Department of the Interior

Wyoming Bureau of Land Management

2010 State Aviation Plan

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1.0 General

1.1 PURPOSE

This plan sets forth policy, procedures and guidance to implement the Aviation Management Program for the Bureau of Land Management (BLM) in Wyoming, as per the 2010 National Aviation Plan. The purpose is to clarify and standardize aviation management procedures, policies, and operations for BLM employees in all Wyoming District and Field Offices and the Wyoming State Office (WYSO). This document serves to delegate authorities and duties from the State Director, thru the State FMO, to the State Aviation Manager.

1.2 MISSION STATEMENT

The Wyoming BLM Office of Fire and Aviation Management provides leadership and direction for all Wyoming BLM programs utilizing aircraft resources to ensure the safe and efficient use of aviation resources and services used for accomplishing land management objectives. The Wyoming State Office Fire and Aviation Management staff will provide guidance to the field regarding safety, aviation policy, fiscal responsibility, and operational procedures. The staff is fully committed to promoting aviation safety through awareness, communications, and training with the goal of developing a proactive safety culture and maintaining an accident-free environment.

1.3 AUTHORITY

This Plan is authorized by the BLM National Aviation Plan and by BLM 9400.03 and 9400.11B. This plan conforms to all Bureau and Departmental aviation policy, and is available for public viewing on the BLM National Aviation Office and Wyoming State Office websites. Any exemptions or waivers from FAA, DOI, DOT, or BLM aviation policy must be justified, requested and approved by the State Aviation Manager and the BLM National Aviation Office.

1.4 PHILOSOPHY

- Personal safety of the public, employees, interagency cooperators and flight crews is the highest priority in any aviation activity, and can be achieved and managed through risk identification, training and education, implementation of mitigating controls, program evaluations, and developing/implementing an accident prevention program.
- Personnel performing aviation functions must meet all qualification requirements of DOI OPM-4, NWCG 310-1 (for Fire-Aviation positions), and published BLM standards.
- The success and safety of aviation operations depends on developing and maintaining positive and effective “Crew Resource Management” working relationships between aviation managers, line officers, resource program managers, pilots, dispatchers, flight managers, etc. Aviation personnel must be service-oriented and exhibit professionalism and integrity.
- Workforce diversity and employee wellness and development through training and mentoring will be emphasized at all levels of the Wyoming BLM Aviation Program.
- Management has a commitment to aviation safety and efficiency. Districts and Field Offices are empowered to accomplish their mission without undue restriction, regulation, and oversight, but may not implement policy or

procedures which are less restrictive than national or state aviation policy.

1.5 REFERENCES

A. Title 14 CFR (Federal Aviation Regulations)
B. Departmental Manual, DM Parts 112, 350-354; all DOI-AM Handbooks
C. AMD Operational Procedures Memoranda (OPMs)
D. BLM Manual Sections 1114, 1221, 1243, 1244, 1525, 9111, 9210, 9400
E. Office of Management and Budget (OMB) Circulars A-76, A-123, A-126
F. GSA Federal Property Management Regulation (FPMR) 101-37
G. Interagency Aviation Operational Guides (IHOG, ISOG, etc.)

2.0 Roles and Responsibilities

2.1 DOI-AVIATION MANAGEMENT DIRECTORATE (AMD)

DOI-Aviation Management Directorate is a sub-organization of National Business Center. Throughout this Plan, it will be referred to as AMD. This organization is responsible for developing and implementing all Department of Interior aviation policy, performs aircraft contracting and technical inspections, manages the Interagency Aviation Training (IAT) program, and handles aircraft procurement and payment administration. AMD employs Contracting Officers, Technical Specialists, Training Specialists, etc.

2.2 BLM NATIONAL AVIATION OFFICE (NAO)

The National Aviation Program Manager is responsible for BLM aviation policy and leadership of the BLM Aviation Program. The NAO staff consists of a Fixed Wing Program Manager, SEAT Specialist, a Helicopter Operations Specialist and Program Manager, a Flight Standards and Airspace Manager, a Safety Program Manager, and a Training Specialist.

2.3 STATE DIRECTOR

The State Director is ultimately responsible for all BLM aviation activities in Wyoming. This responsibility is delegated through the Deputy State Director, Division of Resource Management, and State Fire Management Officer (FMO) to the State Aviation Manager.

The State Director is responsible for the following:

1. Disseminate Departmental aviation safety policy and information.
2. Participate in Departmental aviation safety award program.
3. Ensure adequate aviation management staff in partnership with the NAO
4. Operate and maintain aircraft for maximum safety and efficiency.
5. Assign a liaison for Bureau aircraft incident/accident investigations.
6. Monitor Bureau airspace needs.
7. Promote use of SAFECOM system.
8. Identify and submit program requirements.
9. Ensure compliance with OMB circular A-126.
10. Ensure compliance with OMB Circular A-76.

2.4 STATE AVIATION MANAGER

The State Aviation Manager (SAM) serves as the focal point for all BLM aviation management programs and activities in Wyoming providing support and expertise to the State Director, State FMO, and three District Aviation Managers on all aviation issues; serves as focal point in coordinating all SES flights; provides expertise and oversight to State, District, and Field Office aviation operations and personnel; develops and maintains/updates the State Aviation Plan and implements aircraft safety and accident prevention measures; serves as the Contracting Officers Representative (COR) on BLM exclusive use aircraft contracts and designates/appoints the alternate COR; serves as Airspace Coordinator for Wyoming BLM; provides IAT, BLM, and NWCG (National Wildfire Coordinating Group) aviation training for BLM and cooperator agencies; compiles annual aviation statistical summary reports; provides support for National Aviation Office projects and initiatives.

2.5 DISTRICT & FIELD OFFICE MANAGERS

Each District and has been delegated the responsibility from the State Director for all land management programs and operations, including aviation, within his/her area of jurisdiction. The District Manager may in turn further delegate these responsibilities down to the Field Office Managers within each District. The operational responsibility and program implementation is generally assigned to the District Fire Management Officer who, in turn, may delegate these duties to a Unit/District Aviation Manager.

2.6 DISTRICT AVIATION MANAGER

The term "District Aviation Manager" is used exclusively in this Plan since each Unit Aviation Manager in Wyoming BLM has oversight over multiple Field Offices. The roles and responsibilities the District Aviation Manager include, but are not limited to:

- Serves as the focal point for the District Aviation Program by providing technical oversight and management direction for the use of aviation resources in support of all Bureau programs in the District.
- Ensures that all District aviation operations comply with DOI, Bureau, and State aviation policies, and briefs Flight Managers and mission crews on flight following standards and other mission-specific requirements.
- Identifies, develops, trains, and assigns personnel to meet local aviation position requirements, and ensures that a qualified and current Flight Manager is assigned to all project/resource flights. Tracks the aviation training records for District personnel to ensure only those who are current and qualified Aircrew members (or carded firefighters for fire missions) are allowed to fly, unless an exception is granted by the SAM in certain unusual circumstances.
- Develops the District Aviation Plan and performs annual updates, edits, and approvals commensurate with current policy changes.
- Writes and/or reviews Project Aviation Safety Plans (PASP) for all special use projects or mission flights, or provides guidance and assistance to Project Aviation Managers or Flight Managers in writing the PASP.
- Ensures the proper procurement of DOI rental aircraft in support of District aviation activities, and is responsible for reviewing, approving, and signing/submitting flight invoices. (Note: Ordering aircraft is normally delegated to qualified Aircraft Dispatchers per approved local and Geographic Area Mobilization Guides and procedures.)
- Documents aviation safety hazards, issues, and policy deviations via the SAFECOM system and implements corrective actions.
- Ensures Aviation Security Plan, Boundary Airspace Management Plan/Checklist, and Incident Accident Response Plan are current/utilized.
- Provides the State Aviation Manager with copies of the District Aviation Plan, each Project Aviation Safety Plan, and a copy of each AMD-23 Aircraft Use Report at the conclusion of a mission or period of Vendor hire.

2.7 AIRCRAFT DISPATCHERS

Local (District) Dispatchers are often trained in aviation operations, policies, and

procedures, and perform a wide range of aircraft dispatching duties that include, but are not limited to:

- Performing all duties in compliance with DOI and BLM (National, State, and District) aviation policies, procedures, and regulations.
- Confirms that all flight plans are documented in the appropriate format. Fire missions may utilize an Aircraft Resource Order. Non-fire Special Use flights require a Special Use Project Aviation Safety Plan that is approved by the District Aviation Manager, Line Officer, and/or other appropriate authority. The BLM Flight Request Form 9400-1a is utilized and completed for tracking point-to-point flights and individual mission flights that are conducted under an umbrella Special Use Project Aviation Safety Plan.
- Procuring/ordering DOI rental or contract aircraft in support of District fire and non-fire aviation activities per established AMD and District protocols, and Geographic Area procedures and mobilization guides, including documenting a cost analysis between multiple vendors via a Best Value Determination record (BVD, AMD Form 9) for non-emergency aircraft procurements per the instructions found at http://amd.nbc.gov/fc/library/BVD_Form.doc.
- Approving/signing/submitting AMD-23 Aircraft Use Reports and other payment documents when directed/delegated, forwarding copies to the District Aviation Manager and SAM.
- Performing aircraft flight following using the Automated Flight Following (AFF) system and/or interagency FM radio systems, per BLM guidelines.
- Coordinating dispatch activities with the District Aviation Manager, BLM Fire and Resource Managers, and Flight Managers in the planning and oversight of resource aviation missions to provide quality service to the field and ensure policy compliance.
- Deconflicting military training routes (MTRs) and special use airspace.
- Coordinating flight activities with neighboring Dispatch Centers according to the established District Airspace Boundary Management Plan for all flights occurring within five miles of any dispatch area boundary.
- Initiating emergency/SAR procedures as needed in accordance with the established and approved Interagency District Aviation Incident/Accident (Mishap) Response Plan. Dispatch Center Managers will conduct missing or downed aircraft simulations or practice drills with the Dispatch Center staff and FMO at least annually to ensure the Plan is understood and can be smoothly implemented when it's needed.
- Maintaining resource order and flight following documentation files, training and qualifications records, flight use statistics, etc.
- Assisting the District Aviation Manager and Center Manager with developing and implementing a viable Dispatch Center Continuity of Operations Plan (COOP) that will ensure the safety of ongoing aviation activities in the event the radio system, computers, or other aspects of the Dispatch Center cease to function in the normal manner (i.e. prolonged power failures, storm damage to dispatch facilities, etc.).

2.8 PILOTS

The pilot in command is the final authority for the operation of an aircraft at all times,

and is responsible for the safety of the flight and all personnel on board. **The Pilot, Flight Manager, or Aircrew may terminate a flight at any time for safety reasons.** The Pilot's duties include, but are not limited to:

- Complying with FAA, DOI, and Bureau policies, DOI contract or ARA requirements, etc.
- Providing aircraft safety briefings to Aircrew and passengers.
- Filing flight plans and flight following with FAA or agency, and refraining from deviating from flight routes/plans without notification and coordination with Dispatch.
- Completing weight and balance computations or a helicopter load calculation prior to flight.
- Completion of the left half of the Aircraft Use Report (AMD-23) for services rendered, providing his/her initials and signature on the appropriate lines.

2.9 AIRCRAFT MANAGERS

Aircraft Managers include Helicopter, Single Engine Air Tanker (SEAT), and Air Tactical Group Supervisors. Managers are responsible for planning, coordinating and supervising daily aircraft operations according to DOI/BLM policy; serving as the COR, Alternate COR, or Project Inspector to administer exclusive use or CWN aviation contracts in the field; directs pilot and crews in flight objectives and operations; conducts a risk or hazard analysis for each project or mission; approves flight invoices, completes daily diaries and other administrative and contract documentation; maintains pilot flight/duty records; briefs aircrews, project leaders, Bureau managers, and the public.

2.10 FLIGHT MANAGERS

The Flight Manager is a government employee who ensures compliance with contract or Aircraft Rental Agreement (ARA) requirements and is responsible for coordinating a specific flight or project. He/she must have attended/completed a B-3 Basic Airplane and Helicopter Safety course, or the on-line B-3 refresher training within the past three years, as well as any other available, required IAT modules for Flight Manager as specified in OPM 4, the IAT Guide, and the BLM National Aviation Plan for the mission being flown. Duties include but are not limited to:

- Inspecting the pilot qualification card and aircraft data card for currency and qualifications.
- Briefing pilot, Aircrew, and Dispatch on mission details, ensuring the pilot gives a safety briefing to the Aircrew.
- Ensuring the flight is conducted within DOI/BLM policy and does not deviate from the established flight plan, route, or mission profile without prior authorization.
- Initials flight invoices and routes payment documents according to the procedures outlined in the Contract and the District Aviation Plan.

2.11 AIRCREW

Aircrew members perform an active mission function during Special Use or mission flights and therefore are not considered "passengers." Only those employees who are essential to accomplish mission objectives may participate on Bureau flights. Aircrew members include, but are not limited to, designated reconnaissance observers, biologists, helitack crewmembers, loadmasters, etc. The minimum training requirements include B-3 and other IAT modules specified for Aircrew Members outlined in OPM 04, the IAT Guide, and the BLM National Aviation Plan. Aircrew on fire missions are required to follow NWCG position requirements that apply to the red-carded position in which they are functioning. The training and currency records for Aircrew are tracked, monitored, and verified by the District Aviation Manager.

2.12 PASSENGERS

"Passengers," as defined in OPM 04, are those who are transported on Point-to-Point flights, and do not perform an active role as Aircrew during special use mission flights. There are no specific training requirements for passengers other than receiving a pre-flight briefing from the pilot in command. Travel on BLM owned or procured/contracted aircraft is restricted to official travel. All passengers will be manifested and approved on a flight plan.

1. Official Passengers. The following are official passengers per 350 DM 1.7A:
    a.) Officers and employees of the Federal Government traveling on official business.
    b.) Members of Congress and employees of Congressional committee staffs whose work relates to DOI programs.
    c.) Non-Federal passengers when engaged in activities which enhance accomplishment of a DOI program such as personnel of cooperating state, county or local agencies; representatives of foreign governments; contractors' representatives to include those employed by such agencies; and private citizens.

2. Unauthorized Passengers. All personnel who are not official passengers shall be considered an unauthorized passenger. Unauthorized passengers will not be transported in any BLM aircraft. For further definitions, see 350 DM 1.7B. An official passenger could become an unauthorized passenger by performing a function he/she is not authorized for.

ADDITIONAL INFORMATION FOR SUPERVISORS AND EMPLOYEES REGARDING AGENCY AVIATION OPERATIONS:

Bureau employees are experiencing an increase in requests to participate in aviation projects with a multitude of cooperators from the private sector, military, and other state and federal agencies. While the employee may have his/her heart in the right place in the desire to assist other programs and agencies, such a decision could incur serious problems if they do not comply with agency guidelines and federal standards of ethical conduct. As managers and supervisors, we must insure that our employees adhere to Bureau and DOI policies and regulations at all times, especially when involved in high risk aviation mission work. Occasionally, a sense of urgency to help others causes an employee to react by volunteering their time, or to perform some service during off-duty hours. Some common misconceptions among government employees are that they are free to do anything they please if they are in leave status or on days off, and/or that the regulations apply only while they are on duty performing

their normal duties. This is not so! Aviation is one specific area of our program where this misconception can be a very costly mistake.

The use of government vehicles, including aircraft, is a vital part of managing our resources, and the safety of our employees is our number one priority. We have clear direction and policy on how we can and cannot use aircraft to meet agency program and resource management objectives. Agency manuals and directives give us clear policy prohibiting our employees from riding in unapproved aircraft, flying with unapproved pilots, or otherwise participating in aviation operations that do not meet our minimum standards. Aviation Managers at the District, State, and National levels are available to assist employees and Field Offices in planning, conducting, and paying for aircraft use. With advanced notice, Aviation Managers can complete a process to insure our minimum standards for safe flight with cooperators are met, and to secure approval to fly on cooperator agency aircraft, ***IF*** *it is determined to be a significant benefit and in the best interest of the BLM. Aviation Managers at all levels are trained and authorized to assist in making this determination.*

Employees need to determine when they are representing the government, both on and off duty, and understand the official policies that stipulate what you can and cannot do as a US Government official. Many issues that arise pertain to Personnel policy as opposed to aviation policy. An Aviation Manager can assist with the interpretation of complex aviation policy and a Human Resources/Ethics counselor can likewise assist with interpretation of Ethics regulations.

Employees must carefully consider the following regulations prior to contemplating their participation in off-duty aviation activities, using unapproved aircraft/pilots, or conducting any kind of aviation mission outside the scope of aviation policy or without an approved agency flight plan or Project Aviation Safety Plan (PASP).

Standards of Ethical Conduct for Employees of the Executive Branch (5 CFR, Part 2635):

2635.802 Conflicting outside employment and activities:
An employee shall not engage in outside employment or any other outside activity that conflicts with his official duties. An activity conflicts with an employee's official duties if it is prohibited by statute or by an agency supplemental regulation; or if, under the standards set forth in 2635.402 and 2635.502, it would require the employees disqualification from matters so central or critical to the performance of their official duties that the employees ability to perform the duties of their position would be materially impaired.

2635.803 Prior approval for outside employment and activities:
When required by agency supplemental regulation, and employee shall obtain prior approval before engaging in outside employment or activities. Where it is determined to be necessary, or desirable, for the purpose of administering its ethics programs, an agency shall by supplemental regulation, require employees or any category of employees to obtain prior approval before engaging in specific types of outside activities, including outside employment.
The implications of 5 CFR Part 2635 and willful deviations are as follows:

1. A federal employee may engage in leisure flying activities on his/her own time as

long as that flying does not cross the line into job-related tasks. There must be a complete disassociation with the person's government activities/official duties.

2. You may not fly on job-related aviation missions with another agency's unapproved aircraft under the guise of a Volunteer on your own time either. BLM 1114 policy states that Volunteers are not allowed to participate on special use aviation missions unless authorized by a waiver issued and approved by a Line Officer. If approved, Volunteer status does not remove your Federal status, nor the policies associated with your employment. Compliance is still required with all DOI and Bureau aviation policies including pilot and aircraft carding, signed/approved flight plans, flight following, etc.

3. If an aviation accident occurred while you were functioning as an official aircrew member on a cooperator aircraft, your employer is responsible for your actions. If the accident occurred on an unapproved cooperator aircraft, during an unapproved mission, or in any other manner outside of any DOI or Bureau policy, your actions would clearly and legally place you "outside the scope of your employment" in the opinion of a court. There are numerous ramifications for such a decision that include: Denial of any request for US Government employee worker's compensation to cover the medical costs associated with your injuries. In many instances, personal insurance companies do not cover the cost of injuries incurred during aviation activities outside of airline flights. If your involvement with the cooperator was related to your official duties, and the flight may not have occurred unless you participated, the vendor can submit claims against the government. Without the support of your agency (since you were working outside the scope of your employment) the cooperator agency may then take your estate to court to recoup damages leaving you and your family with a large bill.

Should the need arise to participate in a joint aviation mission with a cooperator agency or there is a perceived need to utilize cooperator aircraft to accomplish a Bureau project, these are the appropriate options to pursue in the following order of priority:

1. Determine if the mission can be accomplished by another means, such as on the ground, or by another agency under an MOU or cooperative agreement.

2. If the mission can only be accomplished by air, consider using an End-Product contract to acquire an end result (i.e. a specific number of radio-collared elk or a herd of horses gathered on a per-head basis) that does not require BLM operational control and aviation management oversight. Refer to OPM-35 and Section 5 of this plan for a description of End-Product contracts vs. flight services contracts.

3. If the mission absolutely requires Bureau and cooperator agency employees to be on board the same aircraft working together to accomplish objectives, the cooperator employees should be invited to fly on BLM procured and managed flights in which all of our policies and procedures apply. Cooperator employees may be required to attend and complete the IAT B3 Aviation Safety training that is required for Bureau employees who are asked to serve as Aircrew members on special use flights.

4. If there is absolutely no other option than for Bureau employees to fly on another agency's aircraft, significant advanced notice and national-level BLM and DOI

approval will be required before our employees may fly on that mission. (This does not apply on USFS procured and managed flights.) Consider the following:

There must be significant and compelling evidence that indicates seeking cooperator aircraft approval is in the best interest of the government. While Cooperator aircraft approval is routinely granted for aircraft to be used in Fire and Law Enforcement emergency response roles, it is highly unusual that approvals are granted by AMD for aircraft that will perform missions that can readily be performed by private sector aircraft already available under the DOI ARA or other commercial sources. (Refer to OMB A-76, 351DM4, OPM-53, and Section 3.5 of this Plan.)

The process of acquiring cooperator aircraft inspections and approval from DOI AMD may take several months or even years, and could be denied at any level.

The Cooperator agency who has the aircraft for which approval is being requested must understand that the standards for their aircraft, pilots, and operational procedures they will be held to may be significantly different than what they are accustomed to when Bureau employees are on board.

3.0 ADMINISTRATION

Except for ticketed commercial airline flights, all aircraft and flight service acquisitions will be accomplished by designated and qualified Aviation Managers (National, State, or District level) and/or by qualified Aircraft Dispatchers.

3.1 Commercial Airline Travel

Flights on scheduled commercial airlines are initiated with GTRs (Travel Authorizations) through appropriate Administrative Assistants, and must comply with Federal Travel Regulations. No additional Aviation Management policy requirements are imposed.

3.2 Aviation Contracts

The following are the three primary, established types of DOI-AMD contracts currently in use in the BLM. Additional project-specific flight services contracts may be requested, solicited, and awarded by AMD upon the request of any Bureau or agency in DOI whenever one of the following contracts does not adequately meet the need of the Bureau (i.e. for a specialized long duration project that is expected to cost more than $100,000).

3.2.1 Exclusive Use Contracts

Aircraft services identified in the Annual Work Plan (AWP) to be accomplished within a specified timeframe and in excess of $25,000 require a formal aviation contract. Requests for exclusive use contract services require the submission of form OAS-13 and OAS-13A (Airplane) or OAS-13H (Helicopter) and are sent to the State Aviation Manager (SAM). Aviation Management Directorate (AMD) will solicit and award the contract and assign a Contracting Officer (CO) and Technical Representative (COTR). The SAM is the Contracting Officer's Representative (COR) and can delegate field administration of the contract to one or more Alternate CORs. There is one Exclusive Use aircraft contract in BLM Wyoming. The Type Three Helicopter contract is within the High Desert District Fire Management program.

3.2.2DOI-AMD National On-Call Contracts

Mission-specific “On-Call” solicitations are written, awarded, and utilized by DOI-AMD for specific Bureau needs, upon request by the BLM National Aviation Office. Some of the On-Call Contracts currently in place include the BLM National Wild Horse and Burro contract, On-Call ACETA Helicopter contract, On-Call SEAT contract, Air Tactical Fixed Wing contract, and the On-Call Small Helicopter Contract. These contracts must be utilized in lieu of the Aircraft Rental Agreement for the missions specified. Aircraft may not be procured under these contracts for missions other than those for which that contract was specifically designed. (For example, you cannot order and utilize a fixed wing aircraft for Resource Reconnaissance under the On-Call Fire-Air Tactical even if a cheaper hourly flight rate is available. The procurement and use of aircraft under any On-Call contract is coordinated through the District Aviation Manager and/or the appropriate District Dispatch office.

3.2.3 Variable Term (VT) SEAT Contract

This type of national Fire contract guarantees the Vendor a specified period of hire (either 30, 60, or 90 days) under terms similar to those of an exclusive use contract, yet allows the government the flexibility to decide on the necessary period of hire on a case-by-case basis and on short notice to maximize cost-effectiveness. Daily Availability is paid for by Severity or fire numbers.

3.2.4 DOI Aircraft Rental Agreements (ARA)

These DOI-AMD agreements are utilized for administrative flights, aviation projects, etc., when airlines, exclusive use contract aircraft, and ground transportation are unavailable, unfeasible, or not cost effective. ARA aircraft to be used by Wyoming BLM may only be ordered by the SAM, a District Aviation Manager, or qualified Dispatcher for specific projects as they arise and when funding exists. An AMD Form 9 "Best Value Determination Record" or BVD must be completed and retained on file locally for any ARA procurement that is anticipated to exceed $3,000 but will not exceed $25,000. If a project is expected to cost in excess of $25,000, special approval by the AMD Western Region Office, Flight Coordination Specialist (or an AMD Contracting Officer) is required. The ARA may not be utilized for any procurement or project that is going to exceed $100,000. (A project-specific flight services contract would be awarded in lieu of using the ARA in this case.) The BVD form and instructions used for ordering ARA aircraft are found at http://amd.nbc.gov/fc/ara_order.htm

3.3 Senior Executive Service Flights

All flights that carry Senior Executive Service (SES) employees (those above the GM/GS-15 wage level), members of their families, and other non-federal travelers require special approval by the DOI Solicitor's Office per OMB Circular A-126 and AMD OPM-7. All SES flights in Wyoming will be procured, planned, and coordinated by the State Aviation Manager working with the BLM State Director's staff. District Aviation Managers and Dispatchers may occasionally be asked to assist in the process, but are not responsible for securing the Solicitor's approval.

3.4 Cooperator Aircraft

Any employee who wishes to fly on an aircraft that is procured and managed by another agency must consult with their respective District Aviation Manager and State Aviation Manager for approval. All DOI use of Forest Service-procured flight services will comply with OPM 39. Use of affiliate, military aircraft, or other government agency aircraft and pilots by the BLM requires prior approval by AMD per OPM-53. (The approval process may take several months.) Proposed flights on these aircraft must be requested as described in Chapter 2 above, and all flight use must be documented and reported via the AMD-23, even if the flight is non-revenue/not-for-payment. (Refer to 351DM1.8, 351DM4, OPM-38, OPM-53, and Section 2.12 of this Plan.)

3.5 End-Product Contracts

These contracts specify a product or service to be accomplished (miles of fence

constructed, acres treated, horses captured, etc.) in lieu of paying for flight services by the flight hour under an aircraft contract. The contractor is compensated for units accomplished on a per-head, per-acre, per-unit, or per-area basis for activities such as animal capture, aerial spraying or seeding, etc. Occasionally, aircraft may be utilized by a contractor to perform the specified work. However, because it is NOT a flight services contract, all DOI and Bureau Aviation policies and oversight do NOT apply. **End-Product flight activities must be monitored to ensure that Bureau employees are imposing "zero operational control" per DOI-AMD OPM 35 and the BLM National Aviation Plan, Sec. 3.5. There is absolutely no flexibility in this area due to the potential implications and liability associated with intentionally or inadvertently imposing operational control when it is inappropriate. The District or State Aviation Manager must be consulted whenever an End Product/Service contract is being contemplated or written that might involve the use of aircraft. An Aviation Manager should review the language in the solicitation BEFORE it is advertised for bids to ensure there is no language in the Contract that refers to or implies any aviation requirements or "operational control."** For additional clarification of whether a specific aviation activity meets the criteria for being an End-Product vs. a Flight Services contract (requiring full operational control), refer to OPM 35, the BLM National Aviation Plan, Sec 3.5, or consult the SAM.

Policy/Action. OPM 35, Identification of End Product/Service and Flight Service Procurement. This (OPM) will aid in determining whether an operation is being cleanly conducted as an "end-product/service" or "flight service". OPM 35 supplements existing DOI policy regarding service contracts found in 353 DM 1.2A (3). The current guidance from AMD and the National Transportation Safety Board (NTSB) is that, if the provisions of 353 DM 1.2A (3) and OPM 35 are met, the aircraft will be operating as a "civil aircraft" and the aviation management principles normally required for "public aircraft" use do not apply.

A) End Product/Service Contract Specifications. Aircraft and flight crew specifications, aircraft equipment requirements, and operating parameters must not be specified in the contract. Contract specifications may only describe the desired quantity or quality of the service or end-result being contracted for. "How" the contractor is to accomplish the requested project must not be specified. Contracting officers and resource specialists must consult with the appropriate District Aviation Managers to ensure Acceptable Language Guidelines are followed. (Ref. OPM-35.)

B) Operational Control. During the performance of end-product service contracts, BLM will not direct flight activities, provide flight following, manage landing areas, direct fueling/loading operations, require pilots aid flight crews to use personal protective equipment, or exercise operational control of aircraft in any other way. Project Inspectors assigned to end product contracts will have no aviation management responsibility or authority. Any BLM direction or super- vision must be in terms of the specific desired product or service; i.e. desired seed application coverage, number and disposition of animals captured, etc.

C) Passengers or Aircrew. BLM personnel are not allowed to board any aircraft that is being provided by the contractor during performance of the service contract. BLM personnel must not become involved in any way with aircraft ground operations such

as take-off and landing areas, loading, fueling, maintenance, etc.

D) Aircraft Use Reporting. Since aircraft utilized by the contractor under service contracts are operating entirely within the applicable 14 CFR as a civil aircraft, and procurement is not through DOI-AMD, an AMD-23, Aircraft Use Report will not be required in conjunction with end-product/service contracts. Any flight time incurred by the contractor need not be recorded or reported in DOI or Bureau aviation use statistics.

E) Aircraft Incidents and Accidents. Since aircraft utilized by the contractor under service contracts are operating entirely under the applicable 14 CFR as a civil aircraft, the BLM will not report aviation incidents or accidents incurred by these contractors through the DOI Aviation Mishap Information System. These events should be noted in the Project Inspector's Contract Daily Diary and reported through BLM channels as normally required for service contracts. Contractors and aircraft operators are still required to comply with NTSB reporting procedures if applicable to the incident.

F) Reconnaissance/Observation Flights. Before, during, or after the performance of a service contract it may be necessary for BLM employees to conduct an aerial survey of the project area. When such flights are required, an AMD "flight service" procurement or ARA (completely separate from the end-product contract) is utilized. At this point, all DOI and Bureau aviation policies and operational control procedures apply including Special Use plans, aircraft and pilot approval cards, flight following, PPE, AMD-23 Flight Use reporting, etc.

3.6 Flight Requests

For all non-emergency flights, the user must assure that there is appropriate funding for the mission and that a 9400-1a “Aircraft Flight Request/Schedule” is submitted with supervisory approval. For all Special Use Flights (as defined in Chapter 4 of this plan and OPM-29), the user must complete a Project Aviation Safety Plan (PASP) which must be reviewed and approved by the District Aviation Manager and Field Manager at least a week prior to flying the mission. Fire and law enforcement emergency flights in response to an immediate unforeseen threat to life and property are exempt from the PASP requirement. Risk assessments and operational details for fire flights are documented in Aviation Plans and mission specific operating plans & guides. Fire flights are requested and tracked via Wildcad, Aircraft Resource Orders, Automated Flight Following (AFF), etc.

3.7 Cost Analysis

An AMD Form 9 “Best Value Determination Record” or BVD must be completed for any ARA procurement that is anticipated to exceed $3,000. The BVD form requires special approval by the AMD Western Region Office, Flight Coordination Specialist (or an AMD Contracting Officer) when a cost estimate **for a non-fire/non-emergency ARA use** (i.e. resource mission) is expected to exceed $25,000. The BVD form and instructions are found at http://amd.nbc.gov/fc/ara_order.htm. SES flights still require an OAS-110 cost analysis form to be submitted to the DOI Solicitor’s Office for approval in lieu of the BVD form.

3.8 District Aviation Plans

Each Wyoming District will prepare an annual aviation management and operating plan that outlines their specific requirements and procedures. These plans will be

reviewed and updated annually, and may not be less restrictive than the State or National standard. District aviation plans will be updated prior to May 15th with signed copies sent to the State Aviation Manager.

3.9 Documentation Requirements

Aviation plans, records, and other documentation shall be maintained on file for the duration required by current BLM Records Management Policies. The importance of accurate, comprehensive flight and administrative records cannot be overemphasized. There is currently a freeze or moratorium against the destruction of any records that constitute a "public record." All "sensitive" documents must be maintained in locked files. Exhibit 1 lists several suggested documents and timeframes for record retention. Typical files should include:

Individual Special Use Project Aviation Safety Plans
Point to Point and Special Use 9400-1a Flight Requests
SES Flight Documentation
Contract/ARA Administration Files & completed AMD-23 forms
Individual Aviation Training and Qualification Records
Yearly Aviation Statistical Summaries/Reports
Local Aerial Hazard/Helispot/Airstrip Database
Aviation Incident/Accident Files and SAFECOMs
Aviation Memos/Bulletins/Alerts
Aviation Program Reviews and Preparedness Review summary reports

3.10 Aviation References

The following list includes aviation policy documents, handbooks and guides that should be utilized and maintained in an aviation reference library in each District.

<u>Policy Documents</u>
Title 14, 49 CFR, Federal Aviation Regulations (FAR-AIM)
Departmental Manual, Part 112 and 350-354 DM
DOI-AMD Operational Procedures Memoranda (OPMs)
BLM Manual Sections 9111, 9400, and National Aviation Plan
OMB Circulars A-76, A-123, A-126, and GSA FPMR 101-37
Interagency Standards for Fire and Fire Aviation Operations (Red Book)

<u>DOI-AMD Handbooks</u>
Aviation Life Support Equipment (ALSE), 351 DM 1
Aviation Mishap Notification/Investigation/Reporting, 352 DM 6
Aviation Fuel Handling, 351 DM 1
Aviation Transport of Hazardous Materials, 351 DM 1
Heliport Installation, 351 DM 1
Airfreight/Para-cargo, 351 DM 1
Aerial Capture, Eradication, and Tagging of Animals, 351 DM 1
AMD-23 User Guide
Field Reference Guide for Aviation Users
Field Reference Guide for Aviation Security (Airports/Aviation Facilities)

<u>Interagency Operational Guides</u>
Air Tanker Base Operations Guide
Interagency Aerial Ignition Guide
Interagency Helicopter Rappel Guide

Interagency Helicopter Operations Guide (IHOG)
Interagency Aerial Supervision Guide
Interagency Single Engine Airtanker Operations Guide (ISOG)
Interagency Airspace Coordination Guide
Interagency Transport of Hazardous Materials
Interagency Incident Response Pocket Guide (IRPG)
Interagency Aviation User's Pocket Guide (NFES #1373)
Interagency Aviation Technical Assistance Directory
IAT Aviation Use and Management Qualifications Guide
Military Use Handbook (Chapter 70)
Wildland Firefighters Frequency guide

BLM Operational Guides
Wild Horse and Burro Aviation Operations Guide
Fixed Wing Standard Operations Procedures
BLM State and District Aviation Management Plans

Other
Interagency and DOI Aircraft Contracts and ARA
Wyoming BLM State Aviation Plan w/ Appendices
Unit/District Aviation Plans
District Aviation Incident/Accident Response Guides
District/State Aerial Hazard Maps
Aviation Training Materials
Aircraft Identification/Performance Publications
Current NOAA Aeronautical Sectional Charts covering Wyoming

3.11 Aviation Reviews

District Aviation programs, procedures, and facilities are reviewed & inspected for policy compliance and safety every four years via a BLM National Fire and Aviation Preparedness review, and at least once every 5 years by a DOI/BLM Aviation Program Review. Findings and recommendations will be reported to Field Managers within three months of a review.

4.0 AVIATION TRAINING

All BLM personnel who engage in or supervise aviation activities, and those with aviation management responsibilities, will meet training, currency and experience requirements commensurate with their assigned positions and responsibilities. The Interagency Aviation Training (IAT) program is a "non-fire" oriented training program distinct from the DOI Learn system, the National Wildfire Coordinating Group (NWCG 310-1) Qualification System, and the BLM Incident Qualification and Certification System (IQCS). Personnel serving in NWCG red-carded (Fire) aviation positions need only meet the qualification and currency requirements specified in 310-1 and IQCS. All other Bureau personnel should meet the IAT training and currency requirements listed in AMD OPM-04 and the IAT Guide which is available for viewing at https://www.iat.gov/docs/iatprogram.pdf.

4.1 Instructors

Aviation training may only be conducted by approved Interagency Aviation Trainers, AMD Training Specialists, or instructors who meet NWCG (Facilitative Instructor) standards for teaching fire-aviation courses such as S-270, 271, 273, etc. Basic and 200-level IAT aviation courses may be coordinated and presented at the Field Office or District level by a "Basic" IAT trainer. IAT aviation courses at the 300 level and higher will be requested through the State Office or AMD, and may be instructed by Intermediate or Advanced IAT trainers. Fire-related Aviation training at the 300 level or higher is coordinated through District Training Specialists or the Geographic Area Training Specialist.

4.2 Documentation

All aviation training sessions presented at the local level will be documented on an OAS-106 or similar form and retained in local files. IAT instructors must enter completed IAT training (i.e. M-3 and B-3) in the national electronic database via the IAT web page. NWCG aviation training courses and position taskbooks completed by employees will be entered into IQCS by the appropriate Account Manager or Training Officer in each District. Records should be reviewed and updated at least annually, or as authorized by the District Aviation Manager, and retained in local files.

4.3 Position Training Requirements

The following position descriptions are described in further detail in the IAT Guide.

4.3.1 Passengers

Passengers are any individuals aboard an aircraft who do not perform a function of the Flight Crew or Aircrew as described below. Those transported on fixed wing point-to-point charter flights between small airports not served by commercial airlines are typical examples of passengers.

4.3.2 Flight Crew

Pilots and Co-Pilots are considered the Flight Crew whose training and certification is based on FAA pilot rating requirements (14 CFR Part 61, 135, 141, etc.) and the specifications listed in the USFS or DOI aircraft procurement document or flight services contract.

4.3.3 Aircrew

An Aircrew member is a government employee who works around and aboard aircraft in a capacity that is essential to the safety and success of the mission. This may be a biologist, resource manager, GIS mapping specialist, helitack firefighter, etc. who is performing a reconnaissance or job related task aboard the aircraft. Aircrew may also include the ramp manager, timekeeper, radio operator, parking tender, loadmaster, etc. who performs a mission-related function at the aircraft base of operations. As a minimum, non-fire Aircrew must have completed the initial classroom B-3 "Combined Airplane and Helicopter Safety" training course (or the on-line refresher training) within the past 36 months, along with any other required IAT modules listed in OPM-4 or the IAT Guide. (Currently, BLM encourages, but does not require employees to complete those courses listed in the IAT matrix with the "AS" notation, meaning it may be optional or additional required training as specified by an agency.)

Current IAT training modules required for Aircrew include:

A-101 Aviation Safety
A-105 Aviation Life Support Equipment
A-106 Aviation Mishap Reporting
A-108 Preflight Checklist & Briefing/Debriefing
A-113 Crash Survival
A-116 General Awareness Security
A-200 Annual DOI Accident Summary Review

When functioning as the SOLE Aircrew member or as the lead Aircrew member of a group or module assigned to an aircraft, you are considered to be the Flight Manager (See 4.3.4 below.)

4.3.4 Flight Manager

In BLM Wyoming, non-fire resource helicopter missions are normally managed by an NWCG red-carded and qualified fire Helicopter Manager. If and when this is not feasible, non-fire helicopter missions may be managed by a qualified IAT "Resource Helicopter Manager" who has completed B-3 training and the nine additional IAT courses listed for that position in the IAT Guide. A non-fire Fixed Wing Flight Manager must complete B-3 and two additional on-line modules (A-111 and A-112) in order to function in that capacity on fixed wing reconnaissance missions, wildlife surveys, WH&B census flights, etc.

4.3.5 Supervisors

Supervisors are those individuals responsible for employees that use aircraft to accomplish Bureau programs. Training for supervisory personnel must include aviation safety, aviation policy, risk management, and supervisory responsibilities. In addition to attending and completing B-3 one time, either online or in the classroom, supervisors must attend the M-3 Aviation Management for Supervisors training and an M-3 refresher every three years thereafter.

4.3.6 Line Managers

Line managers are those individuals who are responsible and accountable for using

aviation resources to accomplish BLM programs. The required DOI "M-2" Aviation Management Briefing for Line Managers includes familiarization with the DOI aviation management program, policies and related requirements and responsibilities. Line Managers may attend either an M-2 briefing or complete an M-3 Aviation Management Training for Supervisors course (online or in a classroom) once every three years to maintain currency.

4.3.7 Aviation Managers (District or State level)

The training requirements for those who plan, organize, direct, control, oversee, or administer aviation or aviation safety programs within the BLM are listed in the IAT Guide or OPM-4.

4.3.8 Aviation COR/COTR

BLM CORs and Alternate CORs on BLM Exclusive Use Contracts are required to have training on DOI aviation policy, basic contract administration, the technical aspects of DOI aviation contracts, and the methods for verifying that work upon which payment is based is performed satisfactorily. Initial and recurrent COR training requirements can be found in the DOI COR Manual at (http://www.doi.gov/pam/CORManual.doc) or obtained from AMD Contracting Offices. Additional training requirements for CORs are found in OPM-4 and the IAT Guide.

4.3.9 Aviation Dispatchers

A dispatcher who may receive, process, and place orders for aircraft, provide flight following and other aviation support services are required to complete an extensive list of courses published in the IAT Guide which involve attending a B-3, completing numerous on-line courses, and attending an ACE conference. Fire Aircraft Dispatchers are bound by separate (additional) NWCG training requirements, including completion of the D-312 Aircraft Dispatcher course. *(Note: There is still no approved one-way training "crossover" between the NWCG D-312 course and the IAT course requirements for Aircraft Dispatchers. Efforts to reduce unnecessary and costly duplication of training are pending.)*

4.3.10 Aircraft and Pilot Requirements

The Aircraft (351DM 2) and Pilot (351 DM 3) must be currently approved and carded for the specific mission to be blown. BLM pilot training requirements can be found in OPM-22, the BLM National Aviation Plan, AMD Contracts, and specific Bureau or Interagency aviation operating guides (i.e. ISOG, ASM Guide, etc.)

5.0 FLIGHT PLANS AND OPERATIONAL REQUIREMENTS

All aviation operations will be conducted in accordance with DM 350-354, OPMs,

AMD Handbooks, BLM 9400 and National Aviation Plan, and applicable Departmental and Interagency operational handbooks and guides (Reference list is found in Sec. 7). This Chapter defines common flight profiles and the operational policies and considerations for the various uses of aircraft in Wyoming.

5.1 General Use (Point-to-Point) Flights

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

- Designated Flight Manager
- Cost Analysis
- Approved Aircraft Flight Request Form w/ Itinerary (9400-1a form)
- AMD approved and carded pilot and aircraft
- Flight Plan/Flight Following filed with FAA or Agency Dispatch Center
- Aircraft safety briefing given by the pilot to the passengers

5.2 Special Use (Mission) Flights

Special Use or Mission flights are defined as all flights other than point-to-point, where the purpose is to accomplish a resource management-related task (i.e. aerial survey or observation, firefighting, law enforcement, etc.). Special Use flights require special techniques, procedures, and considerations. A list of Special Use flight operations is found in 351 DM 1.7 and OPM-29.

(***Note**: Be advised that OPM-29 introduces an additional category of flight called "High Reconnaissance," that lies somewhere between "Point-to-Point" and "Special Use" based on subtle differences in how an aircraft is maneuvered. In order to conform to Chapter 5.7 of the National Aviation Plan, Wyoming BLM will consider all flights as being either Point to Point or Special Use. All forms of fixed-wing reconnaissance performed above 500 ft. AGL in Wyoming (Fire, Resource & Precision Recon.) will be considered Special Use per OPM-29.)*

The following requirements apply for all Special Use missions in Wyoming:

1. Aircraft and pilots must be approved and carded for each Special-Use activity prior to use.

2. Special Use flights or missions (except unplanned emergency law enforcement or fire missions) must have an approved Project Aviation Safety Plan (PASP) that will be reviewed by the District Aviation Manager and approved by the appropriate line manager.

3. Personnel on Special-Use flights must be essential to the mission.

4. Employees engaged in Special-Use activities must be trained and qualified for the planned operation per OPM-4, the IAT Training Guide, and/or IQCS/NWCG-PMS 310-1.
5. Volunteers are not allowed to participate on Special Use mission flights per the BLM 1114 Volunteer policy (for reasons unrelated to aviation safety.)

6. Positive agency flight following via radio or AFF must be utilized. An FAA VFR

or IFR flight plan filed by the pilot is approved for Point-to-Point flights, but is usually insufficient as the sole method for tracking and monitoring a Special Use flight. Vendor company flight plans and flight following methods are generally not authorized since flight following is inherently a Bureau responsibility and function of operational control.

7. "Low Level" non-emergency (non-Fire or LE) fixed wing aircraft operations (below 500 ft. AGL) are NOT authorized in Wyoming BLM except on rare occasions with strong justification and approval by the State Aviation Manager and State Director. **Helicopters will be used for all non-fire low level operations in lieu of fixed wing aircraft.**

5.3 Mission Planning

Aviation Users are **required** to consult with their appropriate District Aviation Manager for guidance when planning a mission flight. All flights require a level of planning and risk management commensurate with the complexity and risks involved with the proposed mission. The goal is to reduce personal exposure to unnecessary risks and prevent accidents/incidents. Mission Planning consists of the following components:

5.3.1 Performance Planning

Use only aircraft that are able to safely perform the mission at the anticipated altitude, temperature, terrain, and weather conditions. In each specific DOI procurement document (contract or ARA), there is specific language which requires the pilot to compute the weight and balance for all fixed wing flights to ensure the gross weight and center of gravity do not exceed the aircraft limitations. For helicopter missions, a standard interagency load calculation form will be completed and signed by the pilot, and reviewed/verified/signed by the designated Helicopter Flight Manager

5.3.2 Project Aviation Safety Plan (PASP)

All non-emergency (Fire and Law Enforcement) Special Use flights require a Special Use Project Aviation Safety Plan (PASP) which must be reviewed and signed/approved by the District Aviation Manager and the Field Office or District Manager. Higher risk missions, as determined by the SAM, may also require approval by the State Director.

If a certain special use mission (i.e. with an identical route and flight profile) is going to occur repeatedly throughout the year, a single PASP may be written and approved for the entire year. A 9400-1a Flight Request will be submitted each time a flight occurs under that umbrella Plan. The PASP should be reviewed before each flight and modified/resubmitted for approval whenever there is a significant change in the nature of the flight profile, such as a new flight route or area, a significant change in the type of work being performed, if switching from a fixed wing to a helicopter, etc.
The District Aviation Manager is responsible for directing and assisting aviation users in writing the PASP. The Flight Manager is responsible for using the PASP as a briefing tool for the pilot and aircrew. A courtesy copy of all PASPs will be routed to the State Aviation Manager prior to flying a mission.

Each Special Use Project Aviation Safety Plan will include:

- A thorough description of the flight or project, including the mission objective, type and N-number of the aircraft to be used, and a justification describing why the mission cannot be accomplished by some other method.

- A description of the flight area and expected environmental conditions including terrain, elevations, and expected temperatures. A map of the flight area or flight route with hazards identified will be attached to the Plan and provided to Dispatch.
- The date(s) or period of time the mission is expected to be flown.
- The names of the Pilot, Flight Manager, and Aircrew members.
- Personal Protective Equipment or other safety equipment required for the flight. *Full PPE must be worn by all occupants on all helicopter flights.*
- The procedures and frequencies to be utilized for flight following and the names of any personnel who may be required to perform local, on-scene flight following.
- A hazard map and some documented form of risk assessment (i.e. a formal Risk Assessment worksheet, Job Hazard Analysis, or a go/no-go checklist) which identifies mission hazards and the mitigating measures that will be taken to reduce the risk. *There are several samples and formats of Risk Assessment documents available to use as a template, including Exhibits at the end of this Plan, the BLM System Safety Assessments, and the matrix found in IHOG Chapter 3*.
- A contingency plan of action to follow in the event of an accident or incident. *In most instances, this will involve the Aircraft Dispatcher implementing and following the procedures outlined in the District "Interagency Aviation Mishap Response Plan."*
- The charge code or management code that will pay for the flight and the anticipated cost (which is also documented on the BVD form).
- Approval signatures are required by the District Aviation Mgr. and Field Manager (or District Manager) for all PASPs. High risk missions may require State Aviation Manager and State Director approval. *(Example: Missions that involve the Aerial Capture, Eradication, and Tagging of Animals (ACETA) will normally be performed under an End-Product contract or by another agency or method. Flight Services Contracts that require full Bureau operational control will not be utilized for ACETA projects in Wyoming except in rare circumstances, and only with full concurrence and signatory approval by both the State Aviation Manager and State Director.)*

5.3.3 Passenger and Cargo Manifests

The specific names, flight weights, and the weight of any cargo will be listed on the 9400-1a Flight Request for all missions, and on the Load Calculation form and Manifest for rotor wing flights. If multiple flights are planned under that PASP over time, the manifest must be updated each time a flight occurs. The District Aviation Manager must verify that each Aircrew member has received the appropriate required IAT training and/or refresher training within the timeframe specified in OPM-04 and Section 4 of this Plan.)

5.3.4 Pilot and Aircrew Briefings

FAA Part 135 regulations require the pilot (or designated crew member) to give an aircraft safety briefing for all passengers prior to any flight. Conversely, Bureau policy requires the Flight Manager to provide the pilot with a thorough pre-mission briefing that includes, but is not limited to, the items listed below.

- Check and confirm DOI pilot and aircraft approval cards

- Discuss mission objectives, optimum flight profile, Aircrew duties.
- Names and flight weights of all personnel who intend to fly.
- Type and weight of any cargo (disclosing any hazardous materials).
- Use of any required PPE and other equipment (cameras, GPS, etc.)
- Map review of the route or area of flight with an emphasis on the location and description of any known ground-based or aerial hazards along the route or within the area of flight including military training routes and special use airspace.
- Methods, time interval, radio frequencies, and Dispatch points of contact for flight following, use of AFF, and sterile cockpit procedures. (*Program aircraft radios and test frequencies to be used.)*
- Call signs, air-to-air frequency assignments, and locations of any other aircraft known to be operating in the vicinity.
- Contingency plans and alternate strategies in case the mission cannot be completed as planned.
- Review pilot recent flight and duty day history, prognosis, limitations.
- Ascertain schedule/interval for upcoming routine aircraft maintenance.
- Procedures for completing, verifying, and submitting AMD-23 pay document.

AS A MINIMUM, USE THE PROJECT AVIATION SAFETY PLAN, MAP, AND RISK ASSESSMENT WORKSHEET AS BRIEFING TOOLS. A "WYOMING BLM AIRCREW AND FLIGHT CREW ORIEINTATION GUIDE" IS ALSO DISTRIBUTED ANNUALLY TO ALL DISTRICTS. THE SYSTEM SAFETY AVIATION GUIDE (REF. SEC. 6.1 BELOW) MAY ALSO BE USED TO IDENTIFY AND DISCUSS MISSION HAZARDS PRIOR TO BEGINNING A FLIGHT.

5.3.5 Flight Following

According to 9400.44B3 policy, "flight following is the responsibility of the scheduling office and will remain so until transferred through positive hand-off to another facility or office." The BLM National Aviation Plan, DOI Aircraft Contracts, and the AMD Aircraft Rental Agreement all state that, "Pilots are responsible for flight following…" In practice, flight following is ultimately a shared responsibility between the pilot, the Flight Manager, project personnel (i.e. ABRO or HEMG on a helibase), and/or the Aircraft Dispatcher. Flight following procedures, check-ins and actions will be documented on the 9400-1a, Resource Orders, ROSS, radio logs, or other written records. Check-ins while flight following locally on a project or incident site should be documented on an appropriate radio flight following log by the individual designated to perform that task. Whenever a BLM Flight Manager is on board an aircraft, he/she should initiate the 15-minute radio check-ins with Dispatch in order to allow the pilot to focus full concentration on flying the aircraft. Basic principles of Crew Resource Management dictate that this should be addressed and discussed in the pre-flight briefing. Government personnel may operate Vendor aircraft radio systems only with full concurrence and a briefing by the pilot in command. On point-to-point flights, the pilot is responsible for filing and activating FAA flight plans or coordinating with Dispatch for AFF tracking or radio flight following if needed. Deviations from FAA or agency flight plans are allowed only for weather or other reasons related to aviation safety. All BLM flights in Wyoming will be flight followed utilizing one or more of these methods:

A. An FAA Instrument Flight Rules (IFR) flight plan or Visual Flight Rules (VFR) flight plan filed with FAA, filed and activated by the pilot, and tracked by radar and/or radio

contact with an FAA facility (point to point flights only).

B. A written agency flight plan utilizing radio check-ins with Dispatch offices at 15-minute intervals. An exception or alternative to the normal 15-minute check-in interval (not to exceed one hour) may be approved if it is planned, identified, and justified in the Special Use Safety Plan, under certain extenuating circumstances. Each check-in will state current position (Lat. Long. or geographic location), heading, and status/intentions. When flying into known radio "dead spots" or when landing to refuel, Dispatch will be informed of the location and given an estimated timeframe that the aircraft will be out of contact. The aircraft will resume radio contact with Dispatch as soon as possible. Actions to be taken to mitigate the risk of working in known radio "dead spots" should be addressed in the Project Aviation Safety Plan. The Flight Manager may wish to consider planning and implementing local, on-scene Flight Following if the requirements listed below can be met.

C. Satellite/electronic tracking systems that meet agency approval, such as Automated Flight Following (AFF) may be utilized in Dispatch to supplement, but not completely replace, conventional Flight Following methods. While many tactical fire aircraft now have AFF transmitters installed, most ARA aircraft utilized on non-fire missions do not. Requirements for the use of AFF are defined in the *National Interagency Mobilization Guide and the Rocky Mountain Area Interagency Mobilization Guide – Section 24.3.1* and each Dispatch Center's Operating Plan.

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

1. Pre-identified and approved in Special Use Safety Plan.
2. Personnel properly trained and qualified.
3. Flight following procedures discussed in pre-flight briefings.
4. Methods of flight following are in place and tested, including communication with Dispatch, before flight operations begin.
5. Positive, clean "hand-offs" must occur between Dispatch and the project site when local flight following begins and ends.
6. Backup/alternate communication devices in place, available, & tested.
7. Fifteen minute check in interval (or visual contact) with aircraft is maintained and documented on a field radio log.
8. Emergency accident and lost communication procedures must be briefed and understood by project flight following personnel, the pilot, Flight Manager, and Dispatch.

Any mission flight in which positive radio contact cannot be established or is lost will be terminated at the earliest opportunity and may not resume until the problem is resolved. Lost communications should be documented and explained via a submitted SAFECOM form.

5.4 Tactical Fire Operations

Tactical fire flights are considered Special Use mission flights that do not require a PASP. Flights are ordered, tracked and managed according to the procedures outlined in Section 24 of the National and Rocky Mountain Geographic Area Mobilization Guides. All tactical fire missions will be conducted in accordance with national fire policies outlined in the Interagency Standards for Fire and Fire Aviation Operations (Red Book), and the mission-specific national operational guides listed

below.

- Interagency Airtanker Base Operations Guide
- Interagency Aerial Supervision Guide
- Interagency Smokejumper Operating Guide
- Interagency Helicopter Operations Guide
- Rawlins Helitack and Helibase Operations Guide
- Interagency Single Engine Airtanker Operations Guide
- Interagency Aerial Ignition Guide
- Aviation Transport of Hazardous Materials Handbook (351 DM 1)

BLM air tactical supervision may be performed by a qualified Air Tactical Group Supervisor, Aerial Supervision Module (ASM), Lead Plane pilots, Helicopter Coordinators, and Air Tanker Coordinators in accordance with the policy documents referenced above. An observer on a fire reconnaissance flight who is not an NWCG/IQCS red-carded ATGS is **not** authorized or approved to provide tactical directions or supervision for any aerial resources assigned to a fire incident.

6.0 AVIATION SAFETY AND ACCIDENT PREVENTION

The Aviation Safety Program in Wyoming BLM is based on risk management controls, evaluations, operating standards, and proactive accident prevention. The focus is on maintaining personnel safety through training, hazard identification, mitigation controls, and accident prevention. The State Aviation Manager is the focal point for all aviation safety activities and interaction with the BLM National Aviation Office – Aviation Safety Specialist. Managers at all levels in the organization are responsible for safe aviation operations. The responsibility for aviation safety oversight at the field level ultimately lies with each District or Field Manager who, in turn, delegates that responsibility to the District Aviation Manager. These responsibilities include direct supervision, training, and providing safe working conditions. Using feedback, managers can monitor programs, reduce hazards, and implement controls to reduce risks to acceptable levels. Aviation management and operations plans and Project Aviation Safety Plans (PASP) define the proactive accident prevention measures and risk management procedures to be integrated into all aviation operations.

Aviation safety standards and requirements are identified in the Federal Aviation Regulations, DM 350-353, AMD-OPM's, BLM Manual 9400, Interagency Standards for Fire and Fire Aviation Operations, National Aviation Plan, System Safety Assessments, State and District Aviation Plans, mission-specific Project Aviation Safety Plans, and the interagency guides and handbooks listed throughout this Plan. The Aviation Safety Program in Wyoming includes the following components:

6.1 Safety Management System (SMS)

SMS has recently been introduced to the commercial aviation industry by the International Civil Aviation Organization (ICAO) and the FAA, and is being developed as the overall guiding philosophy or doctrine for Aviation Safety in the USFS and all DOI land management agencies. SMS is centered on a systematic approach to identify hazards, manage and control risk, and provide assurance through ongoing evaluation that risk controls are effective. The foundation or four pillars of SMS are Safety Policy, Safety Risk Management, Safety Assurance, and Safety Promotion. We already have strong policies and have integrated risk management into our programs. Continued emphasis will need to focus on the third and fourth SMS pillars. In 2007, several comprehensive System Safety assessments were conducted for various aspects of interagency aviation operations to analyze the hazards and risks which continue to result in aircraft accidents and incidents. Several common hazards among fixed wing and helicopter operations were identified and targeted for mitigation in the initial implementation of System Safety and SMS. A System Safety Aviation Guide was developed in the spring of 2008, hardcopies of the guide were distributed to all Aviation Managers, and the document is available to view and print at the BLM Aviation website http://www.blm.gov/nifc/st/en/prog/fire/Aviation/safety.html. Aviation Managers, Flight Managers, and Aircrews in Wyoming BLM are strongly encouraged to review and utilize the System Safety Guide during aviation briefings.

6.2 ALSE and PPE

Aviation Life Support Equipment (ALSE) includes all safety equipment that might be carried on a flight that is designed to enhance the safety and survivability of aircraft occupants that might be involved in an accident or mishap. In addition to items installed in the aircraft, such as seat belts, ALSE includes but is not limited to, the Personal Protective Equipment (PPE) worn by personnel, the first aid kit, survival kit, fire extinguisher, Emergency Locator Transmitter (ELT), etc. If required by policy for the aircraft and mission being flown, all personnel engaged in certain aviation activities must wear the appropriate PPE. For example, anyone flying on rotor wing aircraft in any capacity is required to wear at least an approved (SPH-4 or SPH-5) flight helmet, a Nomex flight suit (or fire Nomex shirt and pants), Nomex or leather gloves, and leather boots that extend high enough to cover the ankle and allow the cuff of the flight suit to be secured around the boot. Requirements are listed in 351DM 1.7 (E) and outlined in the DOI-ALSE Handbook found at the AMD website at (http://amd.nbc.gov/safety/library/alsehb.pdf). PPE and ALSE must be frequently inspected for damage or adverse wear. Any questions concerning the requirements, exceptions, or procedures for wearing PPE should be directed to the District Aviation Manager. Project Leaders and Flight Managers must ensure that the appropriate ALSE, including PPE, is available and utilized by individuals on mission flights.

6.3 SAFECOM System (Aviation Safety Communiqué)

This mishap reporting tool or form is located on the SAFECOM web page at https://www.safecom.gov/. It is used to report any condition, observance, act, maintenance problem, or circumstance which has the potential to cause an aviation-related mishap. All personnel involved in aviation activities are encouraged to submit a SAFECOM when they feel it is warranted. Personnel in doubt about completing a SAFECOM should contact an Aviation Manager or Supervisor for guidance.

6.4 Aviation Incident/Accident Response Guide and Checklist outlines appropriate response to an aircraft incident or accident. The plan describes procedures and requirements for responding to overdue and missing aircraft, and for incidents where a mishap or accident has occurred. Directions are provided for the initiation of SAR, fire, and medical response, notification of DOI-AMD Safety **(1-888-4MISHAP)** and BLM managers. This plan is specific to each District and is updated annually and available in all Dispatch Centers with current contact names and phone numbers. The staff in each Dispatch Center is required to practice using the guide through annual drills and simulations.

6.5 Aircraft Mishap Investigation

DOI-AMD Safety is responsible for investigating all DOI aircraft accidents and certain incidents. The NAO Aviation Safety Specialist will coordinate BLM assistance and designate a BLM liaison in the investigation of BLM accidents. The NAO Aviation Safety Specialist will also coordinate BLM involvement in the Accident Board of Review.

6.6 Aviation Safety Policies and Practices

A. Pilot Qualifications. Only well trained and experienced FAA and DOI/USFS certified pilots will be utilized in BLM Aviation activities. All pilots flying DOI-owned, leased, contracted, rented (ARA) or Cooperator aircraft will meet requirements set forth in 351 DM 3. Prior to flight a current AMD or Interagency Pilot Qualification Card, or AMD Letter of Approval (LOA), shall be displayed indicating that the pilot is certified to fly the particular aircraft and is qualified to perform the specific mission at hand. If a pilot's card is not in his/her possession, or is not current or signed off for the specified mission, the flight may not proceed until the District Aviation Manager or Aircraft Dispatcher is notified and the situation resolved.

B. Flight and Duty Limitations. Pilot flight time and duty day limitations are outlined in DM 351 1.9B and the procurement document (contract) under which each specific aircraft is operating. Daily and cumulative flight and duty hours will be monitored, tracked and documented for all DOI fleet, contract and rental pilots. Aircraft Managers, Flight Managers, Pilots, and/or Dispatchers will maintain flight and duty logs. SAFECOM reports will be completed and forwarded on all flight and duty infractions. During periods of prolonged heavy aircraft use (intense fire activity) flight and duty time may be further limited at management discretion under "Phase Limitations."

C. Flight Crew Facilities. Every effort will be made to ensure that pilots on extended standby or prolonged, extensive flying periods are provided comfortable areas to rest, take breaks, and work. This includes adequate shade, air conditioning, heat, toilet facilities, and an atmosphere free of undue noise, activity, and stress. Food and water is normally the Vendor pilot and crew's responsibility, although the government (at its discretion) may provide food and water to flight crews during extensive periods of activity or standby.

D. Sterile Cockpit. This term is defines as "limiting communications and actions within the cockpit to only those required for safe maneuvering and traffic separation." Pilots will be afforded the opportunity to maneuver the aircraft safely at all times without undue physical or mental interference. Unnecessary conversations in the aircraft and unnecessary external communications with Dispatch or ground personnel are prohibited during take-offs, departures, approaches, landings, and in areas where other air traffic may be present. Communication may take place only to share information that is relevant and essential to the safety of the current phase of flight. A sterile cockpit will be maintained within a minimum 5-mile radius of any controlled and uncontrolled airport, to include the designated airspace around any uncontrolled Helibase, Helispot, SEAT base and remote airstrips. Sterile cockpit procedures should also be followed when air tankers are on final approach on a retardant drop run, when helicopters are entering or departing from dip-sites and when aircraft are inserting rappellers or deploying smokejumpers. Pilots or Flight Managers should notify Dispatch when they are within the 5 mile limit and are moving to a sterile cockpit operation mode.

E. Transponder Code. All aircraft engaged in tactical fire suppression operations will utilize transponder code 1255 unless otherwise directed by FAA Air Traffic Control (ATC). This code is not to be used when repositioning or during cross-country flights.

F. Transport of Hazardous Materials. DOI has been granted exemption by Department of Transportation for the transport of certain hazardous materials aboard aircraft. Refer to the Feb., 2005 edition of the *Interagency Aviation Transport of Hazardous Materials Handbook* and the current DOT 9198 HazMat exemption for details. This handbook, the 9198 letter of exemption, and the current DOT Emergency Response Guide must be carried onboard all DOI or USFS contracted or procured aircraft that are engaged in the transport of any hazardous materials.

G. Airspace Coordination. Aviation activities will comply with the guidelines outlined in the Interagency Airspace Coordination Guide. Dispatch is responsible for advising pilots when multiple aircraft are enroute to or sharing the same general area of airspace (IF incident aerial supervision is not in place to fulfill this role), and for notification of neighboring Dispatch Centers (per Boundary Airspace Management Plans) when flight activity is occurring within five miles of a Dispatch area boundary. Dispatch is also responsible for making the necessary notification calls to attempt the deconfliction of Military Training Routes (MTRs) and Special Use Airspace, forwarding requests for Temporary Flight Restrictions (TFRs) to the appropriate FAA facility (via established channels and procedures), and disseminating NOTAMs issued by FAA Flight Service Stations. Dispatch efforts in airspace coordination DO NOT replace or supersede the requirement for pilots to obtain complete information from the FAA about the airspace in which they intend to fly, and any current NOTAMS that have been issued. Likewise, pilots must still communicate positions, altitudes, headings, and intentions with each other, and employ “see and avoid” tactics at all times. Situational awareness, active listening skills, and timely, accurate communication by ALL are the keys to successful traffic separation and airspace coordination.

H. Boundary Airspace Management. Each Dispatch Center in Wyoming is required (per the BLM National Aviation Plan) to develop and implement a boundary airspace management plan, checklist, and procedures for notifying neighboring dispatch centers whenever there is aviation activity occurring within five miles of a Dispatch area boundary. Aerial operations on or adjacent to agency/cooperator boundaries, or fire suppression jurisdictional boundaries, require increased management and interagency coordination. Without coordination there is a possibility that two or more agencies/cooperators might be conducting simultaneous aviation operations which would unknowingly put the responding aerial resources and crews at risk. The purpose of this plan is to identify such boundaries and provide a means of communication, coordination, and airspace de-confliction within those areas. An example or template of a Boundary Airspace Checklist is provided in Exhibit III at the end of this Plan.

Boundary Airspace Management Guidelines and Procedures

1. An imaginary 10 mile wide “neutral air” corridor will center on agency/cooperator boundaries. The “neutral air” for mutual or exchanged initial attack areas or Districts

will encompass the whole District plus 5 miles outside the District's boundaries.

2. Any agency conducting aerial operations within a boundary corridor or near a District boundary, will immediately notify the adjoining agency/cooperator of such operations. This is accomplished to and from dispatch offices prior to the commencing air operations and when operations cease. Examples of aerial operations include reconnaissance, fire suppression missions, special use aviation projects, resource management flights, etc.

3. Agency aircraft will establish contact on the assigned air-to-air frequency. If contact cannot be established on the designated air-to-air frequency, pilots may attempt initial contact on "Air Guard," or 168.625 Mhz. This frequency will be designated for initial call-up and coordination between converging aircraft within corridors and boundary Districts only when contact is not otherwise possible. This frequency is programmed as a default receive frequency in all agency and contract aircraft FM radios and is intended for initial contact and emergency purposes only. It is imperative that this frequency is not utilized for tactical or logistical purposes. If Air Guard is used to establish initial contact, aircraft are expected to switch to an alternate frequency (i.e. the local fire or incident air-air frequency, etc.).

4. When aircraft from two or more adjoining agencies/cooperators are being dispatched to the same general area of a corridor/District:

- Consider the complexity and order/dispatch an Air Tactical Group Supervisor (ATGS) if it is a wildland fire incident.
- Approaching aircraft will establish contact on the assigned air-to-air frequency prior to entering the area.
- Aircraft rely upon dispatch centers as the source for acquiring current and relevant information. Therefore, coordination between dispatch centers must occur prior to, or concurrent with, dispatching aircraft.
- The dispatch center initiating the flight will notify and coordinate with the adjoining District or agency/cooperator dispatch center.

5. When an aircraft is dispatched to an incident within a corridor/District where no other aircraft are known to be present:

- The approaching aircraft will attempt to establish contact with any other aircraft potentially in the area on the assigned air-to-air frequency, or, if unsuccessful, attempts will be made on Air Guard, 168.625.
- Arriving aircraft must perform a high-level reconnaissance prior to descending for low-level operations.
- Practice "see and avoid."
- The dispatch center initiating the flight will notify and coordinate with the adjoining Dispatch Center and share any current TFR information.

7.0 AVIATION FACILITIES and SECURITY

7.1 Permanent Air Bases

Heliports, retardant bases, airport facilities, etc., with permanent installations that are used on a continuous or seasonal basis as a BLM aircraft base of operation. This includes owned or leased aviation facilities on BLM land or facilities on non-BLM land where the Bureau has primary responsibility for operations, maintenance, and oversight. Rawlins currently has the only such BLM base in Wyoming.

A. Construction and Maintenance. The size and extent of aviation installations will be commensurate with expected aircraft use at any given site. Design criteria will focus on operational efficiency and health/safety concerns such as adequate work/rest environment for pilots, aircrew members and other assigned personnel. Facilities will be constructed and maintained according to BLM Manual 9400 and 9111, and applicable DOI, BLM, and FAA policies and regulations. Field Offices are responsible for purchase/lease, construction, maintenance and utilities relating to facilities.

B. Safety. Aviation facilities must comply with safety regulations outlined in Department/Bureau manuals, guides and handbooks as well as the requirements of the Americans with Disabilities Act (ADA) and Occupational Safety and Health Administration (OSHA). Buildings, equipment, utilities and landing surfaces will be inspected by District Aviation Managers annually to identify maintenance or safety deficiencies. Modifications and repairs will be made prior to the operational season. District Aviation Managers will inspect all aviation facilities annually.

7.2 Temporary Bases

Helispots and remote airstrips used on a temporary or intermittent basis. If not on BLM land, their use must be pre-approved (via a Facilities Lease or Land Use Agreement, if payments may be made). Each site should be cataloged as to location, description, local hazards, use procedures, agreements, contacts, etc. Inspections and maintenance will be completed as necessary to meet safety standards.

7.3 Air Base Security Plans

The BLM National Aviation Plan, Chapter 10, defines the requirements and offers guidance for individual Air Base Security Plans that complies with Homeland Security-TSA direction. Districts and Field Offices are responsible for developing a security plan for each respective air base, if applicable, and for addressing security in each respective District Aviation Plan. Caution should be exercised about publishing or posting security measures for public viewing on the internet. Individual DOI aircraft contracts also have specific requirements for Vendors to install multiple independent disabling devices on all exclusive use and On Call contract aircraft used by the Bureau. District Aviation Managers and aircraft managers are responsible for complying with base security policies and for ensuring vendors comply with contract requirements. Additional guidance is available in this document found at the DOI-AMD website: http://amd.nbc.gov/library/handbooks/frgasaaf.pdf.

EXHIBIT I.
AVIATION DOCUMENTATION MATRIX - Wyoming BLM

DOCUMENT/REPORT	PURPOSE	RESPONSIBILITY	FREQUENCY	ACTION/REMARKS
9400-1a **Flight Request/Schedule**	-Initiates all flights -Documents aircraft, pilot and vendor info, itinerary, charge code, passengers and weights, etc.	-Requesting individual initiates form -Supervisor of requestor approves flight with signature -Aviation Mgr or Dispatcher completes form; procures aircraft	-At least 3 days prior to any flight -Aircraft Resource Order may be used for Fire flights	-Copy given to Flight Manager and/or receiving or enroute Dispatch -Retain copy in local file for two years
9400-2 **Special Use Safety Plan**	-Identify aviation hazards for Special Use flights -Perform risk assessment and analysis; pre-plan Special Use flights to mitigate risks -Approve essential passengers	-Local Aviation Mgr or Dispatcher completes -FO Line Manager or State Director approves with signature	-At least 3 days prior to Special Use flight	-Plan reviewed with pilot, passengers and ground crew -Reverse of 9400-1a may be used on simple Special Use flights -Retain copy in local file for 2 years
OAS-110 **Travel Cost Analysis**	-Determine most cost effective mode of transportation for administrative/resource flights -Required for SES flights to satisfy OMB Circular A-126	-Local Aviation Mgr or Dispatcher	-At least 10 days prior to flight -Every SES flight (except “required use” or “mission” flights with SES pax)	-Fax to DOI Solicitor Office for SES flight approval -Retain copy in local file for 2 years
GSA 3641 **Senior Federal Travel Report**	-Report all Senior Federal employee (SES) travel in Government aircraft -Required by OMB A-126	-Local Aviation Mgr or Dispatcher	-Every SES flight -Consolidate and report every 6 months for semi-annual periods: April 1 - Sept 30 Oct 1 - March 31	-Field Office Aviation Mgr submit to State Aviation Manager -SAM consolidates, submits to NAO -Retain copies at local level

DOCUMENT/REPORT	PURPOSE	RESPONSIBILITY	FREQUENCY	ACTION/REMARKS
OAS-105 **Aviation Training Request**	-To request AM Aviation Training Specialists and AM training courses	-Local Aviation Manager	-As far in advance of proposed training as possible (6 months)	-Fax or mail to regional AM office; coordinate with AM Training Specialist -Retain copy in files
OAS-106 **Aviation Course Presentation Record**	-Document each Aviation training session presented; date, time, location, instructors and trainees	-Local Aviation Manager or Course Coordinator	-Course completion	-Send to AM if IAT instructed -Retain copy in files
Aviation Training and Qualification Record	-Document individual employee aviation training completed and aviation position qualifications -Used for review/approval and employee development	-Local Aviation Manager	-Update as necessary -End of fiscal year or prior to field season	-Aviation mgr reviews with employee; approves with signature -Must be supported with training and experience records -Submit copies to SAM prior to each field season -Retain copies locally
"SAFECOM" **Aviation Incident Report**	-Document any aviation hazard, maintenance deficiency, incident or unsafe act -Identify trends, areas of concern, training needs, etc. to management	-Pilots, aircraft managers, passengers, ground personnel, dispatchers, etc. -Anyone who observes aviation hazards, incidents or unsafe practices	-ASAP or within 48 hours of each occurrence	-Local Aviation Managers should follow-up immediately -Submit to AM Safety by fax or electronic -Submit copy to State Aviation Manager -Retain copy locally
Aviation Management Plan	-Provides a reference for BLM employees, aviation managers and other agency personnel -Outlines State and Field Office aviation organization, procedures, accident prevention measures, etc.	-Field Office Aviation Manager prepares for jurisdictional area -State Aviation Manager prepares statewide plan	-Update annually	-Serves as supplement to BLM 9400 manual; should not be more restrictive -Content, length and level of detail will be commensurate with local aviation activity -Keep as reference

DOCUMENT/REPORT	PURPOSE	RESPONSIBILITY	FREQUENCY	ACTION/REMARKS
Aviation Operational Plans (Helibase Ops/SEAT Ops)	-Outlines facilities, organization, equipment, procedures, radio frequencies, emergency actions, etc. for a specific operation and/or airbase. Provides guidance and information to visiting pilots and aircrews	-Field Office Aviation Manager, Aircraft Manager, Dispatch	-Update annually	-Post at airbases and dispatch -Submit to SAM for review
Incident/Accident Response Plan	-Pre-plan emergency procedures and contacts in the event of aircraft mishap, accident or overdue aircraft	-Field Office Aviation Manager and Dispatch prepare for their area of responsibility	-Update as necessary and annually	-Post in Dispatch, front desk and airbase offices
Aerial Hazard Map	-Visually display aerial hazards for flights or aviation projects -MTRs, MOAs, towers, powerlines, cables, airstrips, heliports, etc.	-Field Office Aviation Manager and Dispatch prepare for their jurisdictional area -Use information from NOAA Sectionals, AP1B, etc.	-Update as needed and annually	-Display in Dispatch and airbase offices -Review with pilots and aircrews prior to flight -Attach “site specific” aerial hazard maps to Special Use Plans
Airbase & Hazard Database	-Document location and info database on the following: Airports, airstrips Heliports, helispots Dipsites Refueling sites Aerial Hazards Etc. -In digitized form may be used with GIS to generate hazard maps, etc.	-Developed at Field Office level by Aviation Manager, Dispatchers, Aircraft Managers for their jurisdictional area -State Aviation Manager to consolidate into statewide database	-Update continuously and annually	-Locations of all full-time and temporary operational sites by Lat/Long coordinates -Info on each site: Size, layout, access Elevation Capabilities & limitations Local Hazards Ownership, facilities, etc.
Aviation Statistical Report	-Provide management with operational and cost summary of aviation activity -Categorize activity by:	-Field Office Aviation Manager and Dispatch prepare for jurisdictional area -State Aviation Manager prepares State Office	-Prepare at end of fiscal year for period: Oct 1 - Sept 30 -FO submit to	-Should include Incident/Accident Summary, Aviation Training Summary and other aviation accomplishments in the FY -SAM compiles statewide report

DOCUMENT/REPORT	PURPOSE	RESPONSIBILITY	FREQUENCY	ACTION/REMARKS
	Subactivity Contract/ARA/Cooperator Rotor vs. Fixed Wing	report and consolidates with FO reports to compile statewide summary	SAM by mid-Nov	-Retain in historical files
OAS-20 **Request for Rental Services**	-To request a specific vendor/aircraft to be secured and approved on an AM Aircraft Rental Agreement (ARA). For recurring needs where cost of each use will be less than $25K	-Local Aviation Manager identifies a bona fide need. Completes form; sends to State Aviation Manager -SAM reviews; sends to NAO	-When a need is identified and local vendor is available but not secured by current ARA	-National Aviation Office reviews; if approved, sends to AM for action -AM inspection/carding may take weeks -Retain copies in local files
OAS-13 **Request for Contract Services**	-Initiates exclusive use or on-call contracting process when aircraft are needed for a specific period and cost is expected to exceed $25K. Identifies number of days, designated base, estimated cost, etc. Verifies funding.	-State Aviation Manager prepares with requestor input -AM uses to develop contract specifications and solicitation	-Submit at least **6 months** prior to time services are needed	-SAM submits to NAO; NAO submits to AM -Must be accompanied by OAS-13A or 13H
OAS-13A & OAS-13H **Request for Contract Services Supplement** **(Airplane or Helicopter)**	-Supplements the OAS-13. Describes aircraft requirements, specifications, equipment and services needed -AM utilizes to prepare contract specifications and solicitation	-Completed by local Aviation Manager -Reviewed by State Aviation Manager	-Submit at least **6 months** prior to time services are needed	-Field Office prepares and submits to State Aviation Manager. SAM reviews and sends to NAO/AM -Retain copies in local files
Contract Daily Diary	-Document daily activities and facts concerning contracted aircraft: Vendor & agency personnel assigned Flight activities & equipment use Maintenance or non-compliance Significant events	-Contract Project Inspectors (PI)/Aircraft Managers	-Complete daily during contract period -Submit copies to SAM/COR every 2 weeks	-May be used if contract disputes or litigation occurs -May be used for ARA or on-call aircraft for duration of project -Retain copies in local contract files

DOCUMENT/REPORT	PURPOSE	RESPONSIBILITY	FREQUENCY	ACTION/REMARKS
AMD-23 **Aircraft Use Report**	-Serves as flight invoice; documents aircraft use, pay items, charge codes and authorization -Used for ARA, CWN, Contract and some cooperator flights -Aircraft vendors are paid from this form	-Pilots, Flight Managers and/or Aircraft Managers complete this form together -Reviewed and signed by local Aviation Manager -AM reviews and processes; makes payment to vendors	-Complete daily -Submit at time of release or every 2 weeks for ARA and CWN -Submit every 2 weeks for Exclusive Use Contract	-Blue copy to pilot/vendor -Yellow copy retained at local office -White copy (original) sent to AM
Daily Use and Cost Summary	-Summarizes cost and use statistics for a specific aircraft for one operational period (day). Used by Incident or local management or users to track costs and analyze use. -Also used to compile final Incident, Project or contract period statistical summaries	-Aircraft Managers/Project Inspectors	-Complete daily	-Aircraft Managers/PI submit to Incident Airbase Mgr/Air Ops personnel or to local FMO. -Retain copies in local contract, project or flight files
OAS-72 **Evaluation Report on Contract Performance**	-Comprehensive evaluation of contractor personnel, aircraft and equipment for the exclusive use period -Evaluation should be supported by Daily Diaries, AMD-23s and other documentation -May be used in awarding future contracts	-Aircraft Managers, Project Inspectors (PI) at the field level; State Aviation Manager (COR) provides input	-At the end of each exclusive use period (yearly)	-PI sends evaluation to State Aviation Manager (COR); COR submits to Contracting Officer (CO; OAS) -Retain copies in local contract files

Exhibit II. Sources for Risk Assessment Tools

http://www.nifc.gov/ihog/chapters/2006chapter03.pdf

http://www.fs.fed.us/fire/av_safety/Systems_Safety/av_risk_mgt/index.html

http://www.blm.gov/style/medialib/blm/nifc/aviation/system_safety.Par.31131.File.dat/08SSA_Guide.pdf

http://www.nafri.gov/courses/s520/prework_s520/U1AviationPrework/RiskMgtArticle.pdf

http://www.faa.gov/library/manuals/aviation/risk_management/ss_handbook/media/chap15_1200.pdf

http://www.faa.gov/library/manuals/aviation/risk_management/ss_handbook/media/app_b_1200.PDF

http://www.fs.fed.us/fire/av_safety/risk_mgt/407_ra/Risk%20Analysis.pdf

SPECIAL USE AVIATION PROJECT **GO / NO – GO CHECKLIST**	Project: _____ Date:_____
A NO response to any item below means STOP.	

	YES	NO
1. Is an approved Special Use Aviation Plan in place with appropriate signatures? **(A copy of the Special Use Aviation Plan needs to be on site and filed at the appropriate Dispatch center.)**		
2. Has the Special Use Aviation Plan been reviewed with all employees who will participate in aviation operations?		
3. Are weather conditions favorable for flight? (Check current and forecasted conditions against IHOG wind limits, pg. 6-5. as a guide") Reevaluate when necessary.		
4. Are ALL personnel required for the mission per the Special Use Plan on site? **a. Helicopter Manager** **b. Flight Manager (Person in charge of on-ground helibase operations)** **c. Miscellaneous personnel (flight followers, cargo loadmaster, etc.)** **d. Dispatch personnel**		
5. Is ALL equipment required in the Special Use Aviation Plan on site? **a. Crash Kit** **e. Personal Protective Equipment** **b. Fire Extinguisher** **f. Other misc. mission-specific equipment** **c. Pad Markers** **d. Wind Indicator**		
6. Have ALL personnel been briefed on the mission operation?		
7. Is local flight following is planned and approved? Is positive communications with Dispatch established and tested from the project site by radio or phone?		
8. Have ALL personnel been briefed on safety hazards to the mission?		
Have ALL required notifications been made, including Dispatch?		
10. Have the pilot and aircraft cards been checked?		
11. Have the following actions been completed? **a. Load Calculation** **b. Turbine Power Check (within the past ten hours)** **c. Pre-use Inspection**		
12. Have sunrise and sunset times been identified with appropriate time lines established for ferry time to out of service locations.		

I CERTIFY THAT THAT ALL REQUIRED POLICIES AND REQUIREMENTS FOR THIS MISSION ARE MET:

_____ _____
Project Manager Date

_____ _____
Flight Manager/Helicopter Manager Date

EXHIBIT III. Template for an Airspace Boundary Management Checklist

" (name of dispatch center) " INTERAGENCY DISPATCH CENTER

BOUNDARY AIRSPACE OPERATIONS CHECKLIST

(1) DATE: _____ TIME: _____ DISPATCHER: _____

(2) INCIDENT/PROJECT NAME and/or NUMBER: _____

(3) INCIDENT/PROJECT LOCATION:

GEOGRAPHIC DESCRIPTION: _____

LATITUDE x LONGITUDE : _____X_____
TOWNSHIP/ RANGE/ SECTION: _____

(4) AIRCRAFT RESPONDING :	**Call Sign #**	**Departure Point**
AIR ATTACK/ASM	_____	_____
LEAD PLANE	_____	_____
AIR TANKERS/SEATS	_____	_____
	_____	_____
	_____	_____
HELICOPTERS	_____	_____
	_____	_____
	_____	_____

(5) RADIO FREQUENCIES: Air to Air (VHF-AM): _____

Air to Ground (FM): _____

(6) ADJACENT JURISDICTION DISPATCH CENTERS: CHECK ALL THAT APPLY and FAX

_____ Adjoining DISPATCH Center #1: Phone: _____ Fax: _____

_____ Adjoining DISPATCH Center #2: Phone: _____ Fax: _____

_____ Adjoining DISPATCH Center #3: Phone: _____ Fax:

_____

_____ Adjoining DISPATCH Center #4: Phone: _____ Fax: _____

_____ Adjoining DISPATCH Center #1: Phone: _____ Fax: _____

(Circle yes or no, and/or complete the blanks.)

(7) Have adjoining Dispatch Centers been notified of Air Operations? ***Yes No***

(8) Have common radio frequencies been assigned? ***Yes No***

(9) Is there a TFR in place or requested? ***Yes No***

If yes, what are the parameters? **Center Point: Lat._____ Long. _____**

Radius: _____ nm

Max Altitude: _____ MSL

A-A Frequency: _____

NOTAM # (if issued) _____

(*Note: If the TFR is a non-standard shape, fax a TFR map and the perimeter coordinates*.)

(10) Are there MTR's or Special Use Airspace near the incident? ***Yes No***

List MTR's and SUA:

_____

If yes, have controlling authorities been notified? ***Yes No***

Have responding Flight Crews or transient aircraft been notified of Airspace issues and status ? ***Yes No***