



2015 BLM-Colorado State Aviation Plan



A COMMITMENT TO AVIATION SAFETY

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1.0 BLM COLORADO STATE AVIATION PLAN

1.1 Purpose

This plan sets forth policy, procedures and guidance to implement the Aviation Management Program for BLM Colorado. The purpose is to clarify and standardize aviation management procedures and operations for all employees in the Colorado 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 Colorado 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 Colorado Aviation Philosophy

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

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

1.4 BLM Colorado 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

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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 Fire Management Unit FMO's on the movement of aircraft within the state based on established priorities, anticipated critical fire weather.

1.5 Authority

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

1.6 Policy

See *BLM NAP 1.6*

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

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 Colorado 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 Colorado representative to the AMG the SAM can take forward issues that the Districts or State Office has. There is no formal issue submission protocol except to run through the normal chain of command. This group is not limited to fire aviation operations.

2.2.2 Other Groups and Committees

The BLM Colorado 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 Colorado SAM serves as the BLM Colorado representative to this committee.

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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 State/District/Field Office Organizations

The BLM Colorado aviation program is managed at two organizational levels within the state; State Office and District Offices/Fire Management Units. The State Office Fire and Aviation (CO-937) is responsible for the statewide aviation program. Districts are responsible for aviation activities conducted under BLM operational control within the district, and/or interagency fire management unit. The BLM Colorado has three districts: Northwest Colorado, Southwest Colorado, and Front Range Districts are responsible for:

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

2.5.1 BLM Colorado State Director (SD)

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

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

2.5.2 BLM Colorado State Fire Management Officer (FMO)

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

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

2.5.3 BLM Colorado State Aviation Manager (SAM)

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

The SAM has functional responsibilities in the following areas in addition to those described in the [BLM NAP 2.4](#):

- Conducts or coordinates SMS based assurance checks of aviation programs and activities under BLM Colorado operational control.

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- Serves as a member 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 for BLM Colorado 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, Colorado National Guard – Colorado Department of Transportation, Division of Aeronautics.

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 2.4](#) 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

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

- Review and approve requests to use aircraft for resource projects.
- Review and/or approve PASPs.
- Coordinate projects using aircraft with the UAM.
- Coordinate aviation training needs of FO personnel as detailed in 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 Fire Management Unit 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.

- Northwest District- provides two Unit Aviation Managers for all BLM flight activities. One in Craig CO for the Northwest Colorado Fire Management Unit, and one in Grand Junction, CO, for the Upper Colorado River Interagency Fire Management Unit
- Southwest District– provides two collateral duty Unit Aviation Managers, for all BLM flight activities. One in Montrose, CO for the North Zone of the Southwest District Management Unit, and one in Durango, CO, for the South Zone of the Southwest District
- Front Range District – provides two collateral duty unit aviation managers for all BLM flight activities. One in Canon City, for Front Range Interagency Fire Management Unit and one in San Luis Valley Interagency Fire Management Unit.

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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 Other Aviation Positions

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

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.

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3.0 ADMINISTRATIVE REQUIREMENTS

3.1 General

This section establishes: definitions, management responsibilities, policies, and procedures for administration of the BLM Colorado 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 and Local Unit

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

3.3.2 Unit Aviation Plans

Each BLM Colorado Fire Management Unit will develop a Unit Aviation Plan. It will be acceptable for two fire management units within the same district to develop a single unit aviation plan, for consistency. Unit Aviation Plans describe the District/Unit 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 Colorado State Aviation Plan issuance or prior to June 1. A copy of these plans will be forwarded to the SAM when approved.

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3.4 Aircrew Orientation Briefing Package

Each district/unit 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, 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, District Manager or FO Manager. Requests by private or other governmental entities to conduct aviation activities are addressed by the various management plans and/or use agreement protocols.

3.5.1 Temporary Aviation Operations

Those operations under BLM operational control and supporting BLM fire or resource management operations on BLM land should be coordinated with the local resource advisor. Restrictions should be identified in a PASP or Unit 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 Unit FMO of the application is required. The [2009 Policy for Aerial Delivery of Retardant or Foam near Waterways](#) defines waterway as: “Any body of water, including lakes, rivers, streams and ponds whether or not they contain aquatic life”.

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

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

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.

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3.7 Aircraft Flight Service Ordering

See [BLM NAP 3.7](#).

Only flights with a scheduled air carrier on a seat fare basis and with payment utilizing their federal government credit card are initiated by individual BLM employees. Aircraft acquisition and procurement for all other flights are approved to be arranged only by IBC (AQD), (Exceptions - 353 DM 1.2.A & OPM-15). These flights are scheduled, managed and arranged by qualified aviation and dispatch personnel in their respective BLM offices and approved at the appropriate management level (reference state and unit aviation plans).

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.

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 Colorado 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, NAO and the OAS Western Region and AQD/Acquisition Services Directorate 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.

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- 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/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 OAS 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 Colorado State Aviation Plan 3.16.1 and 3.16.1.2).

An [OAS-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.

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

For project use, local units will complete the OAS-91 and send it to OAS. 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. OAS 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. OAS will provide copies of the Task Order to the vendor and local unit.

3.8.4 OAS Aircraft Rental Agreement, Non-Fire (ARA)

See [BLM NAP 3.8.4](#) for details.

An [OAS-91 Flight Services Request Form / Best Value Comparison](#) must be completed any time the on Aircraft Rental Agreement is used.

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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 send to the SAM.
- Exclusive Use Contracts- End of season performance evaluations will be completed by the aircraft manager and submitted to the SAM for input into the CPARS database.

3.9 Service/End Product Contracts

See [BLM NAP 3.9](#), [3.91.](#), [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 or equipment standards or pilot qualifications.

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 1 or 2 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 Colorado 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.

3.11.1 Non-Federally Approved Aircraft

Reference Interagency Standards for Fire and Fire Aviation Operations, chapter 16 for protocols regarding utilization of non-federally approved aircraft in response to federal wildfire: http://www.nifc.gov/policies/pol_ref_redbook.html

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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

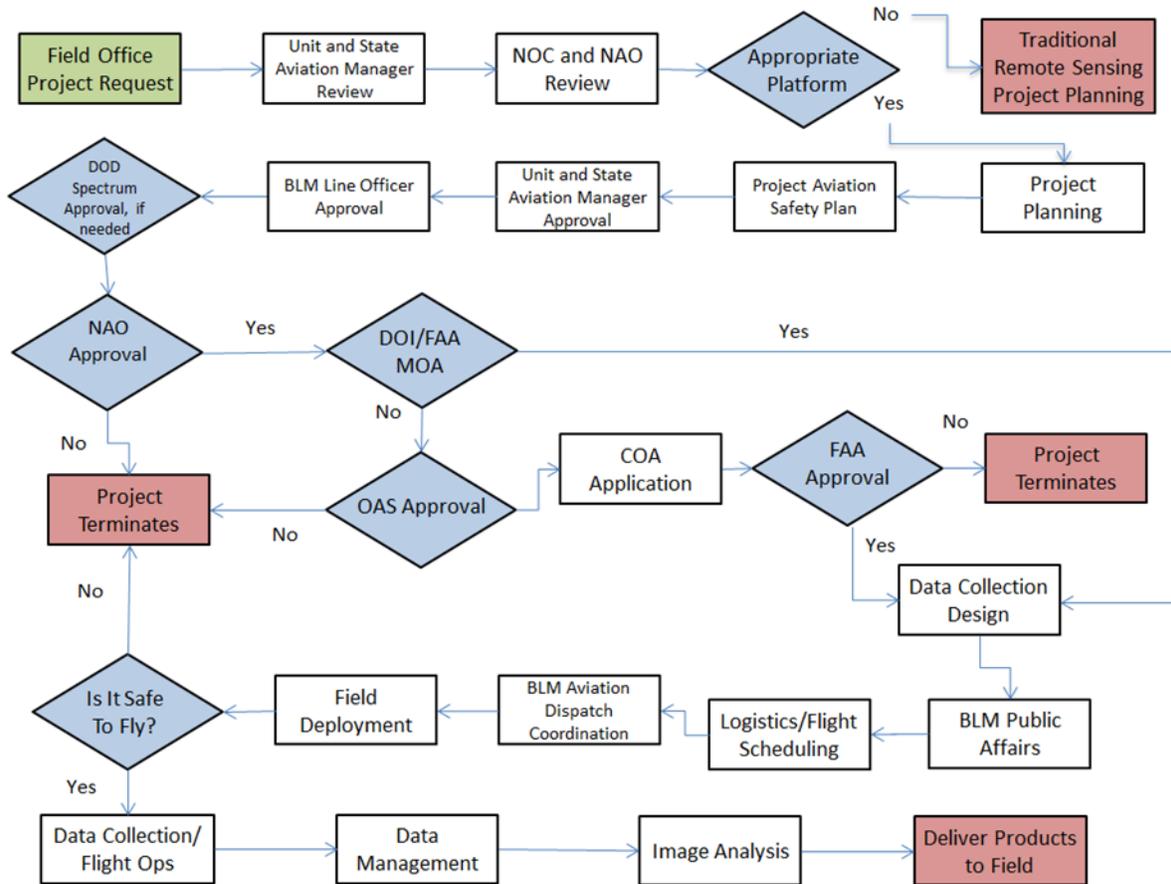
See [BLM NAP 3.15](#) for details.

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

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 in place. Reference OPM-11 “DOI Use of Unmanned Aircraft systems (UAS)”: <http://oas.doi.gov/library/opm/OPM-11.pdf>

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BLM UAS Resource Project Workflow



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

3.17.1 Aircraft Flight Service Ordering

See [BLM NAP 3.16](#) for details. Only the UAM or dispatchers are authorized to order aircraft from the various OAS flight service contracts. Individual Project Coordinators must not order aircraft direct from OAS contractors.

3.17.2 Inter-agency Agreements (IAA)

All aircraft services procured by BLM Colorado will be conducted under an Interagency Agreement with OAS. 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:

3.17.1.2 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 [OAS-91 Flight Services Request Form / Best Value Comparison](#) to determine expected aircraft costs.
2. The National IAA 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 (L13PG00035).
3. UAM or Dispatcher will submit OAS-91's to fax to 208-433-5043.
4. The original copy of the completed OAS-91 will need to be retained at the local level where the activities were ordered.

3.17.1.3 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 [OAS-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 (OAS-91), and forward a copy to the SAM.
4. The SAM coordinates with Sara Dawson via email sdawson@blm.gov (303-239-3764), who completes an Interagency Agreement (IAA) with OAS. Once completed, the IAA will cover planned flights, as long as funding remains available. The OAS-91 is then submitted by fax to 208-433-5043.
5. If more flights are necessary, the Project Lead and UAM will coordinate with Sara

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- Dawson and additional funding may be obligated under the same agreement.
6. OAS obligates funds provided in the IAA prior to the flight.
 7. Vendor submits invoice through AMS to OAS for payment. (Vendor must identify the IAA # during the submission process or vendor will not have access to AMS).
 8. OAS will IPAC BLM after payment has been made to the vendor.
 9. The project leader ensures any remaining project funding is de-obligated from the agreement.

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 are properly completed.

3.19.1 Flight History Tracking

All unit aviation managers will develop a “cuff record” recording system to track all flight activities occurring on 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. The non-BLM user that uses their Billee code will need to have an Interagency Agreement (IAA) established with OAS. 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.

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: [OAS Small Helicopter Pricing 2012](#)

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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 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 and the AMS program interfaces automatically with FBMS. All fire chemicals (retardant, foams and gels) expenditures/invoices (full service contract invoices) are entered into FBMS at the district/ field office 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.

4.0 Safety

4.1 General

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

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

4.2 Safety Management Systems (SMS)

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

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4.3 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.

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 (District Manager, Field Manager or acting). The District Manager 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/ dates
 - Project Leader and contact information
 - Rationale for utilizing Aerial Resources
 - Project Participants
 - Aircraft/ Pilot information
 - Cost Coding information
 - Flight Following Procedures and Frequencies

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- Logistics
- Search and Rescue Procedures
- PPE Requirements
- Aerial Hazard Analysis – project wide and any critical operations
- Military airspace coordination
- Helispot/Unimproved Landing Site Information
- Project Approval Signatures
- [OAS-91 Flight Services Request Form/Best Value Comparison](#)
- Aviation Risk Assessment utilizing the SMS Risk Assessment and Mitigation Worksheet signed by the appropriate Line Officer
- Project Preflight Briefing Checklist
- Project Area Maps with flight hazards depicted
- [BLM Form 9400-1a](#) (front side only, if used for resource tracking by Dispatch)

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-Colorado 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>
Low	Unit Aviation Manager	District/Field Office Manager
Medium	State Aviation Manager	District/Field Office Manager
Serious	State Aviation Manager	District Manager
High	State Aviation Manager	State Director

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

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

See [BLM NAP 4.3.3](#)

4.4 Risk Management

See the [BLM NAP 4.4](#).

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4.5 Assurance

The BLM Colorado 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, Unit 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.

4.5.2 Aviation Safety Communiqué (SAFECOM)

See [BLM NAP 4.5.2](#).

Aviation operations under BLM Colorado 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 Colorado 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.

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4.5.3 Program Evaluations, Fire Preparedness Reviews, Site Visits

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

- Colorado is scheduled for an OAS Aviation Program Evaluation in 2017.
- Colorado will complete Fire Preparedness Reviews on an annual basis during years when a National Fire Preparedness review is not. There is a National review planned for 2015.

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.

5.0 OPERATIONAL POLICY

5.1 General

The BLM Colorado 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 Colorado 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 Interagency Fire Management Units, provide aviation expertise and management for all BLM Colorado programs.

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5.2 Policy, Operational Guides and Handbooks

A list of all of the BLM aviation policy documents can be found in the [BLM 9400 Manual](#) and [BLM NAP 1.6](#).

5.3 Public/ Civil Aircraft Operations

See [BLM NAP 5.3](#)

5.4 BLM Employees on Non-BLM Aircraft

See [BLM NAP 5.4](#)

5.5 Passengers

See [BLM NAP 5.5](#).

5.6 Emergency Exception to Policy

See [BLM NAP 5.6](#)

5.7 Categories of Flight

See [BLM NAP 5.7](#)

5.8 Flight Planning

See [BLM NAP 5.8](#)

5.9 Flight Following

See [BLM NAP 5.9](#)

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

See [BLM NAP 5.11](#)

5.12 Mishap Response

See [BLM NAP 5.12](#)

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

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Each Fire Management Unit's dispatch centers 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 Colorado 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
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, COSO Safety Manager, COSO External Affairs

5.13 Transportation of Hazardous Materials

See [BLM NAP 5.13](#)

5.14 Invasive Species Control

See [BLM NAP 5.14](#)

5.15 Fire Chemicals and Aerial Application Policy Near Waterways

See [BLM NAP 5.15](#)

5.16 Search and Rescue (SAR)

See also BLM NAP 3.14

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

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

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

See [BLM NAP 5.17](#)

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

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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 Personnel

See BLM NAP 5.18

5.19 SEAT Operations

The BLM Colorado utilizes SEATs through BLM Exclusive use, Colorado Division of Fire Prevention and Control Exclusive Use, and the DOI *On-Call Contract*. *See BLM NAP 3.7* and *the BLM Colorado SAP 3.7* for details. The SEATs are typically deployed to Canon City, Cortez, Beuna Vista, Rifle, Grand Junction, Craig, Jeffco, Fort Collins and Durango.

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.

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 Colorado 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.

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- Interested potential trainee ATGSs to be considered “mission essential”, much have an authorization letter from the BLM Chief of Aviation.

5.21.1 Aerial Supervision Personnel

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

ATGS training and currency requirements are contained in NWCG PMS 310-1. However, additional currency requirements for BLM ATGS are defined in the IASG. The ATGS Cadre monitors and coordinates ATGS personnel and training at the GACC level and coordinates with National Program Managers, SAMs, GATRs, and the ATGS Cadre Chair.

Personnel who are performing aerial reconnaissance and detection will not perform aerial supervision duties unless they are fully qualified as an ATGS and the aircraft is equipped and carded for air tactical operations. (Reference BLM NAP 5.27.2&3 for additional information on aerial observation)

5.22 Helicopter Operations

See [BLM NAP 5.22](#)

5.22.1 Helitack

See [BLM NAP 5.22.1](#)

5.22.2 Rappel

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

5.22.3 Cargo Letdown

BLM Colorado 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.

5.22.3 Shorthaul

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

5.23 Aerial Ignition

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

The BLM Colorado has equipment (PSD and Helitorch) and qualified operations personnel on the Rifle helitack crew. Anytime that an Interagency Fire Management Unit requires a helitorch the equipment and personnel will can to be obtained from the BLM or cooperators (USFS, NPS)

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

5.27 Light Fixed Wing Operations

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

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

5.28 Law Enforcement Operations

See [BLM NAP 5.28](#)

5.29 Unmanned Aerial Systems

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/>

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

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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

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 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.
 - 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.
 - 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.

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- **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.

5.30 Fleet Aircraft

See [BLM NAP 5.30](#) for details.

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 when 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

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equivalent non fire/resource aviation positions under IAT guidelines and do not require additional IAT training (reference NWCG/IAT Functional Crosswalk BLM *NAP Appendix 9 & 10*) Some NWCG courses are equivalent to and fulfill the required aviation training. Those equivalencies can be found in the *Interagency Aviation Training Guide* (IAT Guide).

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.

Aircrew Member Training requirements:

A-101* Aviation Safety

A-105* Aviation Life Support Equipment

A-106* Aviation Mishap Reporting

A-108* Preflight Checklist and Briefing/Debriefing

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.

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- 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). BLM supervisors can take the initial course either in a classroom or online. Refresher for M-3 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.

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/CY2011-12/OPM11-04.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

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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/certification/techrep.asp>

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.

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

6.4 Records Management

Reserved

6.5 Tuition and Travel

Reserved

6.6 Development

Reserved

6.7 NWCG to IAT Crosswalk

Reference BLM *NAP* Appendix 9 & 10

7.0 Airspace Coordination

See [BLM NAP 7.0](#)

7.1 Interagency Airspace Coordination

See [BLM NAP 7.1](#)

7.2 Flight Planning, Hazards, and Obstructions

See [BLM NAP 7.2](#)

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The UAM will coordinate with the GIS personnel to develop and produce an annual flight hazard briefing map for all Interagency Fire Management Units within BLM-Colorado. 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)

See [BLM NAP 7.3](#)

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 is responsible for the notification.

7.7 Airspace Deconfliction

See [BLM NAP 7.7](#)

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

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](#)

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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 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

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

8.3 USFS Security Response Actions

Reserved

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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

At any time 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.

Exceptions

- Military or government agency cooperator aircraft under DOI operational control. Such cooperator aircraft shall adhere to their department-specific aircraft security policies.
- Aircraft mechanically incapable of flight.
- 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

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.

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

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 Security Requirements."

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.

9.0 AVIATION FACILITIES

See *BLM NAP 9.0*

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Appendix Contents

1. BLM Colorado 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 Airtanker Base Manager and Fixed Wing Base Manager Certification Process
8. BLM Cargo Letdown Protocol
9. BLM Cargo Letdown Trainee Qualification Record
10. NWCG to IAT Functional Crosswalk
11. BLM Fleet Aircraft Standard Operations Procedures
12. Task Sheet for the Position of Resource Helicopter Manager
13. Acronyms

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Appendix 1 - BLM Colorado Aviation Organization Directory

Position	Name	E-Mail	Office Number
BLM Colorado State Office State Aviation Manager	Clark Hammond	c1hammon@blm.gov	(303)-239-3809
Northwest Colorado Fire Unit Unit Aviation Manager	James S Michels	jmichels@blm.gov	(970) 826-5012
Upper Colorado River Interagency Fire Unit Unit Aviation Manager	Jason Hofman	jhofman@blm.gov	(970) 683-7712
Rifle Helitack Helicopter Crew Supervisor	Chad Johnson	c50johns@blm.gov	(970) 625-0392
Grand Junction Air Tanker Base Manager	Adam Goeden	agoeden@blm.gov	(970) 683-7710
North Zone Southwest District Fire Unit Unit Aviation Manager	Randy Chappell	rchappell@blm.gov	(970) 240-5373
South Zone of Southwest District Unit Aviation Manager	Jarren Flinders	jerranflinders@fs.fed.us	(970)375-3334
San Luis Valley Interagency Fire Unit Unit Aviation Manager	Guy Keene	gckeene@fs.fed.us	(719) 852-6223
Front Range Interagency Fire Unit Unit Aviation Manager	Diana Allen	dlallen@fs.fed.us	(719) 553-1630