

BLM Utah Law Enforcement Aviation Supplement



Version 1.0

2020

BLM Utah Law Enforcement Aviation Supplement

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BLM Utah Law Enforcement Aviation Supplement

This document is a supplement to the [2020 BLM Utah State Aviation Plan](#) and is incorporated by reference as policy for BLM Utah. It will be updated yearly along with the [BLM Utah State Aviation Plan](#). Suggested changes to the document can be sent at any time to the [BLM Utah State Aviation Manager](#).

This document has been designed as an easy to read reference guide for law enforcement officers in the Bureau of Land Management Utah who have the need to utilize aircraft to complete their law enforcement mission.

References are incorporated to include policy from other documents (i.e., [OPM-11](#), [National Aviation Plan](#), etc.). Most of the references are hyperlinked to provide ease of access to the original document.

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Utah BLM – Law Enforcement Aviation Supplement

Introduction

The Bureau of Land Management (BLM) Office of Law Enforcement and Security (OLES) - Region 3 (Nevada and Utah), supports resource management within Utah, and works cooperatively with county, state and other Federal agencies. Due to the nature of law enforcement field operations, lead time for project planning often is not sufficient to meet normal Utah BLM aviation project planning and approval standards as described in the Utah BLM State Aviation Plan. Typically, these situations occur when other agencies enlist cooperator support from BLM OLES and those agencies have full operational control of all aviation resources.

The Department of Interior (DOI), Office of Aviation Services (OAS) has issued [Information Bulletin 13-04](#), dated May 8, 2013 that identifies and clarifies DOI Bureau responsibilities in the implementation of and use of Memoranda of Understanding (MOU) between DOI and various agencies to include: Drug Enforcement Administration (DEA), Department of Defense (DOD) - National Guard, U.S. Coast Guard, and U.S. Customs and Border Protection - Office of Air and Marine (CBP-OAM).

The majority of these MOU's objective was to support joint operations for drug law enforcement. Currently only U.S. Coast Guard and the CBP-OAM have MOU's which contain an operational scope beyond drug enforcement. MOU's with DEA, DOD, and National Guard only support the following drug law enforcement missions:

- Transporting DOI personnel for the purpose of locating and interdicting illicit drug activities
- Transporting contraband in the custody of DOI law enforcement agents from public and tribal lands.
- Training flights to improve coordination and tactical capabilities of/between DOI and National Guard participants
- Aerial surveillance of known or suspected drug activities.

Purpose

The purpose of this document is to enhance the safety of Utah BLM/OLES personnel involved with aviation and to set up operational procedures that improve the efficiency of project planning, approval, and field operations while ensuring compliance with DOI and OLES policy.

The objectives of this supplement are to provide direction for Utah BLM and OLES R-3 employees regarding the law enforcement aviation program and activities. This supplement will serve as the OLES Project Aviation Safety Plan (PASP) in combination with form [9400-1a](#) (or equivalent) for routine low complexity OLES aviation field operations.

This supplement is similar to BLM Fire and Aviation base operating plans (i.e. Helitack, Air Tanker Base) that allow those functions to conduct identified routine field operations without the formal PASP development and approval process. However, in place of the PASP a [9400-1a](#) (or equivalent) must be completed. (See pg. 11)

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Organizations

Management Positions

State Director

The State Director (SD) has overall responsibility for the aviation program, which is delegated to the State Fire Management Officer (SFMO).

Special Agent-in-Charge, BLM OLES Region 3 (Nevada and Utah)

The Special Agent-in-Charge (SAC) has overall responsibility for law enforcement in Utah.

Assistant Special Agent-in-Charge (ASAC), Chief Ranger

The ASAC and Chief Ranger have delegated responsibilities from the SAC. The ASAC is an approving official for Project Aviation Safety Plans in Utah BLM.

State Aviation Manager

The State Aviation Manager (SAM) serves as the focal point for the aviation program and provides technical and management expertise regarding the use of aviation resources.

District Manager

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

Unit Aviation Manager

The Unit Aviation Manager (UAM) serves as the focal point for the district aviation program.

Aviation Position Definitions

Aircrew Members

Aircrew members are classified for BLM aviation operations as those persons who are trained and qualified to perform an active mission function during the flight on an aircraft under BLM operational control. Aircrew members are not classified as passengers. An aircrew member is someone considered essential to ensure the safety and successful outcome of the mission.

Passenger

Any person aboard an aircraft who does not perform the function of a flight crew/pilot or aircrew member. Passengers must receive a briefing by an aircrew member for all special use missions. Additionally, an aircrew member is required to be on board or to attend to the loading and unloading of passengers and cargo at all landings and takeoffs to ensure the safety of the passengers for all special use missions.

Aircraft Manager

The aircraft managers include fixed wing and helicopter personnel who have been trained and qualified to manage aircraft operations. Each manager complies with their appropriate interagency standards document as applicable and is responsible for completing workflow obligations for flight invoices.

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Flight Manager

The flight manager is the government representative who ensures compliance with procurement document requirements and is responsible for coordinating the flight(s).

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Aviation Operations

As a bureau, we are often challenged with working in high-risk and dynamic environments that are not always predictable. It is the responsibility of each employee, cooperator, and contractor to conduct aviation operations that have been planned properly and approved by management. It is important to utilize the correct equipment and properly trained and qualified personnel to minimize risk.

Law Enforcement Operations

LE personnel involved in any aviation operation will adhere to DOI and bureau aviation policy. Local LE personnel who are required to utilize aircraft to support LE operations shall discuss all aspects of the operation with the UAM or SAM, in advance of operations. The UAM will review all LE PASPs and/or 9400-1a (or equivalent) prior to commencing operations. Line officers shall be informed of LE aviation activities within their area of responsibility.

All aircraft ordering must be done through approved personnel. Aviation Managers and Aircraft Dispatchers have the ability to order contract aircraft services through IBC-AQD.

Cooperator aircraft do not fall under this process. All cooperator aircraft are under the operational control of other agencies and are not restricted to DOI regulations for ordering.

BLM Employees on Cooperator Aircraft

Use of Cooperator aircraft and pilots; affiliate, state/local government, military, or other federal agency aircraft by BLM employees may require prior inspection and approval by OAS. This approval will be in the form of a Letter of Approval (LOA) and/or Memorandum of Understanding (MOU). Utilizing a cooperator aircraft that does not have documented approval (i.e. MOU, LOA, etc.) is not authorized.

Utah BLM currently has several MOU's in place. To check the currency of a particular MOU contact the SAM.

Drug Enforcement Administration (DEA) MOU

BLM has an MOU with DEA (last updated 11/20/91). DOI employees may be transported by DEA aircraft under DEA operational control under the following circumstances:

- Employee who are trained and authorized to perform law enforcement duties may be transported in DOI and DEA aircraft during joint law enforcement missions.
- During non-law enforcement activities, employees may be transported in DOI and DEA aircraft when required to complete joint missions. Example: BLM to locate land boundaries or assist in locating areas of marijuana growth, etc.
- Non-law enforcement missions may be accomplished as necessary when approved by DEA and DOI enforcement first line supervisors.

All DEA pilots and crew members must meet or exceed the qualification standards established by DEA. Pilots must have 500 hours in category of aircraft, or the mission request will be refused.

Department of Defense (DoD) MOU

BLM has an MOU with DoD (last updated 6/25/90). DOI employees may be transported by DoD aircraft under DoD operational control for DOI missions intended to detect and interdict illegal drug activities, under the following conditions:

- Transporting DOI law enforcement personnel and essential equipment as approved jointly by the Secretary of Defense (SECDEF) and the Attorney General (AG).

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- Transporting contraband in the custody of DOI law enforcement agents as approved jointly by the SECDEF and the AG.
- Training flights to assist DOI and other law enforcement personnel in preparing for drug enforcement missions as approved jointly by the SECDEF and the AG.
- Aerial reconnaissance of areas of known or suspected drug activities.

All DoD flights with DOI personnel on board require that at minimum one pilot has 500 hours in category of aircraft, or the mission request will be refused. Operational request, as listed above, that require SECDEF and AG approval must be routed through SAC and/or SAM.

Please reference MOU regarding flight time documentation requirements

National Guard (NG) MOU

Currently BLM has multiple MOU with various National Guard (NG) units, by state. DOI employees may be transported by participating NG aircraft for joint missions intended to detect and interdict illegal drug activities, under the following conditions:

- Transporting DOI personnel for the purpose of locating and interdicting illicit drug activities.
- Transporting contraband in custody of DOI law enforcement agents from the public lands.
- Training flights to improve coordination and tactical capabilities of DOI and National Guard participants.
- Aerial surveillance of known or suspected drug activities.

When transporting DOI personnel, the National Guard will assure the Pilot in Command (PIC) has a minimum of 500 hours pilot time experience, or the mission request will be refused.

A list of current NG MOU by state, can be found at: https://www.doi.gov/aviation/library/mou_ng

The following States do not have a NG MOU:

Delaware, Florida, Hawaii, Louisiana, Maryland, Nebraska, New York, Pennsylvania, and Virginia

Please reference MOU for additional considerations it contains, to include; planning requirements, regulations for weapons and ammunition, flight documentation, and more.

The requirement for pilots to have a minimum of 500 hours pilot time experience, as stated in above context, is the responsibility of the participating agency. If there is question regarding this requirement, contact your aviation manager to help confirm compliance.

All agency employees will comply with bureau and DOI aviation policies when conducting missions on board any organization's aircraft, to include those aircraft under the operational control of another organization. These policies include, but are not limited to: approved aircraft and pilot(s), project aviation safety plans, flight following, PPE, and appropriate management approvals. Exceptions are:

- Undercover Law Enforcement missions. (Ref: [351 DM 1.6.D](#))
- PPE exceptions for Law Enforcement Short Haul (Ref: [DOI Law Enforcement Short Haul Policy](#))

Utilizing a cooperator aircraft that does not have documented approval (i.e. MOU, LOA, etc.) is not authorized. Use of these aircraft outside of policy could have serious consequences. If you are not sure if an aircraft is approved, contact your aviation manager for clarification before you fly.

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Exclusive Use Fire Contract Aircraft

Law Enforcement may use BLM exclusive use contracted fire aircraft to conduct missions that are considered to be non-threatening. Concerning the safety of the aircraft, the Pilot has the final authority to determine what is threatening or non-threatening. The use of fire aircraft must be during the exclusive period of contract. The aircraft will not be released from contract for law enforcement missions without prior SAM approval and concurrence of Contracting Officer. Operations conducted by exclusive use Helitack crew will require a PASP and/or [9400-1a](#) (or equivalent) to be completed and signed.

Emergency Exception to Policy

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

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

Flight Following

Flight following is required for all flights. There are several methods by which flight following may be accomplished dependent on the type of flight being taken. PASP's and/or 9400-1a (or equivalent) should include details regarding how flight following will be conducted.

Point-to-Point Flight Following

Point-to-point is defined as a flight that originates at one developed airport or permanent helibase and flies directly to another developed airport or permanent helibase with the sole purpose of transporting personnel or cargo. A point-to-point flight is conducted higher than 500 feet above ground level (AGL). Point-to-point flights will be tracked by a FAA – visual flight rules (VFR) or instrument flight rules (IFR) flight plan. The pilot is responsible for filing the flight plan. A 9400-1a will be utilized to provide dispatch with the appropriate aircraft and pilot information, a passenger manifest, and an estimated time of departure and arrival for all missions under BLM operational control.

Mission Flight Following

Mission flight is defined as any flight other than point-to-point, conducted with the express purpose of performing an agency or resource management related task or tactical job. DOI refers to many such missions as "Special Use." Aircraft and Pilots must be approved for each specific activity prior to use. Agency flight plans are required for mission flights and will be document in PASP and/or on a 9400-1a (or equivalent). Mission flight following is accomplished by flight crews and agency dispatchers using positive two-way communication, via Automated Flight Following (AFF) system, or by agency personnel on the scene of an incident or project where the aircraft is operating. Mission flight following is required for all missions under BLM operational control. Flights that are not under BLM operational control, which are conducted under MOU or LOA, will follow guidelines of the specific authorizing document.

Transportation of Hazardous Materials

Transportation of hazardous materials aboard agency contracted aircraft must meet the requirements set forth in the [NWCG Standards for Aviation Transport of Hazardous Materials](#).

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Small Arms Ammunition

Law Enforcement Officer's may transport small arms ammunition in aircraft that are under the exclusive direction and control of DOI or USFS. Loaded weapons will be transported in aircraft only when the mission dictates their use in flight or soon after landing. Small arms ammunition may be carried on aircraft if contained in original package, box, pack, or manufactured container designed for transporting ammunition. (Manufacture container examples include magazine, belt container designed to hold magazine or clip, etc.)

Defensive Aerosols

Law Enforcement Officer's may carry defensive aerosols in a duty belt or similar protective device in aircraft that are under the exclusive direction and control of DOI or USFS. There is no requirement that hazard communication marking be in place. However, all hazardous materials must be declared to the pilot prior to flight.

Training Requirements

Training in the proper handling of a hazardous material must be completed by each person who loads or unloads hazardous materials on aircraft. The DOI approved training course that meets requirements is A-110 Aviation Transportation of Hazardous Materials. The online course is available on the [Interagency Aviation Training website](#).

Personnel Transport

The following guidelines should be followed when transporting personnel. The Pilot always has the final authority to approve these transports, and must be consulted prior to flight operations.

Transport of Injured Officers

Prior to transporting an officer with serious injuries, all weapons being carried by the injured officer shall be secured by another law enforcement officer.

Transport of Canines

All canines should be either muzzled and restrained or constrained in a secured portable carrier. Canines shall be transported in the rear of the aircraft and be accompanied by a handler. When transporting during LESH operations, follow direction provided in DOI Short Haul Policy.

Transport of Prisoners

When prisoners are transported by aircraft, ensure that the pilot is briefed on the prisoner and extent of crimes. Prisoner must be briefed on aircraft safety and procedures. Search the prisoner for weapons even if the prisoner has been previously searched. Handcuff the prisoner using standard law enforcement policy and procedures. Seat the prisoner next to LEO in rear of aircraft where he has no access to the pilot or controls.

Aerial Recon (Marijuana Spotting) Missions

Law Enforcement Officers may utilize aircraft to support looking for and identifying illegal marijuana grows on Federal lands. Both fixed wing and helicopters may be utilized depending on availability and mission requirements. These missions may fall under the category of "Covert Operations" (see section 5.10). If an officer deems the mission to be "Covert Operations", it must be authorized by Special Agent in Charge (SAC) or Assistant Special Agent in Charge (ASAC) or State Chief Ranger in concurrence with Unit Aviation Manager or State Aviation Manager. DOI Employees, who take part in this mission profile, when it is not categorized as "Covert Operations", must adhere to all applicable DOI Policy.

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BLM Contracted Aircraft

BLM Exclusive use (see section 5.3) or on-call contracted aircraft may be used to conduct recon for the purpose of spotting marijuana. A completed 9400-1a (or equivalent) must be reviewed and approved by UAM (SAM if there are multiple districts involved) prior to flight. Dispatch must be provided with [9400-1a](#) (or equivalent) prior to flight and be briefed with appropriate information to conduct flight following and support operations. A map or detailed description of the general area to be flown must be attached to the [9400-1a](#) (or equivalent). There must be a qualified aircraft manager (appropriate to type aircraft and mission profile) either at departure and destination locations or on board the aircraft during the operation (see section 6.1). All applicable PPE will be worn during flight operations (see section 4.1) in accordance with the [Aviation Life Support Equipment \(ALSE\) Handbook](#).

Cooperator Aircraft

BLM Law Enforcement Officers may fly onboard cooperator aircraft during recon missions for the purpose of spotting marijuana, given that the proper approval is in place (LOA or MOU – see section 3.2). A completed 9400-1a (or equivalent) must be reviewed and approved by UAM (SAM if there are multiple districts involved) prior to flight. Flight following must be conducted using an approved method (see section 3.5). A map or detailed description of the general area to be flown must be attached to the 9400-1a (or equivalent). BLM employees flying on cooperator aircraft during spotting mission is considered to be an aircrew member and must be qualified and current in this position (see section 5.1.3). All applicable PPE will be worn during flight operations (see section 4.1) in accordance with the ALSE Handbook.

Recon missions (above 500') are generally considered to be low risk and routine. However, missions conducted at low level (below 500' AGL) during any point outside of take-offs/landings is considered to be "Special Use." A PASP may be required depending upon the complexity and associated risk of a "Special Use" flight mission. Consult the district UAM for help in determining if a PASP is needed.

Undercover Law Enforcement Operations

BLM employees involved in undercover LE operations are authorized to use unapproved aircraft and pilots during the covert phase of an operation provided the activity is essential to the accomplishment of the mission. Such use must be consistent with the undercover operating policy and practices of BLM law enforcement.

Undercover LE operations involving the use of non-approved aircraft will be reported to SAM upon completion.

Search and Rescue (SAR) Flights

The use of BLM aircraft and aviation personnel for SAR operations are not considered normally planned BLM operations. SAR is typically the responsibility of the Sheriff's Office. BLM does not budget for SAR operations. However, each situation and request is different and will be authorized based on the specific details and need for each event. It is important to obtain approval at the appropriate level prior to using aviation resources for SAR operations.

BLM Exclusive Use Aircraft

Request for BLM aircraft to assist is typically routed through BLM law enforcement officials to the District Manager. Aircraft and crew that have been contracted for exclusive use by the BLM will not be released from their contract for non-agency SAR operations. Law Enforcement Officers (LEO's) should work with Aviation Managers (Unit Aviation Managers and/or State Aviation Manager) to ensure proper procedures and policy is followed.

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Sheriff Office / State Aircraft

On occasion BLM Law Enforcement may be requested to support SAR operations using cooperator or private aircraft. BLM employees must not fly on a non-approved aircraft. BLM LEO's should stay within the scope of policy, MOU's, and/or LOA's (example: DOI has an MOU with the Utah National Guard which allows LEO's to fly on NG aircraft. **Utah BLM maintains 2 Cooperator Approvals with Grand and San Juan Counties specifically for SAR. Supervisory approval and notification is required before missions can be undertaken.**

Federal employees who are involved in an event in which there clearly exists an imminent threat to human life, and there is insufficient time to utilize approved methods, may deviate from policy to the extent necessary to preserve life. (ref. [NAP 5.6](#) and [350 DM 1.3.B](#))

New Program Requests

Aviation is a dynamic environment in which technology and best practices are continually evolving. There may be an opportunity to improve efficiency, safety, or other aspects of operations by starting a new program or participating in an existing program for the first time.

Participation in Existing Program

Prior to joining operations where complex aviation programs are being utilized, it is important that proper approval and training is received. If you desire to participate in an existing aviation program (i.e. Short Haul, Rappel, Fast Rope, Hoist, etc.), you must have supervisor approval to forward the request through ASAC or SAM to appropriate decision authority. Depending on the amount of risk involved with the program, the State Director and/or R-3 SAC may need to approve participation. Participating in activities without prior consent may place you outside the scope of your employment and could create potential for accident or injury.

New Program

Starting a new program consists of identifying the need and developing a proposal. Work with the ASAC or Chief Ranger to develop the proposal. All new program proposals will be reviewed by Utah BLM SAM, who will give guidance in routing proposal for consideration to the appropriate management levels.

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Aviation Safety

The BLM Aviation Safety program is modeled after the aviation industry and FAA Safety Management Systems (SMS). Each BLM employee and contractor involved with aviation has the responsibility to plan missions thoroughly, conduct missions with a conservative attitude, and respect for the aircraft and environment in which the missions operate. Both employees and contractors have the responsibility to speak up when unsafe operations are observed.

Aviation Life Support Equipment (ALSE)

All personnel engaged in aviation activities must wear appropriate Personal Protective Equipment (PPE), depending on the mission. The [ALSE Handbook](#) is policy and must be followed unless a waiver is authorized. All waivers will be in writing, specific, and signed by authorized authority.

Point to Point Operations

Flights which are conducted between developed airports, are considered to be point to point operations. These flights must not contain any deviation in flight route or special pilot skills. Point to point flights should remain 500' Above Ground Level (AGL) during all phases of flight outside of take-off and landing.

- All Helicopter flights will follow ALSE requirements of "Special Use Operations" (see 4.1.2)
- Fixed Wing operations which are considered Point to Point do not require any ALSE

Special Use Operations

Operations which do not fall under point-to-point flight and are typically conducted less than 500' AGL are considered to be "Special Use" operations. Flight crewmembers and aircrew members engaged in special use activities are required to wear the following ALSE unless exempted (see 4.1.3).

- Flight helmet
- Fire-resistant clothing
- Fire –resistant flight gloves. All leather gloves are and approved substitution for fire- fighter and non-flight crewmember and aircrew members
- Leather or approved non-leather boot

If possibility exists that a planned flight will deviate from above 500' AGL to below 500' AGL, the above PPE should be worn (unless otherwise exempted or waived).

Exceptions/Waivers

For exceptions to ALSE Policy exist (ref. [ALSE Handbook](#) 1.5.A).

- Personal protective equipment (PPE) is not required, but is recommended, for flights conducted entirely (less takeoff and landing) above 500 feet AGL in airplanes, such as resource recon, fire recon, and air tactical use.

If a Bureau identifies an ALSE requirement that presents a concern affecting employee safety or security, then DOI Bureau Directors have discretionary authority to grant a waiver. This authority may be exercised by the Bureau Director or by written delegation at a lower authority level. Bureau Directors may exercise this authority by providing a copy of the waiver and any written delegation to OAS Aviation Safety and Evaluations Division and appropriate OAS Regional Director. Waivers will specify safety or security concern, the requirement being waived, the duration and dates of waiver, risk mitigations in lieu of the prescribed ALSE and supporting rationale. Deviations from PPE require approval through

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exceptions as listed in this document or written request to ASAC which includes risk evaluation and identified mitigations. ASAC will forward waiver requests to the SAM for proper routing.

Some exceptions are authorized through approval of policy in a Guide, Handbook, or similar document. An example of this is the Law Enforcement Short Haul Policy where exceptions to standard PPE are described (see 4.1.4).

DOI Law Enforcement Shorthaul (LESH) PPE Exceptions

During LESH operations, DOI LEO shall wear personal protective equipment (PPE) as specified in [DOI LESH Policy](#) – Chapter 3. No other exceptions shall be permitted.

For flights other than the tactical extraction of LEO, DOI personnel will wear aviation life support equipment as specified above in Special Use Operations (see 4.1.2).

For flights involving tactical extraction of 5 miles or less, LEO may wear either approved tactical LESH ALSE as defined below or may wear the ALSE specified above in Special Use Operations (see 4.1.2).

Exceptions to DOI ALSE as specified in [DOI LESH Policy](#) – Chapter 3 are as follows:

Helmet

LEO shall wear a subdued color tactical helmet meeting Union International Alpine Association (UIAA) or “CE” standards, or Kevlar ballistic helmet with four-point suspension or approved aviator’s helmet while being transported externally via [DOI LESH Policy](#).

Eye Protection

LEO will wear agency-approved goggles or glasses meeting mil spec or American National Standards Institute (ANSI) spec protection requirements over the eyes with a retainer strap in place during all flight operations while wearing other-than-approved aviator helmets.

Personal Protective Clothing

Due to the increased safety concerns of LEO once they have been inserted into the law enforcement situation, they are granted a waiver to the policy of wearing Nomex-type fire resistant clothing, while engaged in training for and conducting ground tactical law enforcement operations. All outer clothing should be made of 100% natural fibers, such as 100% cotton military-style tactical uniforms; however, due to the short service life, limited utility and difficulty of procurement, cotton/polyester blend uniforms are permitted. Undergarments of natural fiber (i.e., 100% cotton, 100% wool, etc.) are preferred. Moisture-wicking/skin-temperature-reducing synthetic undergarments may be worn by LEO operating in environments where heat stress to the officers is expected.

Gloves

LEO’s being short hauled are at a reduced risk from post-crash thermal injuries and, simultaneously, must maintain the dexterity to fire their weapons if the tactical situation dictates. Therefore, LEO may, at their discretion, wear Nomex flight gloves or any glove made of 100% natural materials, to include fingerless-style gloves.

Boots

Military flight-approved leather/cordura nylon combination boots may be worn by LEO and other onsite LESH LEO.

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LEO shall be advised prior to the commencement of each LESH operation of the increased danger to them in the event of an accident if they are not wearing a full complement of aviation life support equipment (ALSE) per the [DOI ALSE Handbook](#) as listed in Special Use Operations (see 4.1.2)

These exceptions are specific to the activity as described in the document and do not give permission to deviate from ALSE requirements in any other situation.

Project Planning

All Law Enforcement flights require project planning prior to implementation. The level of planning and approval depends on complexity, scale of the project, and level of associated risk.

Project Aviation Safety Plan (PASP)

A PASP is required prior to all Law Enforcement aviation flights. The size and detail of the PASP should be proportionate with the complexity of the project. For templates and guidance on completing a PASP, contact the UAM on the district that the flight will occur. The following components must be included in the plan:

- Project name/Objectives/Supervision
- Justification
- Project date and location
- Projected cost of aviation resources and funding code(s)
- Desired aircraft, make/model, pilot skills (Included if available and/or specific N# and pilot to be noted on [9400-1a](#))
- Communication Plan, Flight following and emergency search and rescue
- Flight routes/areas and altitudes
- Hazard identification (e.g., weather, takeoff or landing weights, landing areas, wire hazards, etc.)
- Wire Strike Prevention ([352DM1.9.D](#))
- Flight Environment Considerations: Bureau projects often dictate that flights be conducted in close proximity to the ground where wires are prevalent
- Risk Assessment/Hazard Maps: To reduce wire strike potential, it is critical that a risk assessment be conducted prior to all low level flights. A low level flight hazard map must be constructed for the local operational area. All preplanned low level flights require a thorough map reconnaissance of the route to be flown
- Description of take-off and landing areas
- Pre-flight briefings/After Action Reviews
- Participants: List individuals involved in flights, their qualifications (HMGB, Aircrew Member, Passenger, etc.) dates of last aviation training and include individual's project responsibilities
- Aircraft and equipment approval
- Airspace Coordination and aerial hazard identification
- Risk assessment utilizing the SMS worksheets as appropriate
- Personal protective clothing/equipment (if required)

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- Load calculations and/or weight and balance information requirements
- Unit Aviation Managers review and signature (within 12 months if reoccurring project)
- Project Lead Supervisor's and line officer's approval signature (within 12 months if reoccurring project) Aircraft Flight Request Form (9400-1a)

Low complexity single day projects may utilize the [9400- 1a](#) (or equivalent) form in place of a formal PASP. This form will document the necessary components of an aviation safety plan. When using this form as a stand-alone document, both front and back pages must be completed and a signature from an authorized manager is required.

Additionally, the [9400-1a](#) (or equivalent) form may be used in conjunction with a PASP for projects that occur periodically over a season or fiscal year. In this situation a PASP is prepared and approved to cover all similar flights in a given time period. The [9400-1a](#) (or equivalent) form will be required for each periodic flight associated with that one time PASP. When using the form in conjunction with a PASP only the front page must be completed and no additional signatures are required. The approval of the [9400-1a](#) in this case would be at the UAM level, with a courtesy copy provided to the SAM.

All low complexity "Special Use" flights will require a line officer signature on the [9400-1a](#) (or equivalent). Exception to this is when the [9400-1a](#) (or equivalent) is used to support a PASP that has already been approved and signed by a line officer.

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Aviation Training

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

Interagency Aviation Training (IAT)

The Office of Aviation Services (OAS) is responsible for all DOI aviation training. Training is conducted and managed through the use of the [Interagency Aviation Training website](#). All aviation users and their supervisors should have an account on this system. Required training for employees is based on aviation roles and is as follows:

Supervisor

DOI personnel that supervise employees who use aircraft to accomplish bureau programs must complete aviation training. It is the responsibility of the supervisor to ensure that employees who use aircraft are doing so in a safe and appropriate manner. Supervisors must attend the following training and maintain currency per DOI Policy ([OPM-04](#)):

- M-3 Aviation Management for Supervisors (every 3 years)
- A-200 Mishap Review (every 3 years)

Passenger

Any person aboard an aircraft who does not perform the function of a flight crew/pilot or aircrew member. Passengers are not required to take any training prior to taking flight. However, every passenger must receive a safety briefing from the pilot or designated aircrew member. Additionally, an aircrew member must be present to load and unload passengers from the aircraft at each departure/destination location.

Aircrew Member/Hazmat

Employee working in and around aircraft and is essential to ensuring the safety and successful outcome of the mission. Aircrew Members must complete the following training and maintain currency per DOI Policy ([OPM-04](#)):

- A-100 Basic Aviation Safety (every 3 years)
- A-200 Mishap Review (every 3 years)
- A-110 Aviation Transportation of HAZMAT (every 3 years)
- A-116 General Awareness Security Training (one time only)

Fixed Wing Flight Manager

Government representative who works jointly with the pilot-in-command and aircrew members to ensure safe, efficient flight management on point-to-point flights. Fixed Wing Flight Managers must complete the following training and maintain currency per DOI Policy ([OPM-04](#)):

- A-100 Basic Aviation Safety (every 3 years)
- A-109 Aviation Radio Use (one time only)
- A-110 Aviation Transportation of HAZMAT (if applicable, every 3 years)

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- A-112 Mission Planning and Flight Request Process (every 3 years)
- A-116 General Awareness Security Training (one time only)
- A-200 Mishap Review (every 3 years)

1.1.1 Fixed Wing Flight Manager (Special Use)

Government representative who works jointly with the pilot-in-command and aircrew members to ensure safe, efficient flight management of missions other than point-to-point flying: i.e., reconnaissance below 500' AGL, aerial photo, or any other special use mission. Fixed wing flight manager (special use) must complete the following training and maintain currency per DOI Policy ([OPM-04](#)):

- A-100 Basic Aviation Safety (every 3 years).
- A-109 Aviation Radio Use (one time only).
- A-110 Aviation Transportation of HAZMAT (if applicable, every 3 years).
- A-112 Mission Planning and Flight Request Process (every 3 years).
- A-115 Automated Flight Following (one time only).
- A-116 General Awareness Security Training (one time only).
- A-200 Mishap Review (every 3 years).
- A-204 Aircraft Capabilities and Limitations (one time only).
- A-205 Risk Management I (one time only).
- A-218 Aircraft Pre-use Inspection (one time only).
- A-302 Personal Responsibility and Liability (one time only).
- A-303 Human Factors in Aviation (one time only).
- A-310 Overview of Crew Resource Management (one time only).

1.1.2 Helicopter Flight Manager

Government representative who supervises missions such as transport of personnel from one developed heliport/airport to another developed heliport/airport, low- and high-level reconnaissance, and landings or takeoffs at unimproved landing sites. Helicopter flight manager must complete the following training and maintain currency per DOI Policy ([OPM-04](#)):

- A-100 Basic Aviation Safety (every 3 years)
- A-109 Aviation Radio Use (one time only)
- A-110 Aviation Transportation of HAZMAT (if applicable, every 3 years)
- A-112 Mission Planning and Flight Request Process (one time only)
- A-115 Automated Flight Following (one time only)
- A-116 General Awareness Security Training (one time only)
- A-200 Mishap Review (every 3 years)
- A-204 Aircraft Capabilities and Limitations (one time only)

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- A-205 Risk Management I (one time only)
- A-209 Helicopter Operations (one time only)

Individuals holding a current qualification under IQCS are also qualified to perform equivalent non-fire aviation positions under IAT guidelines. (See next section)

NWCG Aviation Training

Fire and Aviation training is conducted under the authority of the National Wildfire Coordination Group (NWCG) and is tracked in the Incident Qualification and Certification System (IQCS). Many aviation qualifications under this system are recognized as equivalent training and qualification to DOI IAT requirements. For a complete list of equivalent qualifications and training, you can reference those in the Interagency Aviation Training Guide under the position and training crosswalk matrixes.

Helicopter Crewmember

Helicopter Crewmembers work in conjunction with the Pilot-in-command to ensure safe and efficient operations. Training for this position requires attendance in S-271 Helicopter Crewmember training. Qualification requires that a Position Task Book be completed under the supervision of a qualified Helicopter Crewmember. This position is equivalent to the following IAT positions:

- Aircrew Member

Helicopter Manager

Helicopter Managers work in conjunction with the Pilot-in-command to ensure safe and efficient operations. This position is also instrumental in representing the Government's best interest in contract compliance and administrative areas (i.e. payment documentation, daily diaries, etc.). Training for this position requires attendance in S-372 Helicopter Manager training. Qualification requires that a Position Task Book be completed under the supervision of a qualified Helicopter Manager. This position is equivalent to the following IAT positions:

- Aircrew Member
- Fixed Wing Flight Manager
- Helicopter Flight Manager
- Resource Helicopter Manager

Helicopter Crewmembers or Helicopter Managers that do not have fixed wing experience/qualifications must take A-100 in addition to maintaining IQCS qualification when involved with fixed wing aircraft.

Additional Aviation Training

In addition to standard IAT or NWCG training to meet qualifications, there are additional trainings required to participate in some special use helicopter missions. The training listed below is in addition to required training to work in and around aircraft (i.e. A-100, S-271, etc.)

Law Enforcement Shorthaul

BLM LEO's participation in Law Enforcement Short Haul missions in Utah are limited to coordinated missions with C.E.R.T. for Marijuana Eradication. All LEO's will complete training per the requirements in [DOI Law Enforcement Short Haul Policy \(version 1.7, 2011\)](#).

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External Load Operations

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

- All personnel involved in hover hook ups must complete S-271 and A-219 units 1-6
- All personnel involved in long line work must be a qualified aircrew member and complete A-219 units 1-4 and unit 6.
- Documentation, for non-fire personnel, indicating the completion of the required training to perform external load work shall be maintained on the [Interagency Aviation Training website](#).
- [OPM-04](#) does not require any recurrent training for A-219, and thus bureau employees will not need any further external load training. However, the skills associated with external load operations are perishable. Law enforcement personnel who wish to participate in external load operations should strive to maintain proficiency or otherwise not participate without supervision.

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Appendices

Appendix 1: Aviation Mission Planning Document

Helicopter Missions

Mission	Requirement				
		P.P.E.	Flight Following	Approval Document	Additional Documentation
	National Guard Drug Mission	Yes	Yes	MOU (current)	*Report Flight Hours
	National Guard Non-Drug Mission	Yes	Yes	LOA *** 9400-1a ****	*Report Flight Hours
	BLM/USFS Contract	Yes	Yes	Contract 9400-1a ****	Payment Documentation
	DEA/CBP Drug Mission	Yes	Yes	MOU (current) 9400-1a ****	*Report Flight Hours
	DEA/CBP Non-Drug Mission	Yes	Yes	MOU (current) 9400-1a ****	*Report Flight Hours
	DOD Drug Mission	Yes	Yes	MOU (current) 9400-1a ****	*Report Flight Hours
	Short Haul (w/ CERT)	Yes Per LESH Policy	Yes	DOI LESH Policy PASP	*Report Flight Hours
	State Police or Sheriff's Office	Yes	No	**Life Threatening	SAFECOM

***Report flight hours to UAM or SAM upon completion of associated flights**

****In case of life threatening emergency where LEO is essential to the successful outcome of the mission**

*****National Guard non-drug mission is outside DOI MOU and requires specific Letter of Authorization**

****** Does complexity require a formal PASP?**

Fixed Wing Missions

Mission	Requirement				
		P.P.E.	Flight Following	Approval Document	Additional Documentation
	BLM/USFS contract Above 500'	No <i>But Recommended</i>	Yes	Contract 9400-1a	Payment Documentation
	BLM/USFS contract Below 500'	Yes	Yes	Contract PASP	Payment Documentation
	CBP Drug Mission Above 500'	No <i>But Recommended</i>	Yes	MOU (current) 9400-1a	*Report Flight Hours
	CBP Drug Mission Below 500'	Yes	Yes	MOU (current) PASP	*Report Flight Hours
	Other Cooperator Aircraft Above 500'	No <i>But Recommended</i>	Yes	LOA 9400-1a	*Report Flight Hours
	Other Cooperator Aircraft Below 500'	Yes	Yes	LOA PASP	*Report Flight Hours

***Report flight hours to UAM or SAM upon completion of associated flights Contact Unit Aviation Manager or State Aviation Manager to clarify any questions**

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Appendix 2: Aviation Memorandums of Understanding and Cooperator Letters of Agreements

The following MOU's are in place and current. Please keep in mind when using an MOU that the scope of the document may be specific to one particular mission profile. In these cases, the MOU does not cover flights operated outside of the identified scope.

To check on the currency of these MOU's please contact the State Aviation Manager or visit the [OAS Aviation MOU Library](#)

DEA/DOJ – [MOU between DOI and DEA for joint law enforcement and non-law enforcement missions.](#)

DOD – [MOU between DOI and DOD for drug interdiction and eradication related missions.](#)

UTNG – [MOU between DOI and Utah National Guard for drug interdiction related missions.](#)

CBP/OAM – [MOU between DOI and DHS, U.S. Customs and Border Protection, Office of Air and Marine.](#)

USCG – [MOU between DOI and DHS, U.S. Coast Guard, Office of Aviation Forces.](#)

In addition, Utah BLM maintains a separate Cooperator Letter of Approval with the Utah Army National Guard. Please contact the [State Aviation Manager](#) for a copy.

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Appendix 3: Reference Material

[BLM Aviation Website](https://www.nifc.gov/aviation/av_BLMaviation.html): https://www.nifc.gov/aviation/av_BLMaviation.html

[Office of Aviation Services Website](https://www.doi.gov/aviation/): <https://www.doi.gov/aviation/>

[BLM National Aviation Plan](https://www.nifc.gov/aviation/BLMlibrary/NAP.pdf): <https://www.nifc.gov/aviation/BLMlibrary/NAP.pdf>

[Utah BLM State Aviation Plan](https://www.nifc.gov/aviation/BLMlibrary/UT_AP.pdf): https://www.nifc.gov/aviation/BLMlibrary/UT_AP.pdf

[OAS Information Bulletin 13-04](https://www.doi.gov/sites/doi.gov/files/migrated/aviation/library/upload/IB_2013-04.pdf):

https://www.doi.gov/sites/doi.gov/files/migrated/aviation/library/upload/IB_2013-04.pdf

[9400-1a Flight Request/Schedule](https://www.nifc.gov/aviation/BLMadmin/AFR9400-1a.pdf): <https://www.nifc.gov/aviation/BLMadmin/AFR9400-1a.pdf>

[351 DM 1 Aviation Operations](https://www.doi.gov/sites/doi.gov/files/uploads/351dm1.pdf): <https://www.doi.gov/sites/doi.gov/files/uploads/351dm1.pdf>

[DOI Law Enforcement Shorthaul Policy](https://www.iat.gov/help/guides/DOI_Law_Enforcement_Short_Haul_Policy_2011_01.pdf):

https://www.iat.gov/help/guides/DOI_Law_Enforcement_Short_Haul_Policy_2011_01.pdf

[NWCG Standards for Aviation Transportation of Hazardous Materials](https://www.nwccg.gov/sites/default/files/publications/pms513.pdf):

<https://www.nwccg.gov/sites/default/files/publications/pms513.pdf>

[Aviation Life Support Equipment Handbook](https://www.doi.gov/sites/doi.gov/files/uploads/interagency_alse_handbook_v2.8.pdf):

https://www.doi.gov/sites/doi.gov/files/uploads/interagency_alse_handbook_v2.8.pdf

[352 DM 1 Aviation Safety](https://www.doi.gov/sites/doi.gov/files/uploads/352dm1.pdf): <https://www.doi.gov/sites/doi.gov/files/uploads/352dm1.pdf>

[OAS OPM-04 Aviation User Training Program](https://www.doi.gov/sites/doi.gov/files/uploads/opm-04.pdf): <https://www.doi.gov/sites/doi.gov/files/uploads/opm-04.pdf>