



**United States Department of the Interior  
Bureau of Land Management  
Salt Lake Field Office  
2008 Aviation Plan**



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**Prepared By** \_\_\_\_\_  
**Jeff Kline**  
**Unit Aviation Manager (UAM)**

**Date** \_\_\_\_\_

**Reviewed By** \_\_\_\_\_  
**Cameron Dingman**  
**State Aviation Manager (SAM)**

**Date** \_\_\_\_\_

**Approved By** \_\_\_\_\_  
**Glenn A. Carpenter**  
**Field Office Manager**

**Date** \_\_\_\_\_

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## 1.0 PURPOSE / AUTHORITY / RESPONSIBILITIES

### 1.1 Purpose

This document details the policy, organization, procedures, and responsibilities to implement the aviation management program for the Bureau of Land Management (BLM), Salt Lake Field Office (SLFO). The purpose is to clarify and standardize aviation management procedures and operations for all employees in the SLFO. This document supports, but does not replace, the [BLM Manual 9400](#) Aviation Management.

***In 2008, BLM Utah is changing the state-wide organization from a two-tier to a three-tier structure. As this transition occurs, the Salt Lake and Fillmore Field Offices will be managed collectively as the West Desert District. It is likely that aviation will become a District function; however, this aviation plan (as written) only represents the SLFO. The aviation program within the Fillmore Field Office is guided by the [Central Utah Interagency Fire Management Area Aviation Plan](#); however, as of the date of signature, it has not been made available to the West Desert District Manager for discussion or reference in this document.***

### 1.2 Mission Statement

The SLFO aviation program provides safe and efficient aviation services to meet land management objectives. Mission requirements include support of wildland fire and prescribed fire operations, disaster response, animal census, wild horse and burro operations, habitat management, range survey, law enforcement and search and rescue. Types of aircraft include helicopters, single engine air tankers (SEATS), air tactical aircraft, utility aircraft, aerial supervision modules (ASM), airtankers, smokejumper aircraft and large transport aircraft. Utilization of technology, sound aviation management practices and highly trained/motivated personnel will reduce risk, loss, waste and expenditures.

### 1.3 Philosophy

- The highest priority in any aviation activity is personal safety. SLFO's philosophy is risk reduction, to pro-actively mitigate via controls, and accident prevention.
- SLFO personnel performing aviation functions shall meet all qualification requirements of DOI [DM 350-354](#) and recognized BLM standards. Aviation personnel will be service oriented, exhibiting professionalism and integrity.
- Individual development, employee wellness, and Workforce Diversity will be emphasized at all levels of the SLFO Aviation Program.
- The aviation management organization will be developed and maintained at the most efficient level, commensurate with BLM aviation operations.
- Management has the responsibility and opportunity to enhance the aviation program through efficient aircraft utilization. SLFO's aviation manager is empowered to accomplish aviation missions without undue restriction, regulation, or oversight.
- Aviation Plans at the District/Field Office level may occasionally implement policies and local procedures that are more restrictive than national policy.

## 1.4 National Aircraft Management Strategy

The BLM national aircraft management strategy requires that the Fire and Aviation Directorate provide oversight to all BLM fire aircraft acquisition and use. National strategy considers all BLM fire aircraft and assigned personnel to be national resources available for immediate assignment to areas of greatest national need, regardless of their status in the Resource Ordering and Status System (ROSS). **No BLM fire aircraft will be listed as “Available Local Only.”** This national strategy will:

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

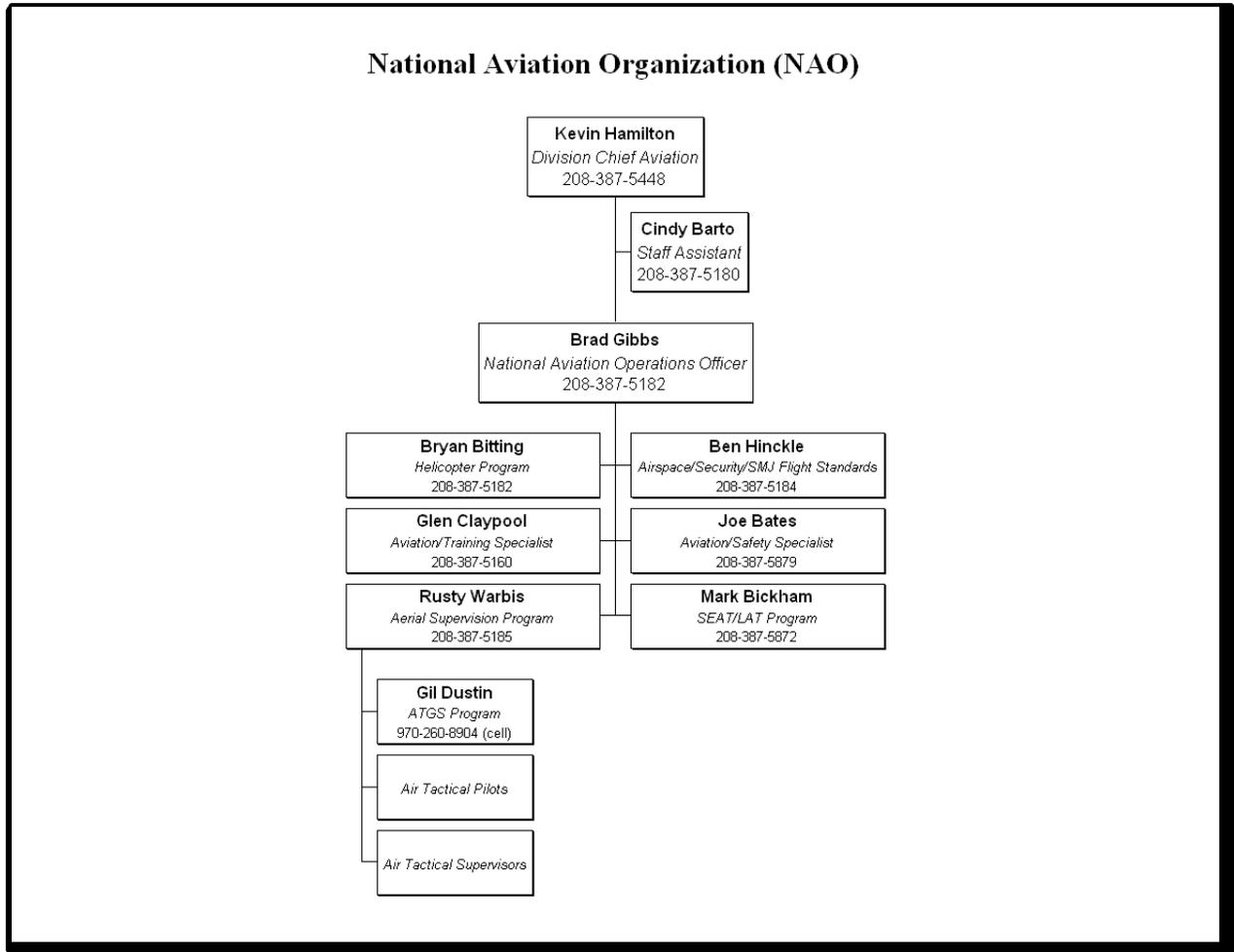
## 1.5 References

- [Title 14 CFR \(Federal Aviation Regulations\)](#)
- Departmental Manual, Parts [112](#), [350-354](#)
- [Aviation Management Operational Procedures Memoranda \(OPM's\)](#)
- [Aviation Management Directorate \(AMD\)](#)
- [Aviation Management Handbooks and Reference Guides](#)
- BLM Manual Sections [1112](#), [1221](#), 1243, 1244, 1525, 9111, 9210, [9400-9470](#)
- Office of Management and Budget (OMB) Circulars [A-76](#), [A-123](#), [A-126](#)
- [GSA Federal Property Management Regulation \(FPMR\) 101-37](#)
- Interagency Aviation Operational Guides ([IHOG](#), [ASG](#), Standards for Fire and Aviation Operations [the “[Red Book](#)”] etc.)
- [BLM Volunteer Manual](#)
- [BLM National Aviation Plan](#)
- [Field Reference Guide for Aviation Security for Airport or other Aviation Facilities \(AAF\)](#)

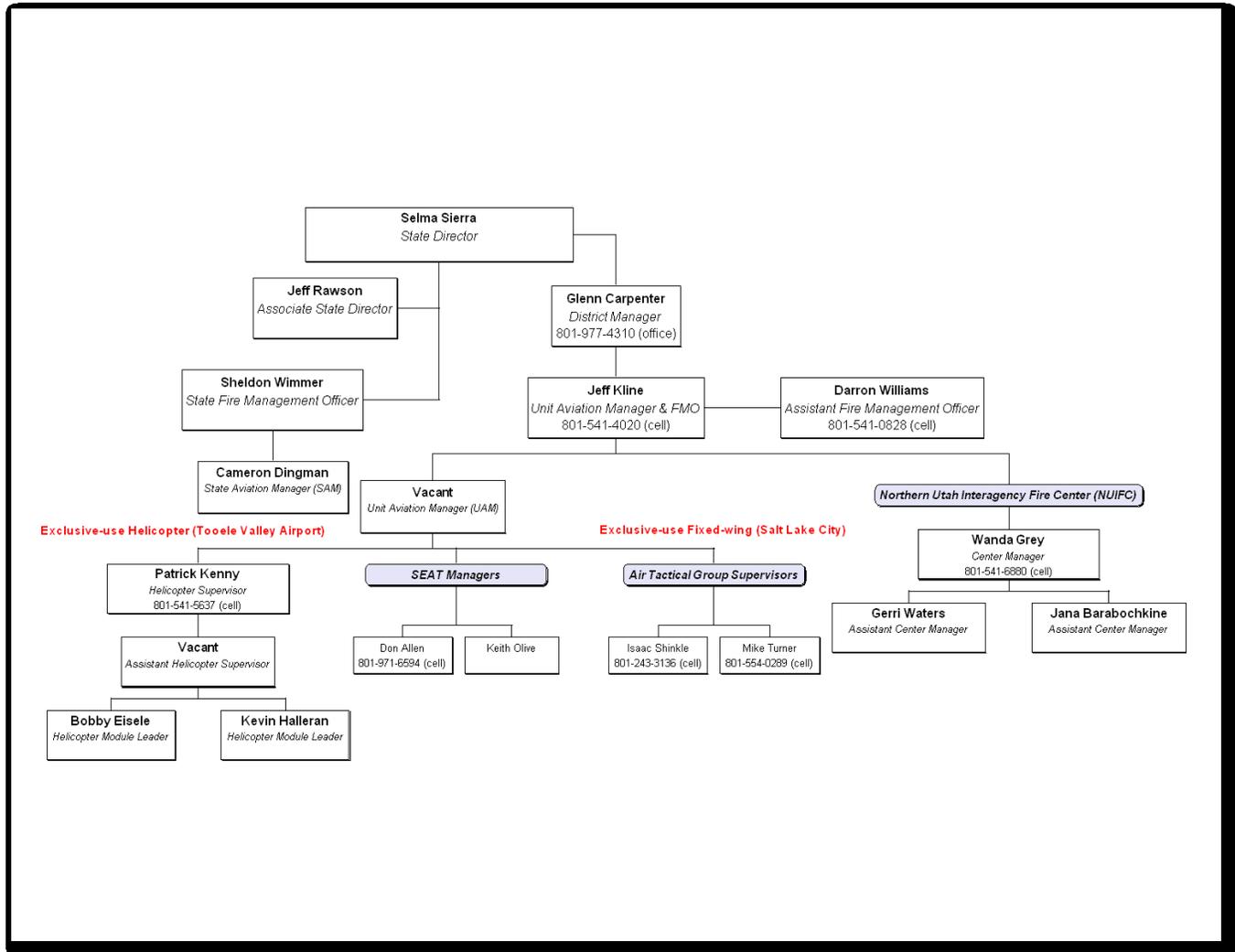
## 2.0 ORGANIZATION

### 2.1 Organization Chart

#### 2.1.1 National Aviation Office Organization



## 2.1.2 State & Field Office Aviation Organization



## 2.2 Department of the Interior Aviation Management (AM)

AM is responsible for all Department of Interior (DOI) aviation policy and performs aircraft contracting, technical inspections, procurement and payment administration. It provides Contracting Officers, Technical Specialists, Training Specialists and financial reports and services to DOI agencies.

## 2.3 National Aviation Office (NAO)

NAO is responsible for aviation policy and leadership of the BLM Aviation Program. NAO is responsible for the following:

- Duties outlined in [350 DM 1](#), Appendix 3
- Authority to provide oversight of funding and acquisition of all BLM fire aircraft
- Prioritizes the national allocation/re-allocation of BLM fire aircraft
- Manages BLM aviation exclusive-use contract budget

## **2.4 BLM State Office**

### **2.4.1 State Director**

Duties outlined in [350 DM 1](#) Appendix 3.

### **2.4.2 State Fire Management Officer**

- Responsible for providing oversight and approval of the acquisition and use of BLM fire aircraft within their state.
- Has the authority to prioritize the allocation, reallocation, pre-positioning and movement of all fire aircraft assigned to the BLM within their state.
- Manage and provide oversight of all BLM fire aircraft assigned to the state.
- Coordinate with Units, Geographical Coordination Centers, NAO aircraft coordinators on aviation resources assigned to their state.
- Ensure all State assigned aerial resources are effectively utilized as efficient initial attack resources.

### **2.4.3 State Aviation Manager (SAM)**

The State Aviation Manager (SAM) serves as the focal point for the BLM Aviation program in their respective state by providing the State Director technical and management expertise regarding the use of aviation resources. The SAM serves as the focal point for statewide aviation safety and training and has functional responsibility in the following areas:

- Implements aviation program objectives and directives in support of State and Field Office aviation programs.
- Develops and implements the statewide aviation management plan, and establishes aircraft safety and accident prevention measures.
- Serves as the contracting officer's representative (COR) on all BLM aviation exclusive use contracts assigned to the state.
- Nominates candidates to the contracting officer to appoint as alternate CORs for all BLM aviation exclusive use contracts in their state. At a minimum, candidates will consist of the primary aircraft manager for each exclusive use contract and each Unit Aviation Manager (UAM) that has an exclusive use contract.
- The SAM ensures all aircraft ordering and dispatching occurs via a dispatch office and may delegate this responsibility in writing to the local UAM as appropriate.
- Provides aviation training support to the State Office, Field/District Offices, and other cooperative agencies. Provides statewide statistical analysis and A-126 reporting.
- Responsible for reporting statewide aircraft use reports for all aircraft under their operational control to the NAO on a daily basis.
- Coordinates with the NAO specialists regarding aviation issues.
- Coordinates with other interagency partners on regional and state levels.

## **2.5 District/Field Office**

### **2.5.1 District Manager**

The District Manager has overall responsibility for the District and Field Office aviation program as delegated by the State Director. This responsibility is delegated to the UAM. The District Manager ensures all supervisors of aviation users attend the

DOI-AM Aviation Management for Supervisors (M-3) training. A complete list and DOI interpretation of the Field Office Manager's responsibilities can be found in [350 DM 1](#), Appendix 3C.

#### **2.5.1.1 Field Office Manager**

- i. Salt Lake Field Office Manager will support and sustain District Manager decisions and is also responsible for insuring proper training occurs for Field Office employees.
- ii. Fillmore Field Office Manager will support and sustain District Manager decisions and is also responsible for insuring proper training occurs for Field Office employees.

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

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

#### **2.5.3 Unit Aviation Manager (UAM)**

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

- Ensures District/Unit flight compliance with USDI/BLM/State and District policies & regulations.
- Develops and implements the District /Unit aviation management plan, as well as specific operating plans for other aviation programs (helitack, SEAT, and air tactical).
- Ensures completion of the project aviation plan.
- Ensures that appropriate training is provided to users and managers.
- Designates an alternate aviation manager. In the absence of the aviation manager these duties will default to the designated acting.
- Ensures that visiting aircrews have received flight crew briefing/orientation guides.
- Confirms DOI/BLM/Office of Management and Budget (OMB) requirements are met. Completes the cost analysis requirements and schedules the flight with a qualified vendor.
- Briefs mission users on flight-following requirements.
- Ensures the accuracy of the Aircraft Use Report, processes it, and maintains copies and records documenting the flight as required by the DOI manual.
- Confirms that a qualified Flight Manager is assigned to all project/resource flights.
- Is responsible for the distribution and use of the State Aviation Boundary Plan/Checklist (if used).

- Ensures Aviation Security Plan is current and implemented.
- Serves as the alternate COR or project inspector (PI) for all BLM exclusive use aircraft on their unit.
- Authorized to order approved aircraft utilizing agency procurement documents.

#### **2.5.4 Aircraft Dispatchers**

Fire Center personnel normally fulfill aircraft dispatching duties for several agencies at the Northern Utah Interagency Fire Center (NUIFC) under the direction of the NUIFC Center Manager. Dispatch personnel will be trained in aviation mission operations, policies, and procedures. Duties include:

- NUIFC dispatchers are responsible for ordering contract and CWN aircraft, or procuring rental (ARA) aircraft for local administrative, fire, and resource flights, ensuring that DOI/BLM/OMB requirements are met.
- Confirms that BLM Flight Request Form 9400-1A is utilized and completed for a one-time resource flight and special-use flight and that they are approved by the appropriate authority. The dispatcher also verifies that fire flights on a resource order are authorized.
- Coordinates with other agencies on flight following when air operations cross jurisdictional boundaries.
- Follows the procedures and guidelines established in the Geographic and National Mobilization Guides when flights are incident related.
- Utilizes required Boundary Plan Checklist when dispatching any aircraft into identified hazards.
- Provide for airspace deconfliction.
- Authorized to order approved aircraft utilizing agency procurement documents.
- Develops and updates the [Interagency Aviation Mishap Response Plan](#) at least semi-annually and the Local Area Aerial Hazard Map annually.
- Initiates emergency search-and-rescue procedures for overdue, missing, or crashed aircraft.

#### **2.5.5 Aircraft Manager**

Aircraft managers include fixed wing, helicopter, airtanker base, single engine airtankers (SEAT), air tactical and detection personnel. Each manager complies with his/her appropriate Interagency Operations Guide and is responsible for the following:

- Plans, coordinates, and supervises aircraft operations according to DOI/BLM policy.
- Directs pilots and crews, and provides operational and safety briefings to aircrews, project leaders, and passengers.
- Conducts risk hazard analysis and completes flight invoices, daily diaries, and all related documentation.
- Consults with Unit/State/National aviation manager when in doubt over any aviation issue.
- Conducts mission planning.

### **2.5.6 Flight Manager**

The flight manager is the government representative who ensures compliance with contract or ARA requirements and is responsible for coordinating the given flight or project. He/She must have received approved flight manager training within the last three years. Duties include:

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

### **2.5.7 Aircrew Members**

Aircrew members perform an active mission function during the flight and as such are not considered to be passengers. Aircrew members include, but are not limited to, designated observers, spotters, Air Tactical Group Supervisors, smokejumpers, helitack crew, loadmasters, etc. The minimum training requirements (five IAT modules equivalent to B-3) for Aircrew Members are outlined in [OPM-04](#) and in the [BLM National Aviation Plan, Chapter 4](#).

### **2.5.8 Passengers**

Travel on BLM owned or procured/contracted aircraft is restricted to official travel. All passengers will be approved on the flight plan. Passengers, as defined in [OPM-04](#), are those who are transported on Point-to-Point flights, and do not perform an active role 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.

**2.5.8.1 Official Passengers.** The following are official passengers as defined by [350 DM 1.7A](#):

- Officers and employees of the Federal Government traveling on official business.
- Members of Congress and employees of Congressional committee staffs whose work relates to DOI programs.
- 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.

**2.5.8.2 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.

### **2.5.9 Volunteers**

Volunteers, when traveling on official business, are official passengers within terms of [350 DM 1.7A](#). They must have the applicable aviation safety training. Volunteers are not permitted to operate or serve as an aircrew member on any DOI aircraft; be on board a BLM aircraft during any special use mission (i.e. we cannot fly a volunteer on any helicopter flight in the BLM); be reimbursed for the operation of personal aircraft while on official business; and they will not transport any BLM employee, on official business, in a personal aircraft.

## **3.0 ADMINISTRATION**

### **3.1 General**

Flights on scheduled commercial airlines are initiated by individual employees through approved Bureau travel centers utilizing their federal government credit card. Aircraft acquisition and procurement for all other flights are approved by AMD. These flights are managed by qualified aviation personnel in their respective BLM offices.

All commercial aviation services required by any DOI Bureau or office (with the exception of those services listed under [353 DM 1.2A](#)) shall be acquired through the procurement process of the AMD. This precludes a DOI Bureau or office, or any subdivision thereof, from utilizing a government transportation request (GTR), SF-44, credit card, or similar small purchase method to procure aviation services other than by seat fare from commercial carriers.

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

Contracting Officers Technical Representatives (COTR) are designated by the DOI aviation management contracting officer (CO) to monitor aviation services contract performance for administrative and technical provisions of the contract.

### **3.2 Non-fire Fire Exclusive-use and On-call Request and Renewal Process**

State, Field and District Offices are required to submit Form [AMD-13](#) to the SAM for approval of all aircraft. The SAM will review and approve/disapprove all AMD-13s. The SAM will work with the appropriate AMD contracting officers and National Office personnel to provide coordination, technical input, and decision making for each contract.

All “pre-validation of funds for Contract Award/Renewal” (AMD 16) will be authorized by an appropriate budget officer prior to awarding or renewing Non-fire aircraft contracts. After the award or renewal, AMD CO and BLM COR will assume their traditional roles and responsibilities of contract administration

#### **3.2.1 Fire Exclusive-use Contract Request and Renewal Process**

COR’s will provide the state aviation manager with a copy of any notice to proceed, request for modification and/or request for contract extension for any Exclusive Use/On-Call aviation contract at the same time the original request is forwarded to the AMD CO.

### **3.3 Fire Exclusive-use Contract Request and Renewal Process**

All exclusive use availability guarantees and fixed government ownership costs for aircraft are held at the NAO. Any changes in aircraft type or capability must be supported in the fire management plan and approved by the Director of the BLM Fire and Aviation office.

This procedure is designed to minimize unregulated increases in contract costs by providing oversight of technical contract specifications, and reduce the amount of money paid to the AMD for requested services. This direction accommodates the budgetary process by outlining the procedures for our field offices to coordinate their needs with the NAO prior to acquisition by the AMD.

State Offices are required to provide the NAO original copies of Form AMD-13 for each aircraft (fire as well as non fire). The national program leads for each aviation category (water scoopers, seats, helicopters, aerial supervision and smokejumper aircraft) will review all AMD-13s and work with the appropriate contracting officers in providing coordination, technical input, and decision making for each contract.

All “pre-validation of funds for Contract Award/Renewal” (AMD 16) will be authorized by the NAO prior to awarding or renewing fire aircraft contracts. After the award or renewal, AMD CO and BLM COR will assume their traditional roles and responsibilities of contract administration.

### **3.3.1 Coding and Funding for Contract and Fleet Fire Aircraft Availability**

#### **3.3.1.1 General**

The home unit billee code will be used, whenever possible, for all pay item codes (including daily availability (AV), flight time (FT), per diem (PD), service truck mileage (SM)), regardless of operating location.

#### **3.3.1.2 Daily Availability (AV) During Established Use Period**

Contract start date and length of exclusive use period (number of days) are jointly determined by SAMs and the NAO.

For AV or fixed operating rate (FOR) only, place **AA** in the Use Code column. This tells AMD staff and the computer not to bill the using office because it is covered in BLM’s aviation services fund transfer to AMD.

Use **FA-540-2810-HT** as the charge account code for AV/FOR of aircraft approved and listed on the FY Fire Management Aircraft Fleet Plan. Funding for these aircraft has been prepaid to AMD by the BLM NAO. Use of this charge code for availability is limited to the number of days in the established contract or use period for each aircraft. **Do not use this charge code for anything other than AV or FOR (Fixed Operating Rate) during the established use period.**

#### **3.3.1.3 Changing the Start Date**

The start date of the exclusive use period may be adjusted up to 14 days prior to or 14 days after the normal start date. This is established by a Notice to Proceed issued by the CO or COR. **Adjusting the start date does not alter the length of the use period; funding through FA 540 begins on the new start date and is available continuously for the number of exclusive use days specified in the contract.** Changing the start date is relatively simple and does not require additional funding sources. Start dates are frequently changed to accommodate government work or training schedules. Obviously, an early start date will result in an early end date. If the start date is altered, the NAO must be informed in writing. Alteration of start dates requires consultation and agreement with the NAO.

#### **3.3.1.4 Daily Availability (AV) Outside of Established Use Period**

Place **FH** in the Use Code column for all AV/FOR **outside** of the established contract use period. **Do not use the NAO code (FA-540) for AV/FOR outside of the established contract period.** The FH designation tells the AMD staff and computer to bill the user. Therefore, Daily Availability/FOR

outside of the regular contract period must be charged to the using office and appropriate benefiting sub activity and/or project number (suppression, severity, rehab, resources, etc.)

### **3.3.1.5 Mutual Extension**

The exclusive use period may be extended on a day by day basis either prior to the established start date or subsequent to the ending date as established, provided that such extension is agreeable to both parties in writing prior to the extension. **An extension on the use period creates use “outside” of the normal use period and requires early planning, coordination and a contract modification by the CO. It also requires a dedicated funding source (other than FA 540) for daily availability. Also, during any extension, subsistence/per diem may be entitled to the contractor.** Extensions are not guaranteed; they require written mutual agreement (contract modification). They are normally used when additional work is anticipated and other funding sources are available (funding from FA 540 is limited to the number of days specified in the contract). Funding for extensions may be through BLM (i.e. Severity funding or 2823 for fire use) or from another agency.

### **3.3.1.6 Use Rates (FT, SM, PD, EP, ET, SC, etc)**

**All Use Rates will be charged to the appropriate office and benefiting activity, but not to the NAO code.**

### **3.3.1.7 Coordination**

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

## **3.4 Aircraft Contracts**

**All acquisition and use of DOI-AM and cooperators procured aircraft will be accomplished by designated and qualified Aviation Managers (District/Field Office or State level) and/or by qualified Aircraft Dispatchers. This includes exclusive-use contracts, call-when-needed contracts, On-Call (WH&B) contracts, Aircraft Rental Agreements, and use of approved cooperator aircraft.**

Formal aircraft services in excess of \$25,000 require an Exclusive Use, On-Call or CWN contract. The request is made by submitting an AMD-13 through the SAM to the NAO. When endorsed by the NAO, the request is forwarded to AMD. The AMD solicits and awards the contract before assigning the CO and COTR. The SAM serves as the COR and delegates field administration of the exclusive use contract to one or more alternate CORs.

### **3.4.1 Aircraft Contract Start, Modification, and Extension**

CORs will provide the appropriate national aviation program manager with a copy of any Notice to Proceed, request for modification and/or request for contract extension for any exclusive use aviation contract at the same time the original request is forwarded to the CO.

### **3.5 BLM Supplemental Fire Aircraft Acquisition**

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

#### **3.5.1 Fire Aircraft Needed Immediately for Initial Attack**

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

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

#### **3.5.2 Fire Aircraft Needed to Fill Large Fire Orders**

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

#### **3.5.3 Fire Aircraft Needed to Meet Severity or Multiple Fire Needs**

- 3.5.3.1** Field offices will submit fire supplemental aircraft requests to their respective State Office.
- 3.5.3.2** State offices will consolidate and adjudicate statewide aircraft needs. Statewide needs will be met with existing aircraft within the state, whenever possible.
- 3.5.3.3** When state offices determine that supplemental aircraft are needed, they will submit a severity, or other funding request to the BLM Fire and Aviation office.
- 3.5.3.4** Statewide supplemental aircraft requests will be consolidated and listed as State Office resources on any state-wide request.
- 3.5.3.5** The BLM Fire and Aviation Office will consolidate and adjudicate all State Office supplemental aircraft requests, and determine the number/type/configuration of aircraft needed to meet current Bureau needs; procure them in the most expeditious and cost-effective manner; and allocate/reallocate them to BLM states.
- 3.5.3.6** All BLM severity aircraft will be procured using the same the BLM Fire and Aviation Office severity code.

#### **3.5.4 Aircraft Related Severity Requests**

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

- 3.5.4.2 The NAO will adjudicate and authorize state acquisition of aviation resources and will provide appropriate charge codes.
- 3.5.4.3 Once authorized and acquired, all BLM severity funded aviation resources will be considered national resources subject to allocation/reallocation by state FMOs within their states, and by the NAO on an interstate basis. This includes aviation personnel such as SEAT Managers and Air Tactical Group Supervisors (ATGS).

### **3.6 Aircraft Rental Agreements**

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

The procurement and payment process does not preclude aircraft charter services from meeting life-threatening emergencies. Under such circumstances, Bureaus are authorized to use the charter procedures set forth in the Federal Property Management Regulations (FPMR) under subpart 101-41.2, Transportation Services Furnished for the Account of the United States.

**Limitations:** Individual transactions shall not exceed the \$25,000 unless authorized by the AMD CO. Requirements of more than \$25,000 shall not be separated into several transactions merely to limit the use of this system.

### **3.7 Service & End-Product Contracts**

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

All Service or End Product Contracts are used to acquire a product for the BLM (i.e., per-acre, per-unit or per-area, or per head basis). These contracts will be conducted in accordance with [OPM-35](#) and the following.

#### **3.7.1 Background**

Use of BLM service contract procurement to accomplish Bureau field objectives has increased in recent years. The intent of this type of procurement is for the contractor to supply all manpower and equipment to provide a “service” or “end-result.” Many contractors utilize aircraft to meet the performance objectives of service contracts for activities such as animal capture, seeding, survey, etc. These contracts are not flight service procurements administered by the AMD.

#### **3.7.2 Policy/Action**

AMD Operational Procedures [OPM-35](#), Identification of End Product/Service and Flight Service Procurement. This aids OPM in determining whether an operation is being conducted as either “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 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.

**3.7.2.1 Service Contract Specifications.** Specifications in the contract must only describe the desired quantity or quality of the service or contracted end-result. BLM contracting officers and resource specialists must consult with BLM aviation managers if the acceptable language guidelines are not followed or do not address a specific requirement. The following must not be identified in the contract:

- aircraft or flight crew specifications
- aircraft of pilot approvals
- aircraft equipment

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

**3.7.2.3 BLM 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. Furthermore, BLM personnel must not become involved in any way with aircraft ground operations such as take-off and landing areas, loading, fueling, maintenance, etc.

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

**3.7.2.5 Aircraft Incidents and Accidents.** Since aircraft utilized by the contractor under BLM service contracts are operating entirely within the applicable [14 CFR](#) as a civil aircraft, the Bureau will not report aviation incidents or accidents incurred by these contractors through the DOI Aviation Mishap Information System. These events should be noted in the Contract Daily Diary and reported through BLM channels as normally required for service contracts.

**3.7.2.6 Reconnaissance/Observation Flights.** Before, during or after the performance of a service contract it may be necessary for Bureau employees to aerially survey or inspect the project area. When flights

transporting BLM personnel are required, an AMD aviation “flight service” procurement (completely separate from the service contract) is required. When AMD procurement is utilized, all DOI and Bureau aviation management policy, procedures and requirements must be applied. Aircraft and pilots must have current AMD approvals for the intended mission and a current AMD contract or Aircraft Rental Agreement must be in place.

### **3.8 Cooperator Aircraft**

#### **Consultation with the Unit Aviation Manager is mandatory.**

Use of state/local government, military, or other federal agency aircraft by BLM employees may require prior inspection and approval by AMD, usually in the form of a Letter of Authorization. Proposed use of these aircraft must be requested through the SAM to the NAO. Any employee who is asked to accompany personnel from another agency on other agency’s aircraft must consult their respective aviation manager. States are encouraged to obtain necessary letters of authorization prior to fire season. See [OPM -53](#)

Note: It is not necessary to submit annual requests for USDA Forest Service procured aircraft as outlined in [OPM-39](#), which authorizes DOI Bureaus to obtain aircraft flight services using a Forest Service procurement process for either emergency or non-emergency purposes.

### **3.9 Flight Requests**

Any request for other than scheduled commercial/airline flight requires the initiation and submission of the Aircraft Flight Request/Schedule, 9400-1a . The requestor supplies information concerning purpose of flight, type of aircraft needed, passenger names, dates and times of flight, management code, etc. Except for law enforcement or emergency flights, each request should be approved by one level above the requestor, and should be submitted to the local Aviation Manager **at least 2 weeks prior to the flight**. The aviation staff will select appropriate make and model for the mission from the AM Source List, or other agency-approved aircraft, and complete the 9400-1a. Aircraft needed for wildland fire incidents may be ordered through established dispatch channels. Rental aircraft approved for use can be located on the AM Source List at:

[http://amd.nbc.gov/fc/ara\\_order.htm](http://amd.nbc.gov/fc/ara_order.htm).

**Each request requires approval/signature by one level above the requestor and will normally be submitted at least 2 weeks prior to flight to the local BLM Aviation Manager. The SLFO Aviation Manager may allow requests to be submitted with shorter notice than 3 days under rare and unforeseen extenuating circumstances.**

#### **3.9.1 Administrative Senior Executive Service (SES) Flights**

An aircraft may be used to transport personnel to meetings, administrative activities, or training sessions when it is the most cost effective mode of transportation. These flights are requested through the State Aviation Manager (SAM) and some of the responsibilities may be delegated to UAMs. Prior approval is required by the solicitor’s office for employees above the GS/GM-15 level, members of their families, and all nonfederal travelers on the flight. The requirements and procedures

are outlined in [OMB Circular A-126](#) and [OPM -07](#). The OPM and AMD Forms may be found at the [AMD Document library](#).

### **3.10 Cost Analysis**

Each flight request for chartered or government-owned aircraft shall include an approved [cost analysis](#), which clearly demonstrates the best value of the flight. The flight requestor or first-line supervisor coordinates with the UAM to complete a cost analysis that is kept on file for three years.

### **3.11 District/Unit Aviation Plans**

State and Districts prepare annual aviation operating plans that outline their specific needs. These plans may not be more restrictive than the national standard, unless the NAO has been notified in writing. State and District Plans are updated prior to April 15. Copies of all Districts' annual up-dates should be sent to the SAM for State Office filing. Approved State aviation plans will be sent electronically to the NAO by May 15 for posting on the National Aviation Website.

### **3.12 Documentation Requirements**

Documentation requirements for aviation activities are maintained in their respective field offices for a period of three years.

### **3.13 Issue Resolution**

Issue resolution is accomplished through the chain of command established by BLM. Individuals may not deal directly with other agencies or higher levels of authority without prior permission from the NAO.

### **3.14 Aviation Program Reviews**

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

Field/District reviews are conducted every three years. The SAM has the responsibility to ensure the reviews are being conducted within the required timeframe and to identify well qualified individuals to conduct the review.

State reviews are conducted every five years. Reviews are administered by AMD, and the NAO will identify qualified individuals to conduct the review. Additional reviews may be conducted if a need is identified by the aviation division chief.

### **3.15 Billing Procedures**

Aircraft approved by the AMD for BLM aviation missions can be found on the [AM Source List](#). Aircraft must be on this list in order to ensure proper payment via the [AMD-23](#). The [AMD-23](#) will be used for all DOI-AM rental and contract aircraft. The Flight Manager or other designated Bureau representative must ensure that the line entries are completed at the conclusion of each flight and initial each line item in the right-hand column ("Signed Received"). For contracted aircraft, the [AMD-23](#) will be submitted (at least every 2 weeks to the Unit Aviation Manager for review and final signature. The

Unit Aviation Manager will mail the original copy to AM. The [AMD-23](#) will be distributed accordingly:

**3.15.1 White** copy gets mailed to NBC-AMD (UAM will forward to AMD)

**ALL COMPLETED AMD-23 FORMS SHOULD BE MAILED TO:**

**U.S. Department of the Interior  
National Business Center  
Aviation Management  
300 E. Mallard Dr., Suite 200  
Boise, ID 83706-3991**

**3.15.2 Blue** copy retained by the vendor.

**3.15.3 Yellow** copy (or Photo Copy) retained by the contract Unit Aviation Manager.

## 4.0 AVIATION TRAINING

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

### 4.1 Aviation Training for Non-Fire Personnel

#### 4.1.1 Passenger

A passenger is any individual aboard an aircraft that does not perform the function of a flight crew/pilot or aircrew member. Passengers must receive a briefing by the pilot or an aircrew member for all missions. (See [14 CFR Part 135.117](#) for additional requirements.)

#### 4.1.2 Air Crewmember

Person working in and around aircraft and is essential to ensure the safety and successful outcome of the mission. This includes personnel fulfilling the role of aircraft manager, such as fixed wing managers and helicopter managers. At a minimum, aircrew members must take:

- 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

Air crewmembers are required to take the courses listed above in a classroom for the initial training. Refresher training is required once every three years and can be taken online.

Additional training is required to function in higher level aircrew member positions such as fixed wing flight manager and resource helicopter manager. A quick reference for the training requirements for non-fire aviation positions can be found in [OPM-4](#) Appendix 1. A description of each position and role can be found in [Interagency Aviation Use and Management Qualifications Guide](#). For fire aviation positions, the PMS 310-1 *Wildland Fire Incident Management System* and [Interagency Standards for Fire and Fire Aviation Operations \(Redbook\)](#) defines BLM's minimum standards for training and experience.

#### 4.1.3 Personnel with Aviation Management Responsibilities

Those individuals having management or supervisory oversight responsibilities for programs using aviation resources for mission accomplishment, aviation personnel, and flight activities, fit within this broad category requiring selected training.

#### **4.1.3.1 Supervisory Personnel**

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. Supervisors must attend the Aviation Management for Supervisors training course (M-3). BLM supervisors can take the initial course either in a classroom or online. Refresher for M-3 is required once every three years. Supervisors should reference [OPM-4](#) and [Interagency Aviation Use and Management Qualifications Guide](#) for further information on required training.

#### **4.1.3.2 Line Managers**

Line managers are those individuals who are responsible and accountable for using aviation resources to accomplish BLM programs. Training for line managers must include familiarization with the DOI aviation management program, policies and related requirements and responsibilities. Line managers must attend the Aviation Management Training for Supervisors (M-2) training course or attend a DOI aviation management line managers briefing course once every three years.

#### **4.1.3.3 Aviation Managers**

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

#### **4.1.4 Aviation Contracting Requirements (COR/COTR/PI)**

BLM CORs and alternate CORs, on BLM exclusive use contracts, are required to have training in DOI aviation policy, basic contract administration, and contract performance verification, and understanding technical aspects of contracts. Initial and recurrent COR training requirements can be found in the DOI COR Manual (<http://www.doi.gov/pam/CORManual.doc>) or obtained from AMD contracting offices. Additional training requirements for CORs and Alternate CORs can be found in [OPM-4](#), Appendix 1.

#### **4.1.5 Aircraft and Pilot Requirements**

The aircraft ([351 DM 2](#)) and pilot ([351 DM 3](#)) must be currently approved and carded for the specific mission. For BLM pilots training requirements can be found in [OPM-22](#).

#### 4.1.6 NWCG to IAT Functional Crosswalk

		IAT Positions											
		Passenger	Aircrew Member	Fixed Wing Flt Manger	Fixed Wing Flt Mgr Sp Use	Helicopter Flight Manager	Resource Helicopter Mgr	Aviation dispatcher	Project Aviation Mgr	aviation manager	Supervisor	COR/PI	Aviation Technical Spec.
NWCG Position													
ACAC	Area Command Av Coordinator.	Yellow							Yellow	Yellow			
AOBD	Air Ops Branch Director	Green							Green	Green			
ASGS	Air Support Group Supervisor	Cyan							Cyan	Cyan			
ATGS	Air Tactical Group Supervisor	Blue	Blue	Blue	Blue								
ABRO	Aircraft Base Radio Operator	Light Blue											
DECK	Deck Coordinator	Purple											
HEB1/2	Helibase Manager	Dark Purple	Dark Purple			Dark Purple	Dark Purple						
HLCO	Helicopter Coordinator	Yellow	Yellow										
HECM	Helicopter Crewmember	Grey	Grey										
HELM	Helicopter Manager	Orange	Orange			Orange	Orange						
HELB	Helicopter Boss	Red	Red			Red	Red						
SEMG	SEAT Manager	Green	Green	Green									
TOLC	Take off and Landing Coordinator	Pink											

**Note 1:** NWCG to IAT one-way Functional Crosswalk

*Example:* As a Qualified and Current Fire Helicopter Manager (HELM), BLM recognizes that person's ability to successfully function (without any additional training) as an Air crewmember, Helicopter Flight Manager and Resource Helicopter Manager for non fire aviation jobs described in OPM-4 and the IAT Training Guide.

**Note 2:** Any person qualified in NWCG aviation positions is also able to function in that position in a non-incident assignment. *Example:* Individual qualified to perform as a Helibase manager on a fire can also be a Helibase manager on a spray project.

**Note 3:** Due to the requirements of wild land fire BLM Does NOT recognize any IAT to NWCG functional equivalencies.

## 5.0 OPERATIONAL POLICY

### 5.1 Flight Planning

Pilots shall file and operate on a FAA flight plan, an International Civil Aviation Organization (ICAO) flight plan, (in accordance with a Bureau approved flight plan program) or in accordance with an AMD director approved vendor flight program specified in an AMD procurement document. Flight plans shall be filed prior to take off.

Bureau flight plan programs may be used to accommodate specialized Bureau missions and must be approved as delegated by the Bureau director. As a minimum, a Bureau flight plan program must specify route of flight, estimated time of arrival (ETA), how an aircraft will be tracked during flight and response procedures should the aircraft experience a mishap or fail to check in.

### 5.2 Flight Following

Pilots are responsible for flight following: a) with the FAA, or b) With the appropriate ICAO entity, or c) in accordance with a Bureau approved flight following program, or d) in accordance with an AMD director- approved vendor flight following program specified in an AMD procurement document. When communication is possible, position reporting shall not exceed one hour intervals under normal circumstances. If the one hour time limitation is to be exceeded prior approval by the SAM is required ([351 DM 1.4.c.2.b](#))

Bureau flight following programs must be approved as delegated by the Bureau director. As a minimum, a Bureau-approved flight following program must specify actions to be taken (e.g. notify the FAA) in the event of an overdue or missing aircraft. Position reports resulting from use of a Bureau approved flight following program must be documented by the receiving office and provide enough information to enable easy location of an overdue or missing aircraft.

An aircraft is considered “overdue” when it fails to arrive within 30 minutes past the ETA and cannot be located. An aircraft is considered “missing” when its fuel duration has been exceeded, it has been reported as “overdue” to the FAA and the FAA has completed an administrative search for the aircraft without success.

**Any flight will be terminated at the earliest opportunity that does not have positive radio contact (Special Use or mission flights) unless those circumstances have been addressed (known radio “dead spots”) and mitigated/ approved in the Project Aviation Safety Plan.**

### 5.3 Automated Flight Following

AFF is an acceptable method of flight following and provides the dispatcher with a wide range of information on the flight, airspace, and other data that may be pertinent to the flight. This reduces pilot workload, clears congested radio frequencies, and provides the dispatcher with much greater detail and accuracy on aircraft location and flight history.

#### 5.3.1 Requirements to Utilize AFF

**5.3.1.1** Automated flight following does **NOT** reduce or eliminate the requirement for aircraft on mission flights to have FM radio capability,

and for the aircraft to be monitoring appropriate radio frequencies during the flight.

- 5.3.1.2 Procedures for flight requests, ordering aircraft, and requirement for a flight manager are the same as radio check-in procedures.
- 5.3.1.3 The aircraft must be equipped with the necessary hardware (transmitter and antenna).
- 5.3.1.4 The dispatch office responsible for the flight following must have a computer connected to the Internet immediately available to them in the dispatch office. Dispatch offices responsible for flight following shall be staffed for the duration of the flight.
- 5.3.1.5 The flight following dispatcher must have a working knowledge of the automated flight following program ([Webtracker](#)) and must have a current username and password for the automated flight following system.

### **5.3.2 Procedures for Utilizing AFF**

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

procedures as appropriate. If radio contact is made after a lost signal, flight may continue utilizing 15-minute radio check-ins for flight following. (During tactical operations below 500' a periodic red indication is normal and does not necessitate an 'immediate' contact especially if flight following has been established with the incident. This should be addressed during the preflight briefing.)

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

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

## 5.4 Operational Guides and Handbooks

A multitude of Guides and Handbooks are available to assist the aviation user. The DOI Manuals and Aviation Management Directorate Operational Procedures Memorandums prevail when any other document conflicts or is less restrictive. The following Guides and Handbooks constitute BLM Aviation policy as specified in the 9400 manual.

- [Aerial Capture, Eradication and Tagging of Animals \(ACETA\)](#)
- [Aviation Life Support Equipment \(ALSE\)](#)
- [Aviation Transport of Hazardous Materials Handbook](#) (NFES 1068)
- [BLM National Aviation Plan](#)
- [BLM State Aviation Plans](#)
- [BLM Wild Horse and Burro Aviation Operations Handbook](#)
- [BLM Standard Operations Procedures](#)
- [Unit Aviation Plan](#)
- [Field Reference Guide for Aviation Users](#)
- [Fireline Handbook - NWCG Handbook 3](#) (NFES 0065)
- [Geographic](#) and [National](#) Mobilization Guides (NFES 2091)
- Incident Command Systems (ICS) Field Operations Guide
- [Interagency Aerial Ignition Guide](#) (NFES 1080)
- [Interagency Air Tanker Base Operations Guide](#) (NFES 2271)
- [Interagency Airspace Coordination Guide](#)
- [Interagency Aviation User's Pocket Guide](#) (NFES 1373)
- [Interagency Helicopter Operations Guide](#) (NFES 1885)
- [Interagency Rappel Guide](#)
- [Interagency Single Engine Air Tanker Operations Guide](#) (NFES 1844)
- [Interagency Smokejumper Pilots Operation Guide](#)
- [Standards for Fire and Aviation Operations](#)
- [Interagency Aerial Supervision Guide](#)

## 5.5 Websites

- BLM Aviation <http://aviation.blm.gov>
- NIFC National Aviation Office <http://aviation.nifc.gov>
- NIFC Airspace Information System <http://airspace.nifc.gov>
- Interagency Airspace <http://airspace.nifc.gov>
- National Interagency Fire Center <http://www.nifc.gov>
- AMD (Formerly OAS) <http://amd.nbc.gov/>
- Interagency Aviation Training <http://www.iat.gov>
- Automated Flight Following <http://aff.gov>

## **6.0 AVIATION SAFETY**

### **6.1 Aviation Safety Programs**

The Aviation Safety Program encompasses risk management controls, evaluations, operating standards, and proactive accident prevention. The NAO Aviation Safety Specialist is the focal point for all aviation safety activity and interaction with AMD Safety.

### **6.2 Aviation Safety Program Elements**

#### **6.2.1 Safety Standards**

All aviation safety standards and requirements 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, [BLM Utah State Aviation Plan](#), as well as other guides and handbooks must be followed.

#### **6.2.2 Aviation Safety Education and Training**

Aviation training is the responsibility of all supervisors and is one of the positive controls to increase risk awareness and hazard identification. Training requirements are established in [OPM-04](#), [PMS 310-1](#), [BLM 9400](#) manual and other guides and handbooks. Additional education and support is provided to field units during on site visits by national and state aviation managers and by [Aviation Safety Assistance Teams \(ASAT\)](#).

#### **6.2.3 Aircraft Mishap Prevention Programs**

Aviation operations at all levels are based on personnel safety through hazard identification, mitigation controls and accident prevention. Managers at all levels in the organization are responsible for safe aviation operations.

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 operating plans and Project Aviation Safety Plans (PASP) provide proactive accident prevention measures and risk management procedures; they must be approved by a line manager or the delegated line manager.

#### **6.2.4 Personal Protective Equipment (PPE) and Aviation Life Support Equipment (ALSE)**

All personnel engaged in aviation activities must wear appropriate personal protective equipment (PPE), depending on the mission. Requirements are listed in [351DM 1.7 \(E\)](#) and outlined in the [ALSE Handbook](#) and mission specific guides and handbooks. Any questions concerning the requirements and procedures for obtaining PPE are directed to the local aviation manager or aircraft dispatcher. Project leaders must ensure that appropriate and adequate ALSE, including PPE, is available and worn by individuals.

### **6.2.5 Aviation Safety & Assistance Team (ASAT)**

BLM provides representation on [ASAT](#) or [Safety and Technical Assistance Team \(STAT\)](#) to support aviation resources and personnel operating in the field during periods of increased aviation operations. The purpose of these teams is to enhance safety, efficiency and effectiveness and provide on-site technical assistance. Teams are ordered by Geographic Multi-Agency Coordinating (MAC) Groups who will determine the size and make-up and provide the team with specific goals and a delegation of authority.

### **6.2.6 Aviation Safety Communiqué – SAFECOM**

This form is located on the Safecom web page, <http://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 Safecom, when they feel it is warranted. Personnel in doubt about completing a Safecom should contact their aviation manager.

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

### **6.2.7 Incident/Accident Response**

The [Northern Utah Interagency Aviation Mishap Response Plan](#) outlines appropriate response to an aircraft incident or accident. The plan describes procedures and requirements, including initiation of SAR, fire and medical response, notification of DOI-AMD Safety (**1-888-4MISHAP**) and BLM management. This plan is specific to each Unit. It should be available in all Dispatch Office's and updated annually by May 15 with current contacts and phone numbers.

All aviation mishaps, hazards, maintenance deficiency, incidents or accidents will be reported according to [352 DM 1 & 6](#) and the [AM Aviation Mishap Notification/Investigation/Reporting Handbook \(OPM-06-52\)](#).

**6.2.7.1** Aircraft Accidents will be reported immediately to National Transportation and Safety Board (NTSB) and DOI-AM. Make required agency notifications outlined in the [Northern Utah Interagency Aviation Mishap Response Plan](#). NTSB and DOI-AM will conduct joint investigation/follow-up.

**6.2.7.2** Aircraft Incidents and Incidents with Potential. All mishaps/hazards other than those described above. Document incident on a [SAFECOM \(OAS-34/FS-5700-14\)](#).

### **6.2.8 Aircraft Mishap Investigation**

DOI-AMD Safety is responsible for all DOI aircraft accident investigation. The NAO Aviation Safety Specialist will coordinate BLM assistance and designate a BLM liaison in investigation of BLM accidents. The NAO Aviation Safety Specialist will also coordinate BLM involvement in Accident Board of Review. All aviation mishaps, hazards, maintenance deficiency, incidents or accidents will be reported

according to [352 DM 1 & 6](#) and the [AM Aviation Mishap Notification/Investigation/Reporting Handbook \(OPM-06-52\)](#).

**6.2.9 Aircraft Accidents** will be reported immediately to National Transportation and Safety Board (NTSB) and DOI-AM. Make required agency notifications outlined in the [Northern Utah Interagency Aviation Mishap Response Plan](#). NTSB and DOI-AM will conduct joint investigation/follow-up.

#### **6.2.10 Aviation Safety Awards Program**

Aviation Safety Awards are a positive part of the aviation program and are provided to all levels with the BLM organization. National awards are given following the guidelines in 352 DM 7 for pilots and employees. Air Awards are given throughout the year in the form of a certificate and ball cap. Field Offices are encouraged to submit award recommendations through their State Office to NAO aviation safety specialist.

#### **6.2.11 General-use Flight Requirements**

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

- 6.2.11.1** Designate Flight Manager
- 6.2.11.2** Cost Analysis
- 6.2.11.3** Itinerary
- 6.2.11.4** Approved Aircraft Flight Request Form
- 6.2.11.5** AMD approved and carded pilot and aircraft
- 6.2.11.6** Flight Plan / Flight Following is filed with FAA or Agency (as required by OPM-02)
- 6.2.11.7** Briefing given to the pilot and safety briefing given to the passengers

#### **6.2.12 Special-use Flight**

Special-use activities are the utilization of aircraft in support of programs, which require special techniques, procedures, and considerations. These operations are listed in OPM-29 and must meet the following requirements:

Special-use flights are defined as all flights other than point-to-point flights. The purpose of these flights is to accomplish any resource management-related task (i.e. aerial survey or observation) which requires special techniques, procedures and considerations (See [351 DM 1.7](#), [OPM-29](#), [BLM National Aviation Plan](#); chapter 6). Special pilot qualifications and techniques, special aircraft equipment, and personal protective equipment are required to minimize risk to personnel and property. DOI/USFS aircraft utilized for special-use missions must have a current Aircraft Data Card onboard issued by Aviation Management Directorate (AMD) or USFS. This card certifies that the aircraft has been inspected and approved by either Aviation Management Directorate (AMD), or USFS, and meet all FAA and agency equipment and maintenance requirements. Approvals for the specific intended mission must be indicated on the card. If the aircraft does not have a card, the card has expired, or is not approved for the intended mission **no flight will occur**.

These activities include:

- Low level flight (within 500' of the surface)
- Resource reconnaissance
- Air tactical group supervision
- Cargo letdown
- External load ≤50' (helicopter)
- External load >50' (helicopter)  
Short-haul
- Wheel operations on unprepared landing areas
- Offshore platform landings
- Animal eradication
- Airframe mounted net gun (helicopter)
- Aerial ignition
- Smoke jumping/para-cargo
- Mountain flying
- Fire reconnaissance
- Toe-in, single-skid
- Rappel
- Water landings - floats or hull
- Animal darting, paint ball
- Animal gathering and capture
- Handheld net gun
- Night vision goggles
- Water/retardant application

**Note:** [OPM-29](#) introduces an additional category of flight (“High Reconnaissance”) that lies somewhere between “Point-to Point” and “Special Use,” which is based on subtle differences in how an aircraft is maneuvered. To conform to Chapter 6 of the [National Aviation Plan](#), Utah BLM will categorize all flights into only two categories: General Use (also called: “Point to Point” in some National Publications) and Special Use. Essentially, all fixed-wing reconnaissance work performed above 500 ft. AGL is either “Fire Reconnaissance,” “Resource Reconnaissance,” or Precision Reconnaissance” as defined in [OPM-29](#), and will be managed accordingly as Special Use.

**All special-use flights are inherently higher risk and require the following procedures:**

- 6.2.12.1 Aircraft and pilots must be approved for each special-use activity prior to use
- 6.2.12.2 On all helicopter flights, the pilot and each aircrew member are required to wear the following Personal Protective Equipment (PPE): nomex or equivalent clothing, leather boots, nomex /leather gloves, and aviator’s protective helmet (SPH-4/5 or equivalent). There are a few exceptions to PPE requirements which are identified in [DM 351-1.7B](#) and in the DOI AM [Aviation Life Support Equipment \(ALSE\) Handbook](#).
- 6.2.12.3 Passengers on a special-use flight must be essential to the mission
- 6.2.12.4 Personnel/passengers operationally involved in Special Use missions must be trained and qualified to perform the intended activities.
- 6.2.12.5 Agency flight following with 15-minute radio check-in intervals giving current location (coordinates or landmark), heading, and intentions. AFF is an acceptable method of flight following, but must be requested by the pilot/flight manager (refer to section [5.3](#))

- 6.2.12.6** Special-use flights or missions except fire missions must have an approved PASP. The plan shall be reviewed by the UAM and approved by the appropriate line manager. Managers should be briefed by the UAM prior to their approval of the plan. A courtesy copy of all PASP should be routed to the SAM prior to implementation.
- 6.2.12.7** Very complex, high-risk Project Aviation Safety Plans require the added approval of the State Aviation Manager, the State Director, and/or higher level approval. (For example, WH&B census missions and most wildland fire tactical missions are approved at the national level via comprehensive, published operating plans.)

**Note: The primary purpose of a Project Aviation Safety Plan is to ensure that an appropriate risk assessment is performed to enhance the safety of the flight, to ensure that the mission is thoroughly described and justified, and to ensure that managers and supervisors understand their accountability for the safety of Bureau employees involved in Special Use flights. The Plan further serves as a thorough briefing document for managers, supervisors, dispatchers, pilots, and Aircrew members.**

**For a recurring Special Use mission that will be flown repeatedly throughout the year (i.e. a wildlife survey flown once each month with an identical route and flight profile) one single Special Use Plan may be written and approved for that mission for the entire field season. A 9400-1a Flight Request will then be submitted for each individual occurrence of that Special Use flight. The Project Aviation Safety Plan should be reviewed before each flight and modified/resubmitted for approval, if necessary, whenever there is a significant change in the plan, such as a new flight route or area, new or additional personnel involved in the flight, or additions or changes to the specific nature of the flight profile or work being performed by Bureau employees on that flight.**

***Each Project Aviation Safety Plan will include the following elements:***

- 6.2.12.8** A thorough description of the flight or project, including aircraft make and model, and a documented justification about why the mission cannot be accomplished on the ground. The Unit Aviation Manager will assist with the selection of an aircraft with the appropriate capability to perform the desired mission, and verify that the pilot and aircraft are both currently carded for the type of mission to be flown.
- 6.2.12.9** A description of the flight area including the type of terrain, expected temperatures, and the minimum and maximum elevations of flight to ensure proper performance planning in conjunction with #1 above.
- 6.2.12.10** All Special Use Aircrew Members, their flight weights, and the weight of any cargo will be listed on the plan and pre-approved. The Unit Aviation Manager will verify that each crewmember has received the appropriate required training and/or refresher training within the timeframe specified in [OPM-04](#). Non-essential/unauthorized passengers are not allowed. Any hazardous materials which may be carried on the

mission must be identified both in the plan and shown to the pilot during the preflight briefing. (Requirements in Sec. 4.8 below will be strictly adhered to.)

**6.2.12.11** The procedures and frequencies to be utilized for flight following must be identified, along with any personnel who may be utilized for local on-scene flight following.

**6.2.12.12** Identification and analysis of both aerial and ground hazards associated with the flight, including a hazard map of the flight route/area, which will be reviewed by the pilot and Flight Manager prior to the flight, and provided to the Aircraft Dispatcher. **The hazard analysis must include the measures that are planned to mitigate the identified hazards.** (A BLM [Risk Management Worksheet](#) along with a [Hazard Abatement Plan](#) may be utilized and included to document this process.) Mitigation measures that involve the deconfliction of Military Special Use Airspace (SUAs), Military Operating Areas (MOAs) and Restricted Areas (RAs) and Military Training Routes (MTRs) will require a qualified Aircraft Dispatcher to coordinate the flight with the appropriate military schedulers.

**6.2.12.13** Any Personal Protective Equipment or other special items required for the flight must be identified and reviewed/inspected during the preflight briefing.

**6.2.12.14** A contingency plan of action to follow in the event of an accident or incident must be pre-identified. In most instances, this will involve the Aircraft Dispatcher implementing and following the procedures outlined in the [Northern Utah Interagency Aviation Mishap Response Plan](#).

**6.2.12.15** Approval signatures by the SAM, UAM and Field Manager.

**Special Use Flights (other than fire suppression or special operations law enforcement) that proceed without a normal, documented Project Aviation Safety Plan, or when there are any other deviations from established Bureau or DOI policies and procedures associated with that flight shall be terminated immediately.**

### **6.2.13 Aviation Project Planning**

Accident prevention is paramount when planning individual aviation projects. Flights may not deviate from plans or from Department policy and procedures, except for safety of flight considerations. A written PASP shall be completed and approved for every non-fire special use flight or aviation project. The reverse side of the form 9400 1a, may be used as a PASP for low complexity one-time special use missions.

Required elements of a PASP include:

**6.2.13.1** Supervision

**6.2.13.2** Project name/Objectives

**6.2.13.3** Justification

**6.2.13.4** Protect date and location

- 6.2.13.5** Projected cost of aviation resources
- 6.2.13.6** Aircraft/ Pilot /Participants
- 6.2.13.7** Flight following and emergency search and rescue
- 6.2.13.8** Aerial Hazard Identification/Risk assessment
- 6.2.13.9** Personal Protective clothing/equipment
- 6.2.13.10** Load calculations and Weight and Balance information
- 6.2.13.11** Supervisor's and Line Officer's Approval signature

\*A good resource for aviation project planning can be found in the [IHOG Chapter 3](#). Personnel needing assistance with Plan requirements, content or examples should contact their Unit/State aviation manager or the National Aviation Safety Specialist.

POSITION	AUTHORITY	RESPONSIBILITIES	CRITICAL NOTES
Individual	Submission	Fills out the SafeCom form, completing all required fields including initial determination of Operational Control. Completes the Original Text in both the Narrative and Corrective Action fields. Submits electronically to AMD <u>and</u> hardcopy to UAM.	Fill out completely and accurately. Report only the facts. Narratives should be brief and concise.
BLM UAM	Submission E-Mail Notification Corrective Actions	If only a hardcopy has been submitted, submits electronically to AMD. Receives e-mail notification of all initial, modified and completed SafeComs identifying their BLM Field Office as having operational control. Takes corrective action at the local level and describes these actions in the Public Text area of the Corrective Action field. Include your Job Title (do not enter personal information)	Provide feedback to person submitting (unless anonymous)  Must treat all corrective action descriptions as if they were public.
BLM State Aviation Manager	E-Mail Notification Corrective Actions Modify Actions Operational Control Category Make Public	Receives e-mail notification of all initial, corrective action, modified and completed SafeComs identifying BLM operational control within their State. Review all information. May take and document additional corrective actions. Authority to change all SafeCom information (except for name of the submitter and the original narrative). Make final determination of the Agency, State/Region and Field Unit that has Operational Control. Select the appropriate category to classify the SafeCom. Copies Original Text into the Public Text area for both the Narrative and Corrective Action fields. Sanitizes the Public Text. Makes the SafeCom "Public" (if overly sensitive, consult with NAO before making public)	Coordinate with UAM. Coordinate with UAM. Verify and amend all info for accuracy. Determines who will receive e-mail notification. Multiple categories possible.  Ensures all Public Text is sanitized in Narrative & Corrective Action fields prior to making public.
BLM National Aviation Safety Specialist	E-Mail Notification Corrective Actions Modify Actions Make Public Completion Distribution Designates Users Out of Agency	Receives e-mail notification of all initial, corrective action, modified and completed SafeComs nationwide that identify BLM operational control. Takes additional corrective actions, if necessary, and documents on the SafeCom. Authority to change all SafeCom information (except for name of submitter and the original narrative). Has the authority to sanitize information and make the SafeCom "public" (if not already done at the State level). Coordinates with AMD. Has the authority to make the SafeCom "complete". Distributes all "Public" BLM SafeComs to BLM SAMs and Other Agencies. Authority to identify all BLM users and their appropriate permission levels. Must notify AMD of additional users/ changes/updates. Authorized to review other agency "Public" SafeComs. Read Only!	Coordinate with SAM.  Coordinate with SAM Ensures all Public Text is sanitized in Narrative & Corrective Action fields prior to making public. Coordinates with AMD. Coordinates with AMD.

## **7.0 FLIGHT OPERATIONS**

### **7.1 Large Airtanker Operations**

Airtanker dispatch, ordering, and operations are accomplished in accordance with the Geographic Area and National Mobilization guides. The airtanker base manager supervises ground operations in accordance with the [Interagency Airtanker Base Operations Guide](#).

### **7.2 Aerial Supervision Module (ASM)/Leadplane Operations**

ASM, Leadplane and Air Tactical dispatch and ordering are accomplished in accordance with the Geographic Area and National Mobilization Guides. ASM, Leadplane and Air Tactical operations are performed according to the [Interagency Aerial Supervision Guide](#) and the policies and procedures prescribed in the [BLM Standards for Fire Operations Handbook](#).

### **7.3 Air Tactical Operations**

Air tactical operations are accomplished in accordance with the [Interagency Aerial Supervision Guide](#), [BLM FWSOP](#) and the policies and procedures prescribed in the [BLM Standards for Fire Operations Handbook](#).

### **7.4 Smokejumper Operations**

Smokejumper dispatch and ordering are accomplished in accordance with the Great Basin, Alaska and National Mobilization Guides. Smokejumper operations are performed according to the [Interagency Smokejumpers Pilots Operations Guide \(ISPOG\)](#), [BLM FWSOP](#) and the policies and procedures prescribed in the [BLM Standards for Fire Operations Handbook](#).

### **7.5 Helicopter Operations**

Helicopter operations are accomplished in accordance with the [IHOG](#).

Utilization of the R-44 helicopter: Any proposed utilization of this model of helicopter must be approved by the BLM SAM.

### **7.6 Single Engine Airtanker Operations**

SEAT operations are accomplished in accordance with the [Interagency Single Engine Airtanker Operations Guide](#).

### **7.7 Aerial Ignition Operations**

Aerial ignition operations and projects are accomplished in accordance with the [Interagency Aerial Ignition Guide](#).

### **7.8 Transportation of Hazardous Materials**

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

## **7.9 Aircraft Transponder Code (Fire Fighting)**

As directed by AMD [Information Bulletin NO.97-5](#), transponder code 1255 must be utilized by aircraft responding to and operating over fire incidents supporting suppression operations (unless otherwise directed by ATC). It is not to be used for repositioning or during cross-country flights.

## **7.10 Unmanned Aerial Systems (UAS)**

Interest and possible use of Unmanned Aerial Systems (UAS), formerly Unmanned Aerial Vehicles (UAV), are increasing. The FAA is in the process of final rule making regarding UAS operations. Operations of UAS under [FAA Advisory Circular AC 91-57](#) (Radio Controlled Aircraft) are intended for hobbyists and not government or commercial operators. Certificate of Authorizations (COA) for all UAS operations are required.

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

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

## **7.11 Law Enforcement Operations**

BLM Law Enforcement personnel often operate/cooperate with other agencies in their mission. This sometimes involves the use of State, local, military and other federal aircraft. The nature of law enforcement activities requires some deviations from normal BLM aviation policy. These operations are authorized and outlined in written Memorandum of Understanding (MOU) between the cooperating agencies. Aviation Managers at the state office and field office will be notified/consulted prior to any law enforcement aviation activity. The [Interagency Helicopter Operations Guide \(Chapter 16\)](#) provides specific direction for law enforcement activities when using helicopters. There is currently no provision in the SLFO exclusive-use fire helicopter contract that allows for law enforcement flights. Therefore, unless under extreme circumstances, SLFO employees involved in such activities may be limited to using cooperator aircraft or appropriately carded CWN or rental aircraft.

## 8.0 AIRSPACE COORDINATION

### 8.1 Interagency Airspace Coordination

Interagency airspace coordination is accomplished through the Interagency Airspace Steering Committee (IASC) chartered under the National Interagency Aviation Council (NIAC) and the BLM aviation airspace coordinator.

### 8.2 Airspace System Information

For current Airspace information, pilots should call Flight Service at 1-800-992-7433, go to <http://www.faa.gov>

**Pilots are reminded that they should not conduct flight in the National Airspace System without first obtaining a thorough preflight briefing.** Pilots are also reminded that Flight Service Stations are the official source of NOTAM information and should be contacted at 1-800-WX-BRIEF for the latest information.

### 8.3 National Interagency Airspace Information System (NIAIS)

Mostly related to fire management, the NIAIS is a web-based system that displays comprehensive aviation airspace information. This system provides complete graphical temporary flight restriction (TFR) information on current aeronautical charts, and is currently the only government website to graphically plot all TFR's. No login or password required. (<http://airspace.blm.gov/>)

### 8.4 Flight Planning, Hazards and Obstructions

Extensive flight planning, hazard and obstruction information is available through the NIAIS website. The ability to reinforce NOTAM airspace by displaying the information on the website is also available. Contact BLM Airspace Coordinator, Ben Hinkle, for further details.

#### Resource Flight Planning Login and Password

BLM Aviation	<a href="mailto:blm@blm.gov">blm@blm.gov</a>	blmaviation
Helicopter	<a href="mailto:copter@blm.gov">copter@blm.gov</a>	blmcopter
Smokejumper	<a href="mailto:jumper@blm.gov">jumper@blm.gov</a>	blmjumper
Seat	<a href="mailto:seat@blm.gov">seat@blm.gov</a>	blmseat
Dispatchers	<a href="mailto:dispatcher@blm.gov">dispatcher@blm.gov</a>	blmdispatcher
National Park Service	<a href="mailto:nps@blm.gov">nps@blm.gov</a>	npsaviation
Fish& Wildlife Service	<a href="mailto:ffws@blm.gov">ffws@blm.gov</a>	fwsaviation
BIA	<a href="mailto:bia@blm.gov">bia@blm.gov</a>	biaaviation
USFS Aviation	<a href="mailto:usfs@blm.gov">usfs@blm.gov</a>	usfsaviation
OAS	<a href="mailto:oas@blm.gov">oas@blm.gov</a>	oasaviation
Minerals and Mining	<a href="mailto:mms@blm.gov">mms@blm.gov</a>	mmsaviation
USGS	<a href="mailto:usgs@blm.gov">usgs@blm.gov</a>	usgsaviation
Air National Guard	<a href="mailto:ang@blm.gov">ang@blm.gov</a>	angaviation
MAFFS	<a href="mailto:maffs@blm.gov">maffs@blm.gov</a>	maffsaviation
Air Tanker Pilots	<a href="mailto:tanker@blm.gov">tanker@blm.gov</a>	tankeraviation

## 8.5 Fire Traffic Area

Aviation activity over a going fire can become a frantic and hazardous experience if it is not managed properly. Large fires, having had adequate time to set up the incident command organization, should have established the order of work, drop priorities, radio procedures and airspace control. Key points to remember are the Fire Traffic Area is an initial call at 12 miles and if no communications are established, the aircraft should hold at seven miles.

The most critical situation is during the initial attack phase of an emerging fire when several aircraft arrive over the scene at almost the same time.

All pilots should have received information regarding air or ground contact and radio frequencies with their dispatch instructions. When approaching a fire that is already being worked by other aircraft, the pilot is required to make contact with designated authority over or on the fire. The pilot should receive permission to enter the fire traffic area and proceed with the mission or instructions to hold over a specified location. While the initial contact should be made approximately 12 miles out from the fire, it is good operating practice to monitor the assigned frequency and activity as far out as possible.

In some situations a combination of air activities can be accomplished safely on the same fire. This situation could occur when air tankers and helicopters are needed on opposite sides of the fire. Traffic patterns can be flown well clear of the other activity and good communication must be maintained between all aircraft.

Proper radio procedures and discipline are very important in the fire environment. If pilots are unable to establish contact with the air attack, lead plane, or other aircraft over the incident, they should attempt contact on alternate frequencies or reconfirm the correct frequency with the applicable dispatch office. Air guard may be used to make initial contact and confirm working frequencies only as a last resort. It is primarily to be used as an emergency frequency. **No aircraft is to enter a fire traffic area without establishing radio contact with other aircraft working on the same fire.**

Please see the FTA Profile and FTA Power Point Presentation at:

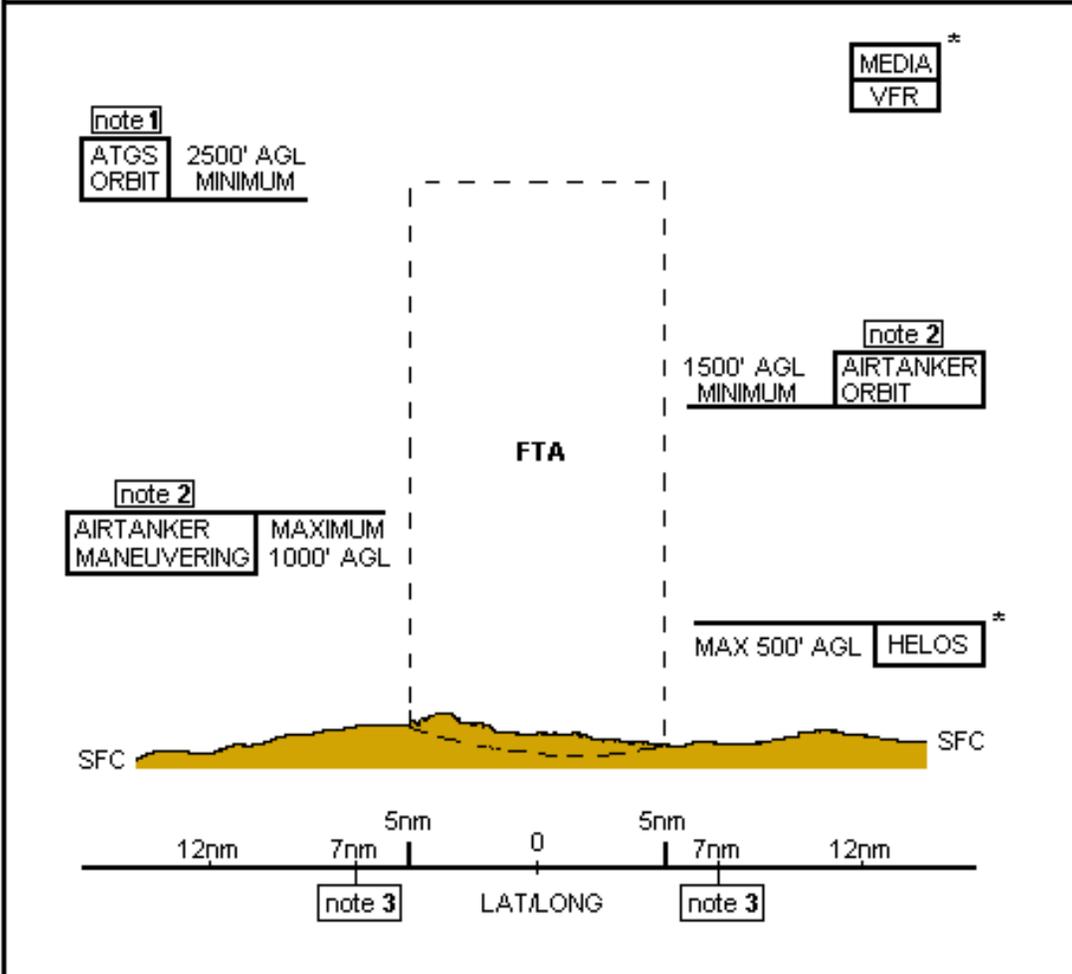
<http://www.blm.gov/nifc/st/en/prog/fire/Aviation/Airspace.html>.

FTA Cards and Posters are available from the NAO. Contact:

Ben Hinkle  
208-387-5184  
ben\_hinkle@nifc.blm.gov

**See profile next page.**

**INITIAL RADIO CONTACT:** 12nm on Assigned Air Tactical Frequency.  
**CLEARANCE IS REQUIRED TO ENTER FTA**  
**NO RADIO CONTACT:** Hold a minimum of 7nm from the incident.  
**NOTE:** Airtanker Maneuvering altitude determines minimum Airtanker and ATGS Orbit altitudes. Assigned altitudes may be higher and will be stated as **MSL**.



- note 1 1000' min. separation between ATGS orbit and Airtanker orbit altitude.
- note 2 500' min. separation between Airtanker Orbit and Maneuvering altitude.
- note 3 On arrival reduce speed to cross 7nm at assigned altitude and 150 KIAS or less.

\* **HELOS** – Fly assigned altitudes and routes.  
 \* **MEDIA** – Maintain VFR separation above highest incident aircraft or position and altitude as assigned by controlling aircraft.

AIR BASE 123.975	AIR GUARD 168.625 TxTone 110.9	AIR to AIR 122.925	NATIONAL FLIGHT FOLLOW 168.650
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## **8.6 Airspace Boundary Plan**

### **8.6.1 Purpose**

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

### **8.6.2 Guidelines and Procedures**

- 8.6.2.1** An imaginary 10 nautical mile wide “neutral air” corridor will center on agency/cooperator boundaries. The “neutral air” for mutual or exchanged initial attack areas or zones will encompass the whole zone plus 5 nautical miles outside the zones boundaries.
- 8.6.2.2** Any agency conducting aerial operations within a corridor or zone will immediately notify the adjoining agency/cooperator of such operations. This is accomplished to and from dispatch offices prior to the commencement of operations and when operations cease. Examples of aerial operations include recon, fire suppression missions, special aviation projects, resource management flights, helicopter logging, etc.
- 8.6.2.3** Agency aircraft will establish contact on the assigned air-to-air frequency. Should contact not be made, the contact air-to-air frequency will be “Air Guard” 168.625 MHz. This frequency will be designated for initial contact and coordination between converging aircraft within corridors and zones only when contact is not otherwise possible. Because this frequency is programmed as the default receiver frequency in all agency and contract aircraft FM radios and is intended for initial contact and emergency purposes only, it is imperative that this frequency not be utilized for tactical or logistical purposes. If Guard is used to establish initial contact, aircraft must switch to an alternate frequency (i.e. the local or incident air-air frequency, etc.).
- 8.6.2.4** When aircraft from two or more adjoining agencies/cooperators are being committed to the same general area of a corridor/zone:
- i.** Considering complexity, dispatch an Air Tactical Group Supervisor (ATGS).
  - ii.** Approaching aircraft will establish air-to-air frequency contact prior to entering the area.
  - iii.** Aircraft rely upon dispatch centers for current relevant information. Therefore, coordination between dispatch centers is critical.

**iv.** The dispatch initiating the flight will notify and coordinate with the adjoining agency/cooperator dispatch.

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

**i.** The approaching aircraft will attempt to establish contact on the assigned frequency, if unsuccessful Guard frequency 168.625 will be utilized.

**ii.** Perform a high-level recon prior to low-level flight.

**iii.** Practice “see and avoid.”

**iv.** The dispatch initiating the flight will notify and coordinate with the adjoining agency/cooperator dispatch.

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

### 8.7 Airspace Boundary Operations Checklist (Example)

(1) Date: \_\_\_\_\_ Time: \_\_\_\_\_ dispatcher: \_\_\_\_\_

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

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

(4) Aircraft Responding:

	Tail #	Departure Point
Air Attack	_____	_____
Lead	_____	_____
Air Tankers	_____	_____
	_____	_____
Helicopters	_____	_____
	_____	_____
	_____	_____

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

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

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

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

**FIRE CENTER**

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

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

## **8.8 National Airspace System during Emergency Security Control of Air Traffic (ESCAT)**

ESCAT may be implemented due to an air defense emergency. ESCAT provides for the most effective use of airspace for defense and defense supported activities in the affected area and is a last resort measure. ESCAT is directed by the North American Aerospace Defense Command (NORAD).

*In addition, a Department of Homeland Security (DHS) threat level system* is used to communicate with public safety officials and the public through a threat-based, color-coded system so that protective measures can be implemented to reduce the likelihood or impact of an attack. The threat level system can place specific geographic regions or industry sectors on a higher alert status, based on specific threat information.

DHS Threat levels may impact day to day operations of the Federal government. The FAA can and does initiate airspace control measures when DHS raises the threat level. Depending on the threat, routing changes or close monitoring may be initiated (This is not the same as ESCAT.)

ESCAT insures that the position of all friendly air traffic is known and can be contacted by radio, if necessary. Controlling and limiting the density of air traffic operating in airspace is critical to the conduct of air defense operations. NORAD and the FAA will direct the extent of security control of aircraft under ESCAT if North America is under attack (e.g. missiles, war, etc). ESCAT allows for complete or partial shut down of the nation's airspace. In this type of situation, fire fighting aircraft would NOT be allowed to fly even if there were ongoing fires.

Appropriate Combatant Commanders, in conjunction with their FAA and TSA Liaisons, will prepare supplements to this ESCAT plan for their area of responsibility. These supplements are to consider the special requirements of organized civil defense and disaster relief flights, agricultural and forest fire flights, border patrol flights and other essential civil air operations so that maximum use of these flights, consistent with air defense requirements, will be made when ESCAT is in effect. Such direction will be issued to the FAA Air Traffic Control Command Center for implementation by the appropriate FAA ARTCC's.

- ESCAT will require that the Department of the Interior verify that their firefighting aircraft are inspected, have vetted crews and that they are secure for flight. This also holds true for state firefighting aircraft.

When activated, airspace control measures could be implemented to allow fire fighting aircraft to operate based on the security event. These are identified in an Emergency Air Traffic Priority List (EATPL). A system of traffic priorities is required to make sure that there is optimum use of airspace consistent with air defense requirements. EATPL is more restrictive program than ESCAT. ESCAT can be invoked without ever implementing EATPL.

EATPL flights have different priority levels dependent on the nature of the aircraft's mission and the airspace in which it needs to fly. High priority flights include support of defense missions while lower priority types of flights may include organized civil defense missions, disaster relief flights, agricultural and forest fire aviation flights.

EATPL flights may require Security Control Authorization (assigned beacon codes, filing of flight plans, etc). EATPL flights are NOT AUTOMATIC and will be decided systematically within the NORAD and FAA response authorities. There may be a “Recovery Desk” initiated within the FAA for the filing of flight plans similar to the Katrina response during 2005. In this case, the firefighting aircraft will be filing their EATPL priority number in their flight plan and could possibly be using pre-assigned beacon codes.

- The Department of the Interior, Aviation Management Directorate has issued FAA recognized Telephony Designators to all Fleet Aircraft (including the 2 BLM operated aircraft).

## **9.0 AVIATION FACILITIES**

### **9.1 Permanent Air Bases**

These facilities are permanent installations and are used on a continuous or seasonal basis for aviation operations, including helibases, retardant bases, and airport facilities. These include aviation facilities on BLM property and facilities on non-BLM land where BLM has primary responsibility for operations, maintenance, and oversight.

The SLFO maintains one permanent air base at Tooele Valley Airport. The BLM leases the property from the Salt Lake Department of Airports. The BLM maintains the facility which consists primarily of house trailers for office space. The helicopter crew operates from this location. In addition, Single Engine Air Tankers have been based at this location.

### **9.2 Construction and Maintenance**

The size and extent of aviation installations shall be commensurate with the expected aircraft use at any given site. Design criteria shall provide for operational safety as well as adequate work/rest environment for aircrew and personnel assigned. Facilities will be constructed and maintained according to the BLM 9400 Manual. Districts and Field Offices are responsible for planning, purchase/lease, construction, maintenance, and utilities relating to aviation facilities.

### **9.3 Safety**

Aviation facilities must comply with safety regulations outlined in DOI manuals, guides, handbooks, and the Occupational Safety and Health Act (OSHA). Building equipment and landing surfaces will be inspected by UAMs annually to identify any maintenance or safety deficiencies. Modifications and repairs are made prior to the operational season.

### **9.4 Temporary Bases**

Temporary bases are sites that are used on a temporary or intermittent basis (i.e., helispots and remote airstrips). Sites not located on BLM land must be pre-approved. Each site should be cataloged as to location, description, local hazards, use procedures, agreements, and contacts. Preseason inspection and maintenance should be completed as necessary to meet agency safety standards.

### **9.5 Security Risk Assessments**

Security risk assessments will be performed on all BLM aviation facilities, temporary bases and airport or other aviation facilities (AAF), using the DOI Field Security Guidelines for General Aviation Airports, available at <http://aviation.blm.gov> under Aviation Security. See Chapter 10, Aviation Security.

## **10.0 AVIATION SECURITY**

### **10.1 Aviation Security**

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

### **10.2 Security Risk Assessments**

Security risk assessments will be performed on all BLM aviation facilities, temporary bases and aviation airport facilities (AAF), using the DOI Field Security Guidelines for General Aviation Airports, available at <http://aviation.blm.gov/> under Aviation Security. [Field Reference Guide for Aviation Security for Airport or other Aviation Facilities \(AAF\) PDF](#) or [Word](#).

An AAF is owned or controlled real property that has been developed or improved for aircraft (landing and takeoff) at which BLM owned or controlled aircraft are regularly or intermittently based.

### **10.3 Department of Interior Security Policy**

- [DOI Aviation Security Policy 352 DM 10](#)
- [BLM HSPD12 Policy](#)
- [Aviation Security Questionnaire](#)
- [Field Reference Guide for Aviation Security for Airport or other Aviation Facilities \(AAF\) PDF](#) or [Word](#)

### **10.4 USFS Security Policy**

[USFS Aviation Security Policy](#)

### **10.5 General Aviation Security Awareness Programs**

The BLM utilizes the [AOPA Airport watch](#) program for Security Awareness.

**(866) GA SECURE (866) 427-3287**

On December 2, 2002, TSA implemented a national toll free hotline that the general aviation (GA) community can use to report any “out-of-the-ordinary” event or activity at GA airports. The hotline is operated by the National Response Center and centralizes reporting to the appropriate local, state and federal agencies.

**Help ensure the security of GA aircraft and airport operations across the country.**

**Call (866) GA SECURE to report any suspicious activity at YOUR airport.**

## Utah BLM Project Aviation Safety Plan

**Project Name:**

**Objective:**

**Justification:**

**Project Date(s):**

**Location:**

**Projected Cost of Aviation Resources:**

**Cost Analysis/Estimate:**

Ferry Time		\$
Flight Time		\$
Service Truck Mileage		\$
Per diem & misc. charges		\$
Total		\$

**Cost Coding:**

**Aircraft:**

**Pilot(s):**

**Participants:**

**Flight Following/Search and Rescue:**

Name	Use	Rx frequency	Tx frequency	Tone
Command	Primary flight following			
National Flight Following	Secondary flight following	168.650	168.650	
Deck	Ground operations			
Air 1	Air to ground			
Air 2	Air to Air			

**Aerial Hazard Analysis:**

**Airspace Coordination:**

**Personal Protective Equipment:**

**Load Calculations and Weight and Balance:**

**Unimproved Landing Sites:**

**Standard Operating Procedures:**

**Pre-Work Meeting and Operational Safety Briefing:**

**Signatures:**

Prepared by: \_\_\_\_\_ Date: \_\_\_\_\_  
Project Manager

Reviewed by: \_\_\_\_\_ Date: \_\_\_\_\_  
Unit Aviation Manager (UAM)

Reviewed by: \_\_\_\_\_ Date: \_\_\_\_\_  
State Aviation Manager (SAM)

Approved by: \_\_\_\_\_ Date: \_\_\_\_\_  
Field Office Manager

Approved by: \_\_\_\_\_ Date: \_\_\_\_\_  
District Manager