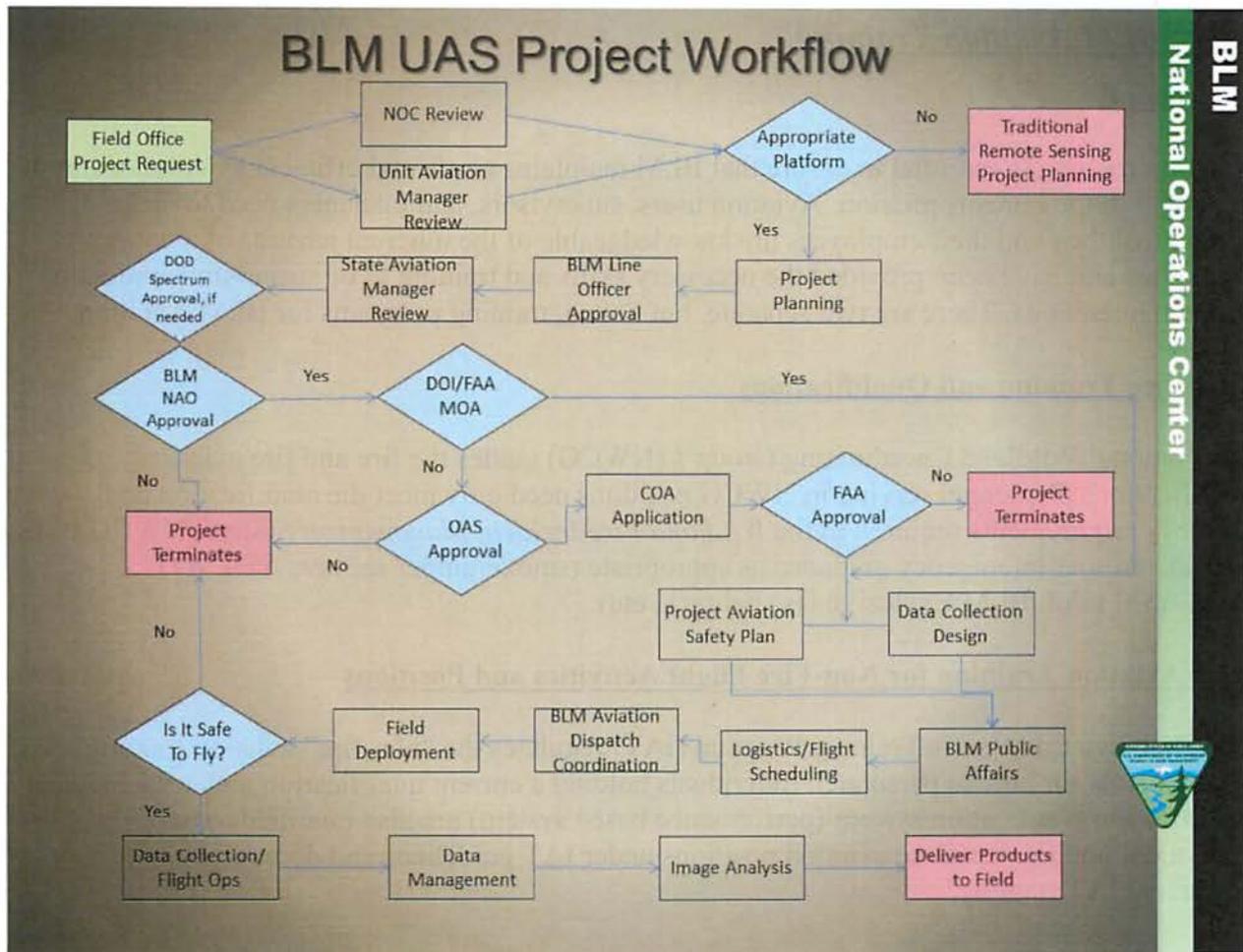
- **UAS Request/Approval Process:** Bureaus shall not conduct UAS operations until: requests are approved by bureau line management and bureau national aviation manager and all minimum requirements have been met. Requests must be initiated well in advance of the project which could be at least several months (estimated) prior to the anticipated UAS mission start date.
  - Feasibility by Bureau Unit: Initial feasibility discussions are conducted between bureau unit, local bureau aviation manager and BLM National Flight Operations Manager. Local unit line officer makes decision to go forward with request.
  - Request & Proposal by Bureau Unit: The local unit will prepare and submit a formal request to initiate a UAS project (memo signed by line officer). This proposal shall include the general purpose, objectives and justification for utilizing UAS. Submissions can be made to the BLM National Aviation Office or the BLM National Operations Center.

## BLM Wyoming State Aviation Plan

---

- Bureau National Flight Operations Manager Review: The request shall be routed through the bureau state/regional or national office to the bureau national flight operations manager for review and approval/disapproval. If approved, the National Flight Operations Manager will determine if flight operations under the DOI/FAA MOA or the COA is appropriate for the flight mission.
- Request for Certificate of Authorization (COA), if needed: If the bureau proposal is approved, the OAS UAS Coordinator will work directly with bureau requestor and aviation manager to develop the FAA application for a COA. Collaboration and agreement will occur prior to official commitment of the application. The OAS UAS coordinator will keep the bureau informed on the status and issuance of the COA. The COA, once issued, shall serve as the UAS operations plan along with the PASP.
- **Minimum Operational Requirements:** The following requirements must be met prior to any operational use of UAS:
  - COA: A valid and current COA issued by the FAA or following the requirements established within the DOI/FAA MOA.
  - A Unit PASP will be completed by the UAM and project manager prior to flight operations, after the COA has been approved. The PASP will include stipulations identified in the approved COA. For those UAS flight operations under the MOA, stipulations contained within MOA will be included in the PASP.
- **DOI UAS Pilot Qualification Card:** The following requirements must be met prior to piloting a UAS:
  - DOI UAS Pilot Operator Training Requirements: DOI UAS Pilots must receive training with the specific aircraft to be flown. OAS will identify appropriate training, in conjunction with FAA regulations. Pilots must possess training certificates from OAS or OAS-approved sources prior to receiving OAS certification as a DOI UAS Pilot.
  - Other DOI UAS Pilot Requirements: Other requirements (to be determined by OAS) may include FAA pilot certificate and FAA medical exams.
  - The OAS UAS Coordinator will issue a DOI UAS Pilot Qualification Card that specifies the approved UAS aircraft that the Pilot is approved to fly.

# BLM Wyoming State Aviation Plan



## 5.30 Fleet Aircraft

See [BLM NAP 5.30](#) for details

# BLM Wyoming State Aviation Plan

---

## **6.0 BLM Aviation Training**

### **6.1 General**

Aviation training is essential to ensure that BLM maintains a safe and efficient aviation operation in pursuit of the bureau's 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.

#### **6.1.1 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).

#### **6.1.2 Aviation Training for Non-Fire Flight Activities and Positions**

The DOI Aviation User's Training Program (IAT) 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: <https://www.iat.gov/>

**Aircrew Member:** An Aircrew member is a person working in and around aircraft who is essential to ensure the safety and successful outcome of the mission. Aircrew Members are required to:

- Be on board or to attend to the loading and unloading of passengers and cargo at all landings and takeoffs
- Attend to external loads
- Ensure all passengers have received a safety briefing prior to all flights. This includes personnel fulfilling the role of aircraft manager, such as fixed wing managers and helicopter managers.

Aircrew members are required to take the courses listed in *OPM-4* in a classroom for the initial training. Note: A-100 does not fulfill all of the Aircrew Member requirements.

# BLM Wyoming State Aviation Plan

---

## Aircrew Member Training requirements:

- A-100\* Basic Aviation Safety
- A-110\* Aviation Transportation of Hazardous Materials (if involved in transport of Hazardous materials)
- A-116 General Awareness Security Training (one time)
- A-200\* Mishap Review

\* Completion required every 3 years

An employee may be authorized to complete the initial Aircrew Member 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 Aircrew Member session prior to the day of the mission.

A quick reference for the training requirements for non-fire aviation positions can be found in [OPM-4](#). A description of each position and role can be found in the [Interagency Aviation Training Guide](#).

BLM requires that personnel involved with helicopter external load operations must comply with the following:

- All personnel involved in hover hook ups must complete S-271 and A-219 Units 1-6.
- All 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: <https://www.iat.gov/>
- [OPM-04](#) does not require any recurrent training for A-219 and thus bureau employees will not need any further external load training

## **6.2 Management Responsibility**

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

### **6.2.1 Supervisory Personnel**

Supervisors are those individuals responsible for employees that use aircraft to accomplish bureau programs. Supervisors must complete the aviation management for supervisors training course (M-3) and A-200 Mishap review. BLM supervisors can take the initial course either in a classroom or online. Refresher for M-3 and A-200 is required once every three years and may be completed in the classroom or through distance learning (i.e. webinar, online or Interactive television). Supervisors should reference [OPM-4](#) and [Interagency Aviation Training Guide](#) for further information on required training.

# BLM Wyoming State Aviation Plan

---

## **6.2.2 Line Managers**

Line managers are those individuals who are responsible and accountable for using aviation resources to accomplish BLM programs. Line managers must complete the aviation management training for supervisors (M-3) training course or attend a DOI aviation management line managers briefing course once every three years (M-2).

## **6.2.3 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*, IAT Requirements Matrix: [http://oas.doi.gov/library/opm/cy2013/opm\\_13-04.pdf](http://oas.doi.gov/library/opm/cy2013/opm_13-04.pdf)

An in-depth description of each position and role can be found in the [\*Interagency Aviation Training Guide\*](#).

## **6.2.4 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 AQD contracting officers. CORs are required to be registered in the Federal Acquisition Institute Training Application System (FAITAS) and be certified as a COTR by the Federal Acquisition Institute before performing the duties of the position on a DOI contract. FAC-COR initial requests and renewal/maintenance requests should be submitted through the Lead Acquisition Official in the State for submission to the Bureau Procurement Chief in WO. These should not be submitted directly to DOI.

The term “COTR” is being changed to “COR” to align with the Federal Acquisition Regulation (FAR) which now incorporates a definition for “Contracting Officer’s Representative” and includes designation of a COR as part of a Contracting Officer’s responsibilities. The new FAC-COR requirements will be effective January 1, 2012.

Reference: <http://www.fai.gov/drupal/certification/fac-cor>

## **6.2.5 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.

## BLM Wyoming State Aviation Plan

---

### **6.3 Instructor Standards**

Standards for NWCG Instructors are outlined in NWCG *PMS 901-1 Field Manager's Course Guide*. Reference: <http://www.nwcg.gov/pms/training/fmcg.pdf>

Instructors for IAT courses will meet the IAT trainer requirements of the *Interagency Aviation Training Guide*. Reference: [https://www.iat.gov/docs/IAT\\_Guide\\_2012.pdf](https://www.iat.gov/docs/IAT_Guide_2012.pdf)

The 2014 IAT Guide will be published, and will replace the 2012 IAT Guide.

### **6.4 Records Management**

Reserved

### **6.5 Tuition and Travel**

Reserved

### **6.6 Development**

Reserved

# BLM Wyoming State Aviation Plan

---

## **7.0 Airspace Coordination**

### **7.1 Interagency Airspace Coordination**

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

<http://www.airspacecoordination.org/index.html>

### **7.2 Flight Planning, Hazards, and Obstructions**

See *BLM NAP 7.2*

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

### **7.3 Fire Traffic Area (FTA)**

The FTA provides agency communication protocol through a standardized structure to enhance air traffic separation over wildfire or All-Risk incidents. The structure emphasizes established communications, clearances and compliances. See the IASG Chapter 4 for details:

### **7.4 Temporary Flight Restrictions**

See *BLM NAP 7.4*

### **7.5 National Firefighting Transponder Code (1255)**

See *BLM NAP 7.5*

### **7.6 Airspace Boundary Plan**

See *BLM NAP 7.6* plus the following:

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

### **7.7 Airspace Deconfliction**

See *BLM NAP 7.7*

## BLM Wyoming State Aviation Plan

---

Dispatch units must deconflict any flight that will occur in special use airspace, MTR's, etc.

### **7.8 Airspace Conflicts**

See *BLM NAP 7.8*

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

### **7.9 Operations Along Foreign Borders**

See *BLM NAP 7.9*

### **7.10 Airspace Agreements-Memorandums of Understanding**

See *BLM NAP 7.10*

### **7.11 Emergency Security Control of Air Traffic (ESCAT)**

See *BLM NAP 7.11*

# BLM Wyoming State Aviation Plan

---

## **8.0 AVIATION SECURITY - AIRCRAFT and FACILITIES**

### **8.1 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:

**Department of Interior Security Policy:** Departmental Manuals *444-1* and *352 DM 5* set forth the security requirements for all DOI aviation facilities and assigned aircraft. Reference DOI *Aviation Security Policy 352 DM 5*: <http://elips.doi.gov/ELIPS/DocView.aspx?id=1107>

#### **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 BLM 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.

#### **BLM Specific Policy/Guidance:**

BLM HSPD12 Policy:

[http://www.blm.gov/ut/st/en/res/efoia/instruction\\_memorandums/2008/im\\_no\\_ut\\_2008-029.html](http://www.blm.gov/ut/st/en/res/efoia/instruction_memorandums/2008/im_no_ut_2008-029.html)

Aviation Security Questionnaire:

<http://www.blm.gov/pgdata/etc/medialib/blm/nifc/aviation/security.Par.72738.File.dat/SecurityQuestions.doc>

Field Reference Guide for Aviation Security for Airport or other Aviation Facilities:

<http://amd.nbc.gov/library/handbooks/frgasaaf.pdf>

### **8.2 USFS Facilities Security Assessments**

Reserved

## BLM Wyoming State Aviation Plan

---

### 8.3 USFS Security Response Actions

Reserved

### 8.4 General Aviation Security Awareness Programs

The BLM utilizes the AOPA Airport Watch Program for Security Awareness:

<http://www.aopa.org/airportwatch/>

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

### 8.5 Cooperators Aircraft Security

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

### 8.6 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 DOI 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
- Throttle, mixture/fuel, fuel cut-off locks
- Control surface gust-locks; propeller locks (chain, cable, mechanical) - **(airplane only)**
- Locking wheel, chock or aircraft tie downs
- “Club-type” devices for control yoke

# BLM Wyoming State Aviation Plan

---

## **8.7 Aviation Facility Security Requirements**

Security risk assessments will be performed on all BLM aviation facilities, temporary bases and aviation airport facilities (AAF) which meet the definition of “aviation facility”, using the DOI Field Security Guidelines for General Aviation.

- Completed assessment should be housed within the unit’s aviation plan as an appendix or chapter.

### Aviation Facility Security – Suggested Enhancements

After completing the AAF Airport Characteristics Measurement tool and determining your facilities total score, reference the Suggested Airport Security Enhancements template included within the Field Reference Guide for Aviation Security for Airport or other Aviation Facilities (AAF) pg. 6.

- The total score obtained from the Airport Characteristics Measurement Tool is considered minimum mandatory security requirements.

For a more in depth list of suggested airport Security Enhancements reference TSA Information Publication A-001, Security Guidelines for General Aviation Airports, Appendix B ([www.tsa.gov](http://www.tsa.gov)). Suggested area enhancement may include:

### Signage

- Signage should be multi-lingual where appropriate.

### Lighting

- Lighting type and illumination levels will comply with published Illuminating Engineering Society (IES) standards and will not supersede standard aviation guidelines governing runway lighting and nighttime flight requirements.

### 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.

## BLM Wyoming State Aviation Plan

---

### Access Control

- The number of access points should be minimized and their use and conditions regularly monitored.
- Any access point through a fence or other boundary should not only be able to control or prevent access, but also differentiate between an authorized and an unauthorized user.
- Anti-pass back, anti-piggyback and anti-tailgating systems or protocols should be implemented where appropriate.
- Gates when appropriate should be constructed and installed to the same or greater standard of security as any adjacent fencing in order to maintain the integrity of the area.
- Pedestrian/personnel gates can be constructed using a basic padlock or designed with an electrical or mechanical locks or keypad/card system.

### **8.8 Exceptions**

If facility ownership or control constraints preclude full implementation of the identified minimum mandatory security requirements, notification must be immediately given to the NAO in writing.

- Written notification will detail the minimum mandatory security requirements(s) which cannot be implemented and the circumstances preventing the implementation. A waiver of the requirements may be requested.
- Pending the response, the facility will comply with 352 DM 5.10, "Aircraft Physical

### **8.9 Transportation Security Administration (TSA)**

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

# BLM Wyoming State Aviation Plan

---

## 9.0 AVIATION FACILITIES

### 9.1 General

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

### 9.2 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.

### 9.3 Temporary Operations Bases

Temporary operations bases are those that are used to support short term projects and 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 and land restoration measures. For wildland fire operations the NWCG Interagency Incident Business Management Handbook chapter 20 (24.2) describes procedures. Only procurement officials with warrant authority may enter into agreements. For non- wildland fire situations the state/district procurement official is the point of contact for agreements.

**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.

### 9.4 Safety

Aviation facilities must comply with safety regulations described in DOI manuals, guides and handbooks, and the Occupational Safety and Health Administration (OSHA). Buildings, 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 and/or

## BLM Wyoming State Aviation Plan

---

unit health and safety officers. Coordination with the state/district engineering and budget staff will be necessary to facilitate repairs.

### **9.5 Permanent Facility Construction Planning/Funding and Maintenance**

Reserved

### **9.6 BLM Owned/Operated Airstrips**

Reserved

## BLM Wyoming State Aviation Plan

---

### Appendix Contents

1. BLM Wyoming Aviation Organization Directory:

See the *BLM NAP Appendices* for the following:

1. BLM National Aviation Organization Directory
2. BLM Fire Acquisition Plan
3. SES Flight Scheduling Guide
4. Latitude – Longitude Information
5. BLM SAFECOM Management Roles
6. OAS Aviation Program Evaluation Schedule
7. BLM Cargo Letdown Protocol
8. BLM Cargo Letdown Trainee Qualification Record
9. BLM Smokejumper Positions to Interagency Aviation Training (IAT) Functional Crosswalk
10. BLM Fleet Aircraft Standard Operations Procedures
11. Task Sheet for the Position of Resource Helicopter Manager
12. BLM Aviation Enhancement Application Form
13. Acronyms

## BLM Wyoming State Aviation Plan

---

### Appendix 1 - BLM Wyoming Aviation Organization Directory

Position	Name	E-Mail	Office Number
State Aviation Manager BLM Wyoming	Jason Baldwin	<a href="mailto:jbaldwin@blm.gov">jbaldwin@blm.gov</a>	(307) 775-6237
Unit Aviation Manager High Desert District	Greg Reser	<a href="mailto:greser@blm.gov">greser@blm.gov</a>	(307) 367-5350
Helicopter Crew Supervisor High Desert District	Robert McConchie	<a href="mailto:rmcconch@blm.gov">rmcconch@blm.gov</a>	(307) 328-7106
Unit Aviation Manager High Plains District	Eric Chapman	<a href="mailto:echapman@blm.gov">echapman@blm.gov</a>	(307) 261-7512
Unit Aviation Manager Wind River/Big Horn Basin District	Wade Wyman	<a href="mailto:wwyman@blm.gov">wwyman@blm.gov</a>	(307) 347-5203