

2022 USDI Bureau of Land Management National Aviation Plan and Oregon / Washington State Supplement



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U.S. Department of the Interior
Bureau of Land Management

2022 National Aviation Plan

BLM Fire and Aviation
National Aviation Office



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1.0 Aviation Plan

1.1 Purpose

The purpose of the Bureau of Land Management (BLM) National Aviation Plan (NAP) is to describe National Aviation Office (NAO) leader's intent, authority, role and responsibilities, program objectives, and to provide strategic and operational guidance to each organizational level. The NAO identified the need for a cohesive national aviation management plan that will allow all state, district/field offices, and aviation users to easily acquire the necessary information and policy to manage the BLM aviation program. Each organizational level plan provides the detailed operational procedures pertinent to their organization. This plan is supplemental and does not replace the policy as described in the Departmental Manual or the [BLM Manual 9400 – Aviation Management](#).

1.0.1 BLM Oregon/Washington Supplement

The purpose of the BLM Oregon/ Washington (OR/WA) State Aviation Plan (SAP) is to provide the nine districts with a uniform set of policies, procedures, guidance, and business practices that promote safe, efficient, and economic use of aircraft in support of land management objectives. This plan is inserted into the BLM NAP as a supplement as a second tier to reduce redundant language and provide more specific guidance and direction. Unit Aviation Managers/Unit Aviation Officers (UAM/UAO) are encouraged to insert their district/unit or zone aviation plan as a third tier into this combined national and SAP. A district/unit level aviation plan developed and maintained as a stand-alone document is an acceptable alternative to the three-tiered format. A district/unit level aviation plan should describe how national and state aviation policy is implemented at the field level. See Section 3.3 for additional details on the required contents.

1.0.2 District Supplement

1.2 Mission Statement

The NAO is responsible for supporting BLM through an active and professional aviation organization that:

- Develops and coordinates effective aviation policy and management processes.
- Provides guidance for aviation programmatic and operational risk management.
- Leads aviation safety assurance and promotion programs.
- Provides aircraft acquisition support as specified by BLM management objectives.
- Develops and promotes a skilled aviation management workforce.

1.2.1 BLM Oregon/Washington Supplement

The BLM OR/WA State Office (SO) is aligned with the mission of the NAP stated above. The SO provides aviation program leadership to BLM districts in Oregon and Washington with the intent to enhance safety, assist the field to develop efficient processes, and encourage cooperation with federal and state partner agencies.

1.2.2 District Supplement

1.3 Aviation Program Objectives

The BLM aviation program provides the aviation tools to meet public expectation for efficient and safe management of the National System of Public Lands. Aviation management balances mission

goals, environmental considerations, available funding, and safety of involved personnel.

Safety: The priority in all BLM aviation missions is the safety of employees, contractors, cooperators, and the public.

- Risk management as part of Safety Management Systems (SMS) will be integral in all aviation missions and programs.
- Aviation personnel are empowered and expected to manage the risks of aviation operations and make reasonable and prudent decisions to accomplish the mission.
- Aviation personnel must take every opportunity to plan missions thoroughly, in respect to the aircraft and environment in which they operate.
- Individuals will be held accountable for their decisions, which should be based on policy, principles, risk management, training, experience, and the given situation.
- The Bureau is committed to ensuring our workplaces are free of recognized hazards. Prior to conducting any mission, all risks will be mitigated to the lowest acceptable level possible.

Professionalism: BLM personnel performing aviation functions must be service oriented and meet all qualification requirements of the Departmental and Bureau manuals, handbooks, and guides.

Diversity: Individual development, employee wellness and workforce diversity will be emphasized at all levels of the BLM aviation program.

Innovation: Management at all levels is responsible for enhancing the aviation program with a commitment to aviation safety and operational efficiency.

1.3.1 BLM Oregon/Washington Supplement

In addition to the roles and responsibilities identified in the NAP, state and district/unit level aviation program managers should strive to achieve the following objectives:

- Provide leadership, direction, service, and support to promote safe, cost-effective interagency coordination and cooperation.
- Create a learning environment for aviation personnel and encourage open communication with line managers/officers.
- Strive towards zero aircraft incidents/accidents and a reduction in the occurrences of mishaps by focusing attention on human factors and the application of sound risk management practices.
- Promote effective interagency working relations in a service first organizational structure that values mission over agency.
- Maintain and promote aviation currency in accordance with OPM-4.

1.4.2 District Supplement

1.4 National Fire Aircraft Management Strategy

Aviation resources are one of several tools available to accomplish land management objectives. The proper utilization of aircraft in support of resource management programs serve as a force multiplier when dealing with issues of time, remoteness, terrain, large areas, and distances. Fire suppression aviation resources will be mobilized at the earliest opportunity when new starts are detected to maximize the effectiveness of initial attack resources.

This national strategy will:

- Optimize overall aviation capability.

- Apply effective management controls to suppression costs.
- Ensure 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.

The BLM national fire aircraft fleet composition is based in part on the National Interagency Aviation Council (NIAC) Aviation Strategy document. Current and out-year appropriations ultimately influence overall year to year fleet configuration. Any changes in aircraft type or capability must be either supported and approved by the Assistant Director of the BLM Fire and Aviation Directorate (FA-100) or reflected in this document. Baseline numbers of aircraft, by category, are derived in part from either the Interagency Aviation Strategy approved by the Fire Executive Council (FEC) and NWCG in 2008 or will be based on the new 2022 BLM Aviation Strategic Plan as adopted. Changes to the BLM fire aircraft fleet shall be determined and approved by the Division Chief, Aviation in coordination with the Assistant Director of Fire and Aviation. If budget constraints dictate a reduction in core aviation assets, these reductions will be absorbed primarily in categories that have the most elastic, On Call component and/or that do not impact aerial delivered firefighter capabilities such as SEAT's, Scooper's, ATGS's, and Utility Aircraft. When planning tools or strategic plans indicate an increase in aircraft numbers, aircraft will be attained through CWN/On-Call procurement and hosted in locations that are best suited to logistically support both the aircraft and personnel associated.

To maximize effectiveness and efficiency, aviation resources should be centrally controlled, and operations must be locally executed. National strategy considers all BLM fire aircraft and assigns personnel to be national resources available for immediate assignment to areas of greatest national need, regardless of their status in the National Dispatching System.

The BLM national aircraft management strategy is predicated on the NAO providing oversight to all BLM fire aircraft acquisition, coordination, and allocation of aircraft between states. To the extent possible, BLM will acquire aircraft that provide the best performance, capacity, speed, technology, and safety features that are available and affordable. Government ownership, long- term contracts, multiple-aircraft contracts, sharing of contracts and innovative procurement methods will be explored to achieve economies whenever possible. The NAO will modify contract terms (designated base, MAP, etc.) as required to ensure maximum utilization and effectiveness of firefighting aircraft.

The NAO coordinates with State Fire Management Officers (SFMO) and their staff on aircraft needs, availability, and re-positioning.

The NAO facilitates aircraft pre-positioning with funding charge codes. During fire season, BLM exclusive use aircraft will be activated and mobilized to meet BLM's fire needs to the extent possible. Once authorized and acquired, all BLM fire exclusive use aircraft, other nationally funded aircraft (i.e., On-call/CWN contract task orders) and severity funded aviation resources will be considered national resources subject to pre-positioning by SFMOs within their states, and by the national office on a national basis. This includes aviation personnel such as single engine airtanker (SEAT) managers and Air Tactical Group Supervisors (ATGS). The NAO will coordinate with SFMOs and State Aviation Managers (SAM) prior to any aircraft movements. Supplemental fire aircraft acquisition will be in accordance with BLM NAP 3.10.

Aircraft need and staffing is very dynamic during the wildland fire season. Each aviation facility that hosts wildland fire assets should evaluate minimum staffing and maximum aircraft capacity to meet aircraft surge. The district/unit aviation plan should provide details identifying aircraft capacity, staffing and as a minimum reference appropriate NWCG aviation standards. The plan should include proper turn down protocol and be readily available for employees at each identified facility.

1.4.1 BLM Oregon/Washington Supplement

In the BLM OR/WA, we recognize the national aviation plans and policies regarding aviation assets utilized as national resources. The SO highly recommends and encourages district fire and aviation managers pre-position aviation resources where needed and share them with neighboring units and agencies as appropriate via established mobilization procedures. Assignment of exclusive use (EU) aircraft outside of the BLM OR/WA for extended attack fire or non-fire projects requires notification to the BLM SFMO. The Northwest Coordination Center (NWCC) will in-turn assess current draw-down levels, anticipated resource requirements, and coordinate the movement of aircraft between agency units accordingly.

1.4.2 District Supplement

1.5 Authority

This plan fulfills the Departmental Manual (DM) requirements outlined in [350 DM 1, Appendix 3](#), and [BLM Manual 9400.3](#) Directives. This plan has been developed to provide policy standardization for all BLM aviation programs.

1.6 Policy

BLM aviation management and operations will be conducted within policies contained in the Federal Aviation Regulations, DOI [350-354 Departmental Manuals](#), Operational Procedures Memorandums (OPM) and Handbooks (HB), and [BLM Manual 9400](#). In addition, the current version of the following Handbooks, Plans and Guides constitute BLM Aviation policy as specified in the [BLM Manual 9400](#).

Exemptions/Waivers: Exemptions/waivers to Federal Aviation Regulations and DOI regulations must be requested in writing to the BLM Aviation Division Chief. Final approval will reside at the OAS Director level (reference [350 DM 1.10](#)). The following are standing waivers that have been granted and remain in place as overarching policy will not be changed:

- Waiver for Exemption from 351 DM 1, [Aviation Life Support Equipment Handbook](#), granted by BLM Director, Office of Fire and Aviation to BLM State Director, Alaska on 05/23/97. This waiver is approved only for Alaska and allows special use mission operations personnel to wear rubber boots as necessary.
- Waiver for Exemption from 351 DM 1, [Aviation Life Support Equipment Handbook](#), granted by BLM Director, Office of Fire and Aviation on 05/06/98 waiving the requirement for flight helmets in all multi-engine airplanes for special use, lead plane and smokejumper operations.
- Waiver to 351 DM 1.9B(1) granted by OAS Director to BLM/BIA on 02/14/14. This waiver authorizes the applicable SEAT and Fire Boss contracts to specify that flight time will begin when the aircraft begins to taxi to the runway with the intent to take off.

1.6.1 Handbooks

- [Aerial Capture, Eradication and Tagging of Animals Handbook](#) (ACETA)
- [Aviation Life Support Equipment Handbook](#) (ALSE)
- [BLM Wild Horse & Burro Aviation Management Handbook](#) (WH&B)
- [Law Enforcement Short-Haul Policy](#)
- [Military Use Handbook](#)

1.6.2 Plans

- BLM National Aviation Plan
- BLM State Aviation Plans,
- BLM District/Unit Aviation Plans

1.6.3 Guides/Standards

- [NWCG Standards for Aerial Ignition](#) (PMS 501)
- [NWCG Standards for Aerial Supervision \(PMS 505\)](#)
- [NWCG Standards for Airspace Coordination](#) (PMS 520)
- [NWCG Standards for Airtanker Base Operations](#) (PMS 508)
- [NWCG Standards for Helicopter Operations](#) (NSHO PMS 510)
- [NWCG Standards for Water Scooping Operations](#) (PMS 518)
- [Interagency Smokejumper Pilots Operations Guide](#) (ISPOG)
- [Interagency Standards for Fire and Fire Aviation Operations](#) (Redbook)
- [Interagency Aviation Training Guide](#) (IAT)
- [Interagency Standards for Fire Unmanned Aircraft Systems Operations](#) (PMS 515)
- [NWCG Standards for Aviation Transport of Hazardous Materials](#) (PMS 513)
- [NWCG Standards for Aviation Risk Management](#) (PMS 530)

1.6.4 BLM Oregon/Washington Supplement

Service first units which have integrated the U.S. Forest Service (USFS) and BLM aviation programs will additionally comply with the USFS 5700 aviation policy and the current USFS National and Regional Aviation Safety and Management Plans. The following supplemental guides apply to aviation management and operations in OR/WA:

- Pacific Northwest (PNW) Interagency Mobilization Guide,
- PNW Aviation Frequency Guide.

1.6.5 District Supplement

2.0 Aviation Management Organizations

2.1 Department of the Interior (DOI)

Office of Aviation Services (OAS): The OAS is responsible for Departmental functions related to aircraft services. The OAS provides service offerings that include aviation safety services, aviation technical services, fleet management, fleet property accountability, aviation user training services, and flight scheduling and coordination services (reference 350 DM 1 for a complete list of functions and responsibilities). <https://www.doi.gov/aviation/>

Interior Business Center (IBC) Acquisition Services Directorate (AQD): The Aviation Acquisition Services Directorate provides department-wide centralized contracting for aviation flight services for DOI and DOI customers. Other acquisition management activities include property accountability and small purchase service in support of OAS and Bureau operations including DOI fleet aircraft. <https://www.doi.gov/aviation/aqd>

2.2 National Aviation Groups/Committees

Executive Aviation Board (EAB): The EAB is responsible for the DOI aviation program. The Board provides executive oversight and performance accountability and assures that Department-wide strategies and initiatives are developed collaboratively and implemented consistently. Additionally, the Board provides final review and approval of policy, when needed. The EAB is chartered under the direction of the Assistant Secretary for Policy, Management and Budget. The EAB has authority over all aviation related boards/committees/groups within the Department. The BLM permanent member of the EAB is the Bureau Deputy Director.

Executive Aviation Committee (EAC): The EAC is chartered under the direction of the EAB. The Committee follows guidance and directives from the EAB and ensures full collaboration among members to ensure that EAB and Department objectives are met. The EAC also provides Bureau and Department level aviation program performance measurement metrics to the EAB. The EAC is responsible for establishing a Bureau Aviation Managers working group to be the primary surrogate of the Committee to engage in all DOI aviation related issues at the operational Bureau level. The BLM permanent member of the EAC is the Assistant Director, Fire and Aviation.

Executive Aviation Sub-Committee (EAS): The EAS is an advisory group for the EAC. The BLM representative to the EAS is the Division Chief, Aviation.

National Wildfire Coordinating Group (NWCG): The purpose of NWCG is to coordinate programs of the participating wildfire management agencies to avoid wasteful duplication and to provide a means of constructively working together. Its goal is to provide more effective execution of each agency's fire management program. The group provides a formalized system to agree upon standards of training, equipment, qualifications, and other operational functions. Agreed upon policies, standards, and procedures are implemented directly through regular agency channels.

- **Membership:** NWCG is made up of the United States Department of Agriculture (USDA) Forest Service; four DOI agencies: BLM, National Park Service (NPS), Bureau of Indian Affairs (BIA), and the Fish and Wildlife Service (FWS); the National Association of State Foresters and the Intertribal Timber Council. Membership is limited to one individual organization representative, except the Forest Service will be represented by two representatives – one from fire and aviation management and one from fire research. <https://www.nwcg.gov/>

National Interagency Aviation Committee (NIAC): The Committee is established to serve as a body of resident aviation experts, assisting NWCG with realizing opportunities for enhanced safety, effectiveness, and efficiency in aviation related operations, procedures, programs, and coordination. NIAC is chartered under the Equipment and Technology Branch of NWCG.

- Membership: Committee membership will reflect a mix of people who are knowledgeable in the subject area and who are from NWCG member agencies and organizations, including representation from OAS.
<https://www.nwcg.gov/committees/national-interagency-aviation-committee>

NIAC Sub Committees:

- [Interagency Aerial Supervision Subcommittee \(IASS\)](#)
 - ATGS Cadre
 - Lead plane Cadre
 - ASM Cadre
- [Interagency Airspace Subcommittee \(IASC\)](#)
- [Interagency Airtanker Base Operations Subcommittee \(IABS\)](#)
- [Interagency Airtanker Board \(IAB\)](#)
- [Interagency Fire UAS Subcommittee \(IFUAS\)](#)
- [Interagency Aviation Training Subcommittee \(IATS\)](#)
- [Interagency SEAT Board](#)
- [Aviation Risk Management Subcommittee \(ARMS\)](#)
- [Smokejumper Aircraft Screening and Evaluation Subcommittee \(SASES\)](#)
- [Interagency Helicopter Screening and Evaluation Subcommittee \(IHSES\)](#)
- [Interagency Aviation Strategic Plan Subcommittee](#)
- [Interagency Helicopter Operations Subcommittee \(IHOpS\)](#)
 - [Aerial Capture Eradication and Tagging Animals Unit \(ACETA\)](#)
 - [Interagency Aerial Ignition Unit](#)
 - [NWCG Standards for Helicopter Operations](#)
 - [Interagency Helicopter Rappel Unit](#)
 - Rappel Equipment Subunit
 - [Helicopter Short-Haul Unit](#)
- [Interagency Water Scooper Subcommittee \(IWSS\)](#)

BLM Aviation Management Group (AMG): AMG is chartered under the BLM Fire Leadership Team (FLT) to provide BLM leadership and expertise in all areas of aviation management. The AMG will promote aviation safety, standardization, and efficiency in support of fire management and non-fire activities and provide representation in the development of aviation policy, acquisition plans and operational procedures.

- Membership: BLM; NAO program managers, State Aviation Managers, Liaison from Fire Operations (FA-300) and FLT.

BLM Air Attack Committee: The BLM Air Attack Committee is formed under the authority of the AMG with the concurrence of the BLM FLT to provide national leadership in all areas of BLM air attack operations. Promote and coordinate safe, effective, and efficient fire operations to accomplish Bureau of Land Management (BLM) fire management objectives. This will be done in collaboration with the AMG in coordination with the BLM National Air Attack Program Manager.

- Membership: The AMG designee (Co-Chair), The BLM National Air Attack Program Manager, one liaison from the Fire Operations Group (FOG), one voting representative

each from those states with exclusive use air attack aircraft (ID, CO, MT, NV, OR, UT, AK).

BLM Airbase Committee: The Airbase Committee (ABC) is formed under the authority of the AMG with the concurrence of the BLM Fire Leadership Team (FLT). The Airbase Committees mission is to provide BLM leadership expertise in all areas of air base facilities and operations. Promote aviation safety, standardization, and efficiency in air base operations. Recommend opportunities for improvement in review and standardization of air base facilities. This will be done in collaboration with the AMG.

Membership:

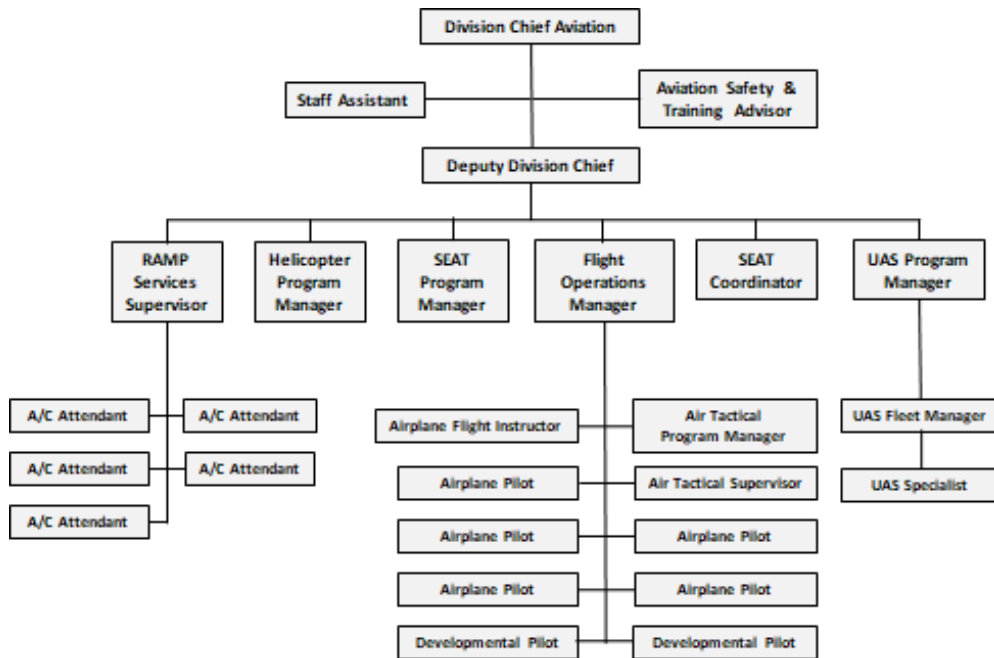
- AMG representative (Co-Chair)
- One voting member from states with permanent BLM fixed wing air bases; AK, AZ, CA, CO, ID, MT, NM, NV, OR/WA, UT, WY.
- NIFC Ramp Representative
- Fire Chemicals Program Lead (FA-500)

BLM Helitack Committee: Chartered under the Fire Operations Group (FOG): The Helitack Committees mission is to provide national leadership in all areas of BLM Helitack operations. Promote and coordinate safe, effective, and efficient fire operations to accomplish Bureau of Land Management (BLM) fire management objectives. This will be done in collaboration with and under the direction of the BLM Fire Operations Group in coordination with the BLM National Helicopter Program Manager and AMG.

2.3 Bureau of Land Management (BLM)

BLM Director: The Director is responsible for the aviation management program. This responsibility is exercised through the Assistant Director for Fire and Aviation (FA-100).

Assistant Director, Fire and Aviation (FA-100): This position is responsible for aviation policy and program oversight. This responsibility is delegated and accomplished through the Division Chief, Aviation (FA-500).



2.4 National Aviation Office - NAO (FA-500) (reference BLM NAP Appendix 1 for the NAO Staff contact information)

Division Chief, Aviation (FA-500): This position serves as principal aviation advisor to the Assistant Director for the BLM Fire and Aviation Directorate (FA-100), and other staff, BLM state offices, and Departmental aviation programs. This position supervises the Deputy Division Chief, Staff Assistant and Aviation Safety & Training Advisor.

- Identifies and develops Bureau aviation policies and procedures, as well as standardized technical specifications for aviation missions for incorporation into the directives system.
- Coordinates aviation-related activities and services between the Washington Office (WO), and states with other wildland firefighting, regulatory, investigative, and military agencies.
- Represents the BLM at interagency meetings, on interagency committees developing government-wide aviation policies, requirements, procedures, and reports, at aviation industry meetings and conventions.
- Plans and conducts technical and managerial analyses relating to the identification of aviation organization and resources appropriate for agency use, cost-effectiveness of aviation, other specialized missions, aircraft acquisition requirements, equipment developmental needs, and related areas.
- Provides oversight of aircraft acquisition and fleet management, contract administration, aviation operations, aviation safety, security and risk management, reviews, and evaluations of state aviation programs.

Deputy Division Chief, Aviation: This position serves as the Deputy to the Division Chief and has responsibility for direction of all phases of the Aviation Division’s program of work. This position supervises and provides program guidance and technical direction to the Flight

Operations Manager, Helicopter Program Manager, SEAT Program Manager, SEAT Coordinator, UAS Program Manager, and Ramp Services Supervisor.

- Develops the BLM National Aviation Plan.
- Prioritizes and coordinates national allocation/reallocation of BLM fire aircraft.
- Manages the BLM NAO Operations, Labor, and fire exclusive use contract budgets.
- Coordinates contracting and cooperators aircraft requests with AQD/OAS.
- Reviews states aircraft severity and preposition funding requests; coordinates with BLM Fire Operations.
- Serves as the standing Co-Chair of the AMG Committee.
- Serves as the aviation liaison to the Fire Operations Group.

Flight Operations Manager: This position provides oversight and supervision for the Aerial Supervision Module (ASM) and Smokejumper programs and standardization of all BLM flight operations.

- Serves on the Interagency Aerial Supervision Subcommittee (IASS) and lead plane cadre.
- May function as a qualified pilot.
- Develops guidance for BLM aircraft and pilot standards.
- Develops and coordinates ASM and Smokejumper operational procedures, training, and certification.
- Provides guidance on light and medium fixed-wing aircraft operations and standards.
- Primary point of contact for management of BLM Fleet (WCF) aircraft.
- Assigns BLM representative on the Smokejumper Aircraft Screening Equipment and Evaluation Subcommittee (SASES) and Interagency Smokejumper Pilots Operation Guide Steering Committee.
- Coordinates primary relief for the Fleet Smokejumper aircraft.
- Supervisor for the Air Attack Program Manager, Pilots and Development Pilots located within FA-500.

Aviation Safety & Training Advisor: This position provides leadership and technical expertise for aviation safety management systems, risk management and accident prevention programs. Has oversight of aviation training for BLM, providing training/certification guidance (curriculum, course materials, and instruction) for BLM fire and resource management aviation personnel.

- Serves as the BLM investigation team member and/or liaison to National Transportation Safety Board (NTSB) and OAS accident investigation teams.
- Oversees the BLM SAFECOM System and Management Roles.
- Compiles BLM aviation safety statistics and analysis.
- Serves on accident review boards.
- Develops and/or coordinates aviation training in support of BLM aviation programs.
- Serves as a member of the Interagency Aviation Training Subcommittee (IATS).
- Serves as a member of the Interagency Aviation Risk Management Subcommittee (ARMS)
- Coordinates the development of web-based training for both vendor and government communities.
- Manages Aviation Leadership Development Initiative (ALDI) supported by the NAO.
- Primary point of contact for OAS Aviation Program Evaluations.

Helicopter Program Manager: This position provides oversight of the BLM helicopter program.

- Reviews requests for exclusive use contracted helicopters, and coordinates with AQD, OAS and State Aviation Managers.
- Develops and establishes agency helicopter operational standards.
- Develops helicopter position requirements and training.

- Conducts site visits, reviews, and inspections.
- Serves as a member of the Interagency Helicopter Operations Subcommittee (IHOpS), Interagency Helicopter Screening and Evaluation Subcommittee (IHSES) and BLM Helitack Committee.
- Coordinates movement of BLM EU helicopters from AK to L-48 and L-48 to AK.
- NAO point of contact for End Product Contracts that potentially have an aviation component.

Single Engine Airtanker (SEAT) Program Manager: This position provides oversight and guidance to the SEAT and Scooper programs.

- Develops and coordinates requirements and training for the SEAT program.
- Assists in development and review of contract specifications for National SEAT and Fire Boss On-call contracts.
- Performs site visits and inspections of SEAT operating bases.
- Develops contract specifications in coordination with both AQD and industry representatives.
- Chair of the Interagency SEAT Board.
- Serves as BLM representative to the Interagency Airtanker Board.
- Develops the SEAT Operations Section of the NWCG Standards for Airtanker Base Operations.
- Coordinates with the BLM State Aviation Managers on SEAT contract activation and allocation of aircraft.
- Functions as national liaison with State SEAT programs.
- BLM advisor to the Interagency Airtanker Base Subcommittee (IABS).
- BLM national lead for fire chemicals development and implementation. Maintains and updates fire chemicals policy, plans and direction. National COR for fire chemical contracts, BPAs, and EERAs. Wildland Fire Chemicals Systems interagency technical contact and DOI liaison. DOI (except BIA) representative on the Fire Chemicals Subcommittee. Organizes and conducts national level training in fire chemical application and use.

SEAT Coordinator (SECO): This position is responsible for coordinating the allocation and reallocation of SEATs nationwide, management and oversight of the BLM fire chemical program and is the primary focal point for BLM airbase standardization.

- Advises the NMAC and the NICC of the status, location, and utilization of Federal and State contracted SEATs throughout the nation.
- Makes best value determinations when hiring aircraft to meet field requirements.
- Primary subject matter expert on fire retardants/suppressants and responsible for overseeing the Bureau fire chemicals program.
- Provides leadership for the use of fire chemicals by developing and implementing procedures to assure safe, environmentally appropriate, and effective retardant and suppressant operations.
- Functions as the Bureau representative on the Interagency Fire Chemical Board.
- Works in coordination with the US Forest Service as the BLM's Contract Officer Representative (COR) on the long-term retardant contract.
- Provides technical expertise and assistance to BLM fire and aviation management for development of policy, guidance and direction regarding the establishment, management, and utilization of airbases.
- Coordinates with subject matter experts in the fields of environmental compliance, airfield design and aviation experts to assess current conditions of Bureau airbases to establish a baseline understanding of the scope and nature of existing issues.

- Establishes standards that ensure Bureau airbase compliance with all Federal and State requirements while creating and implementing best management practices.
- Serves as the National Office representative to the BLM Airbase Subcommittee

UAS Program Manager: This position provides national guidance and standardization for BLM UAS programs.

- Serves as the national point of contact for BLM UAS Program.
- Identifies and develops program need, growth, and capacity commensurate with evolution of UAS.
Communicates, coordinates, and collaborates with aviation leadership on UAS initiatives, standards, and performance expectations.
- Provides programmatic strategy and oversight to the development of UAS projects/missions.
- Coordinates the BLM national UAS training programs in conjunction with interagency partners.
- Provides BLM input to the [NWCG Standards for Fire Unmanned Aircraft Systems Operations \(PMS 515\)](#).
- Serves as a member of the Interagency Fire Unmanned Aircraft Systems Subcommittee.

UAS Fleet Manager

- Coordinates the acquisition of agency owned/operated UAS in conjunction with SAMs and OAS/AQD.
- Evaluates, develops, and reviews exclusive use and on-call UAS contract specifications; coordinates with AQD, OAS and State Aviation Managers.
- Maintains an inventory of BLM owned UAS.
- Manages systems and payloads including maintenance, warranty, and repair.

UAS Specialist: This position supports the UAS Program Manager in the implementation of the BLM UAS program.

- Supports Bureau programs in the planning and execution of incident and resource UAS projects; reviews and approves project plans which require UAS.
- Observes and monitors field applications of UAS to ensure compliance with Bureau policy. This will require field assignments to wildland fire suppression or resource management activities.
- Conducts fire UAS operations as a UAS Pilot (UASP), UAS Module Leader (UASL) or UAS Manager (UASM).
- Conducts non-fire UAS projects as required.
- Completes missions/projects safely, effectively, and efficiently in accordance with mission/project goals and objectives.
- Develops Project Aviation Safety plans (PASP) to support national, state, and local UAS projects/missions. These plans are developed and implemented in accordance with DOI and BLM policy.
- Develops and evaluates sensor and data collection/processing equipment/techniques.
- Develops UAS training curriculum to support Bureau aviation programs.
- Coordinates and leads the presentation of UAS training programs in accordance with FAA, DOI, and BLM policy.
- Maintains a roster of qualified BLM UAS personnel.
- Develops and leads reporting, data collection, geospatial program.

- Coordinates with AQD, OAS and State Aviation Managers.

Air Attack Program Manager: This position provides national guidance and standardization for the BLM Air Attack program.

- Develops and reviews exclusive use and on-call Air Attack contracts specifications, coordinates with AQD, OAS and State Aviation Managers.
- Coordinates the BLM national ATGS training program (S-378, CRM, and associated flight training) in conjunction with interagency partners.
- Develops, coordinates, and implements strategic and tactical utilization of air attack aircraft, and associated personnel in conjunction with State Aviation Managers, Geographic Area Coordination groups, and interagency partners.
- Provides BLM direction for the [NWCG Standards for Aerial Supervision](#) and relevant policy/operations documents.
- Coordinates with Geographic Area Coordinating groups regarding the activities of the ATGS Cadre and the BLM Air Attack Committee.
- Serves as a qualified ASM/ATGS Instructor/Final Evaluator and coordinates staffing for the BLM national ATGS training platform.
- Serves as a member of the Interagency Aerial Supervision Subcommittee (IASS).
- Maintains a list of qualified BLM ATGS Instructors, and ATGS Final Evaluator personnel.

Air Tactical Supervisors (AITS): These positions serve as Air Tactical Supervisors on Aerial Supervision Modules.

- Develop and review ASM procedures, make recommendations to the Aerial Supervision Program Manager.
- Instruct NWCG S-378 ATGS and AITS courses and mentor trainee ATGS and AITS personnel.
- Serve as subject matter experts (SME) for aerial supervision, airspace coordination, SEAT and airtanker operations.

Air Tactical Pilots (ATP): These positions serve as ASM and/or Lead plane (LPIL) pilots.

- Serve as a contract project inspector for the BLM contracted ASM planes.
- Serve as an SME for aerial supervision, airspace coordination, SEAT and airtanker operations.
- Develop and review ASM/Lead plane procedures, make recommendations.
- Provides aircraft and mission training for tactical resources as assigned.

Smokejumper Pilots: These positions serve as smokejumper pilots.

- Serve as an SME for smokejumper pilot operations, smokejumper operations and back country airstrip operations.
- Develop and review smokejumper pilot procedures and make recommendations.
- Provides aircraft and mission training for tactical resources as assigned.

Aviation Staff Assistant: This position provides a full range of administrative support to the national aviation staff.

- Prepares and approves travel authorizations and vouchers, processes payroll, monitors budget reports and credit card statements to ensure expenditures are correctly made.
- Works with the Financial and Business Management System (FBMS) to create purchase requisitions for interagency agreements, contracts, and requisitions.
- Prepares all formal office correspondence, including memorandums, Instruction Memorandums, and Information Bulletins.
- Coordinates meetings and conferences for local and national-level events.

Ramp Services Supervisor (FA-510): This position oversees and directs aircraft ramp operations providing ground aviation management and ground support services to based and transient aircraft, air crews, transient personnel, and cargo on the NIFC Aircraft Ramp.

- Ensures compliance with FAA, OSHA, EPA, BLM, OAS and airport aviation and security regulations.
- Develops the NIFC Ramp Services Operation Plan
- Manages interagency flight helmet repair service through the NFES for participating agencies and cooperators.

Assistant Aviation Management Specialist/Pilot: This position is developmental and provides the incumbent with the skills and background to compete for vacancies at the State and National levels, GS-12 and above. This position works under the guidance of national program managers as assigned but is supervised by the Flight Operations Manager.

- Provides assistance to program managers within the National Aviation Office.
- Serves as a Developmental Pilot functioning as a Pilot Trainee and Pilot-In-Command of single and multi-engine reciprocating and turbine powered airplanes under visual and instrument flight rules.

2.4 BLM State/District/Field Office Organizations

State Directors, District/Field Manager: Aviation responsibilities are outlined in [350 DM 1 Appendix 4](#).

- State Directors are responsible for all aviation activities within their respective jurisdiction.
- Each state will assign a State Aviation Manager (SAM). The SAM position provides oversight of the state aviation program and support to the state/district/field offices on all aviation matters.
- District/Field Managers are responsible for all aviation activities within their respective jurisdictions.
- Each District/Field Manager will assign a Unit Aviation Manager (UAM) to provide oversight and staff assistance on all aviation matters.
- District/Field Managers are responsible for review and approval of Project Aviation Safety Plans, when required, for aviation activities within their respective jurisdictions.

State Fire Management Officer (SFMO): The SFMO is responsible for providing oversight and approval of the acquisition and use of BLM fire aircraft within their state.

- Provides state strategic direction and guidance.
- Has the authority to prioritize the allocation, reallocation, pre-positioning and movement of all fire aircraft assigned to the BLM within their state.
- Coordinates with Districts/Units, Geographical Area Coordination Centers (GACC), and NAO to maximize the utilization of Exclusive Use aircraft assigned to their state.
- Ensure all state assigned aerial resources are managed to maximize initial attack effectiveness.

State Aviation Manager (SAM): The SAM serves as the principal aviation professional for the State Director and is responsible for providing aviation program management, oversight, and support to district/field office aviation operations within the state. The SAM has functional responsibility in the following areas and should have a delegation of authority for each area of responsibility:

- Develops and implements the state aviation management plan and establishes aircraft safety and accident prevention measures.
- Reviews all Project Aviation Safety Plans (PASP) with a Final Risk Rating of “High” prior to implementation.

- 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 for potential appointment as Alternate CORs (ACOR) and assigns Project Inspectors (PI) for all BLM exclusive use aviation contracts in their state.
- Authorized to order aircraft and ensures all aircraft ordering and dispatching occurs via a dispatch office.
- Provides aviation training support to the state office, field/district offices, and other cooperative agencies.
- Provides statewide statistical analysis and [A-126](#) reporting.
- Coordinates with the NAO specialists regarding aviation issues.
- Coordinates with other interagency partners on regional and state levels.
- Is a member of a geographic area(s) coordinating group aviation committee.
- Establishes an "Aviation Point of Contact" or designates an acting SAM when needed. Ensures that acting SAM meet all training requirements and any state requirement for delegation (reference BLM NAP Appendix 8).
- Reviews all potential End Product contracts that could conceivably utilize aircraft (reference BLM NAP 3.9).
- Collects annual BLM aviation statistics for the state to include all fire and resource flight hours and associated costs. Desired delivery to the NAO by November 1st annually. <https://www.nifc.gov/about-us/our-partners/blm/aviation/administration>
- Reference the [NWCG Standards for Airspace Coordination](#) (Chapter 2, Roles and Responsibilities) for specific airspace coordination responsibilities.
- Reviews request for UAS projects to ensure agency compliance.

Zone/District Fire Management Officer (FMO): This position is responsible for hosting, staffing, 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.
- Ensure that all BLM Exclusive Use aircraft and affected Airbases assigned to their unit are staffed for seven-day coverage throughout the contract period barring adverse weather conditions and callback provisions.
- Ensure status of all BLM fire aircraft (On-Call and Exclusive Use) assigned to their unit is reported each day to the GACC as either "Committed" or "Available". Aircraft will not be designated as available "local only".
- When directed by the state office, will mobilize BLM fire aircraft, and assigned personnel as requested.
- Ensure BLM fire aircraft and aircrews are ready for assignments off-unit.
- Ensure that when dispatched off-unit, assigned aircraft managers and aircrew will accompany the aircraft to provide appropriate staffing.
- Delegates or performs the function of the UAM when this position is not assigned.

Unit Aviation Manager (UAM): Field offices (district/center/zones) must designate a UAM, either full time or collateral duty, to provide program oversight at the local level. Some units may utilize Service First or similar agreements with interagency partners to fulfill the UAM duties (Unit Aviation Officer (UAO) or Forest Aviation Officer (FAO)). The UAM is the principal local aviation professional and is responsible for managing and supporting the aviation program for the unit. The UAM has functional responsibility in the following areas and should have a delegation of authority for each area of responsibility:

- Ensures district/unit flight compliance with DOI/BLM/state and district policies and regulations.
- Confirms that a qualified flight manager is assigned to all flights as required.
- Ensures that visiting aircrews, pilots and incident management teams receive a Unit aviation briefing.
- Develops and implements the District/Unit aviation management plan (Interagency aviation management plans if applicable), as well as specific operating plans for other aviation programs (helitack, SEAT, airbase, and air tactical).
- Ensure the unit aviation plan identifies aviation base(s) maximum aircraft capacity and minimum staffing levels to operate safely and efficiently. Shall also include turn down protocol.
- May serve as the ACOR or PI on BLM exclusive use aircraft.
- Interagency Aviation Manager may also function as a COR for USFS contracts.
- Authorized to order approved aircraft utilizing agency procurement documents and processes. See NAP 3.8.3 for DOI On-Call and USFS Type 1 and Type 2 helicopter CWN and NAP 3.8.4 for DOI Aircraft Rental Agreement.
- Assists in development, review and briefing the appropriate level of signatory authority for PAsPs per BLM NAP 4.3.2
- Ensures that the local dispatch center's airspace coordination procedures, with the military airspace schedulers, are current and that coordination with military airspace schedulers is completed for all flights.
- Identifies unit flight hazards and coordinates the creation and annual updating of flight hazard map products (reference [Interagency Standards for Fire and Fire Aviation Operations](#), Chapter 16, [NSHO](#) Chapter 3).
- Reviews unit SAFECOM reports and facilitates corrective actions.
- Ensure units' Aviation Mishap Response Guide and Checklist is updated in accordance with NAP 5.12, and functional.
- Facilitates, tracks unit aviation training, and coordinates with unit training manager and SAM.
- Conducts reviews and inspections of aviation facilities, aircrews, and field operations.
- Coordinates arrangements for land use agreements/leases of aviation operations facilities.
- Ensures Aviation Security Plan is current and implemented.
- Collects and compiles aviation activity statistics and makes reports. <https://www.nifc.gov/about-us/our-partners/blm/aviation/administration>
- Coordinates with SAM on all Senior Executive Service (SES) flights and use of cooperator aircraft.
- Coordinates with SAM on any aircraft flight service contracting needs.
- Designates an acting UAM when needed. Ensures that acting UAM meets all training requirements (reference BLM NAP Appendix 8).
- Coordinates with SAM on all potential End Product contracts that could conceivably utilize aircraft.
- Reference the [NWCG Standards for Airspace Coordination](#) (Chapter 2, Roles and Responsibilities) for specific responsibilities.
- Reviews request for UAS projects to ensure agency compliance.
- If a Storm Water Prevention Pollution Plan (SWPPP) is in place at their facilities, UAMs will ensure that the SWPPP is current and being followed by BLM personnel.
- Ensures that procedures are in place so that in the event of an aviation mishap or accident involving aircraft, UAM/SAM is notified in a timely manner.

First Line Supervisors of BLM Pilots: Duties for this position are outlined in [350 DM 1 Appendix 3](#). Duties include:

- Maintain aviation supervisory currency in accordance with [OPM-4](#).
- Ensure employee pilots meet training requirements set forth by the Bureau as well as those outlined by [351 DM 3](#) and [OPM-22](#).
- Ensure employee pilots maintain personal documentation of required training.
- Maintain an employee pilot training file.
- Pilot training records documentation will be submitted to the Alaska SAM for BLM Alaska pilots and to the BLM NAO for all other BLM employee pilots by May 15 annually.

BLM Pilot – Fleet (2101, 2181 position series) & Incidental/Dual Function: The pilot is in command of the aircraft and has ultimate responsibility, under both Federal Aviation Administration (FAA) and DOI policy, for the safety of the aircraft and personnel onboard. Other responsibilities include the following:

- Duties outlined in [350 DM 1 Appendix 3](#).
- Meet training requirements set forth by the BLM as well as those outlined by [351 DM 3](#) and [OPM-22](#).
- Maintain personal documentation of required training.
- Submit training records documentation to immediate supervisor by May 1 annually.
- Comply with all requirements of [351 DM 3](#) and any other applicable policy, including pilot qualification carding for authorized missions.
- Incidental/Dual Function pilots must have a letter of authorization issued by the BLM state office in coordination with the NAO. The letter describes the pilots' duties and restrictions to include any special use requirements (reference [351 DM 3.2C](#)).
- Operates the aircraft in accordance with applicable federal aviation regulations (FAR) and DOI/BLM guides, policy, and procedures, and within aircraft contract specifications.
- Develops, activates, and closes FAA or agency flight plans.
- Wears and uses personal protective equipment as required (reference [Aviation Life Support Equipment Handbook](#) (ALSE) and applicable operations Handbooks).
- Conducts mission planning, performs a thorough pre-flight inspection of the aircraft, and briefs all passengers in accordance with [351 DM 1.5](#).
- Does not deviate from flight plan or mission profiles unless agency authorization is received or as directed by air traffic control.
- Completes all flight records (OAS-AURM or [AMD-23](#)), completes OAS procedures as authorized.
- Works with OAS maintenance and helps to arrange for aircraft maintenance as needed.

2.5.1 BLM Oregon/Washington Supplement: State/District/Field Office Organizations

The BLM OR/WA State Director has overall responsibility for the BLM OR/WA aviation program which is delegated to the BLM OR/WA SFMO. The SFMO delegates the daily duties and responsibilities of managing the aviation program to the BLM OR/WA SAM. There is delegated written authority to act in the absence of the SAM when needed and vice versa.

State Aviation Manager: The following duties are supplemental to the list found in the BLM NAP:

- Maintains currency as an Intermediate-level Interagency Aviation Trainer (IAT) per the standards in OPM-4. The current SAM serves as a designated evaluator for IAT instructor trainees on behalf of the training division of OAS and the BLM National Aviation Safety and Training Program Manager.
- Functions as BLM representative on the Pacific Northwest Wildfire Coordinating Group (PNWCG) Aviation Committee along with aviation managers from four other federal agencies and two State agencies. The Pacific Northwest Coordination Group Aviation Working Committee (PNWCG-AWTC) provides interagency management, coordination, and oversight for fire-related aviation programs and aviation safety.

- Serves as the point of contact for aviation policy and planning, training, Airspace Coordination, and Unmanned Aircraft Systems (UAS) policy.
- Participates as the SO representative on the PNW Interagency UAO Working Group (UAOWG).

UAM/Unit Aviation Officer (UAO):

This position is commonly referred to as an UAO instead of UAM here in the PNW region. Each BLM district in OR/WA has identified and designated UAM or UAO who is responsible for the oversight of all aviation activities conducted under BLM operational control on his/her respective district/unit(s). The specific authority and responsibilities of each UAM/UAO is specified in a letter of delegation signed by the district manager. In the case for interagency service first UAO a delegation from BLM District Manager and USFS Forest Supervisor to manage an interagency aviation program.

Each district/unit is required to have a specific aviation management plan, and have it updated, reviewed, and approved annually. Unit aviation plans should be submitted to the SAM for review by May 1st each year to be finalized/signed by a line officer, i.e., district manager by June 1st each year. The list of required contents for a district/unit aviation plan is found in Section 3.3 below.

On those districts that host BLM EU aircraft contract(s) (currently Burns, Vale, and Lakeview), the UAM/UAO serves as and has been delegated the responsibility to function as the Contracting Officer's Representative (COR), with written authorization by a DOI-AQD Contracting Officer.

The UAM/UAO on each district is responsible for reviewing all Project Aviation Safety Plans/Mission Aviation Safety Plans (PASP/MASP) and any end-product contract solicitations that may potentially utilize aircraft prior to being opened for bids. The SAM shall then review the PASP/MASP or any contract solicitation before it is approved. See Sections 3.8 and 3.9 below for more information on contract administration responsibilities. See Section 5.1 Operations, for a more detailed description of the district aviation programs in OR/WA.

2.5.2 District Supplement

2.5 Aviation Positions

Aircrew Members: Personnel (not pilot/passenger) that are required to be on board the aircraft to perform an active mission function during a flight to ensure the successful outcome of the mission. For public aircraft operations, an aircrew member is also defined as a "qualified non-crewmember" (see definition for qualified non-crewmember below). For position equivalency Reference OPM-04 One-Way NWCG Position to IAT Training Position Crosswalk. Aircrew Members include, but are not limited to:

- Designated observers - Spotters
- Personnel conducting surveys or mapping
- Photo/video operators
- Loadmasters and flight attendants

Aircraft Dispatcher: Dispatch personnel trained in aviation mission operations, policies, and procedures who receive process and place orders for aircraft, provide flight following and other aviation support services. Duties include:

- Confirms that a BLM Flight Request [9400-1a](#) (or equivalent) is utilized, and completed for BLM operationally controlled non-fire flights (point-to-point and mission flights).
- Provides flight following and coordinates with other agencies on flight following when air operations cross jurisdictional boundaries.
- Maintains a current [Aviation Mishap Response Guide and Checklist](#) and initiates emergency search-and-rescue procedures for overdue, missing, or downed aircraft. Required to test the plan at least annually through a simulation exercise. (See also BLM NAP 5.12)
- Follows the procedures established in the Geographic and National Mobilization Guides.
- Utilizes required boundary plan checklist (reference [NWCG Standards for Airspace Coordination](#) Chapter 7) when dispatching any aircraft into identified dispatch boundary zones.
- Provides appropriate notification to assist in airspace coordination and de-confliction and meet any applicable airspace coordination agreements that BLM has with military airspace scheduling authorities (FAA, bordering dispatches, and military).
- Authorized to order and/or hire approved aircraft utilizing DOI AQD aircraft contract sources for non-fire and fire flights. Cooperator aircraft (USFS, state, and National Guard) can be ordered per fire master agreements and Unit Aviation Plan.
- Reference the [NWCG Standards for Airspace Coordination](#) (Chapter 2, Roles and Responsibilities) for specific responsibilities.

Airspace Coordinator (ASCO): An Airspace Coordinator may be ordered to assist or assume airspace coordination duties. The Airspace Coordinator may be located at a GACC, local unit, Area Command, or State Office. Individual must have extensive experience coordinating airspace issues. Duties could include airspace deconfliction, Temporary Flight Restriction, coordination with DoD and FAA, activating airspace agreements, Pilot briefings and conflict resolution. For additional information, consult Chapter 2 “Agency Organizations, Roles and Responsibilities and Airspace Committees” of the [NWCG Standards for Airspace Coordination](#). An “Agency Specific” Position Task book has been created for ASCO. The Task book is posted at: <http://www.nwcg.gov/publications/agency-taskbooks>

Aircraft Manager: Aircraft managers supervise tactical aircraft operations. Each manager complies with appropriate Interagency Operations Guide, Redbook 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 and completes flight time reports, daily diaries, and all related documentation.
- Conducts mission planning and risk/hazard analysis with the pilot.

Flight Manager: A flight manager will be designated for point-to-point flights transporting personnel. The flight manager is a government employee (which may be the pilot) that is responsible for coordinating, managing, and supervising flight operations. The flight manager is not required to be on board for most flights, however for complex multi segment flights a flight manager is recommended to attend the entire flight. The flight manager will meet the qualification standard for the level of mission assigned as set forth in the [Interagency Aviation Training \(IAT\) Guide](#).

- Reference [National Interagency Mobilization Guide](#) Chapter 20 for specific responsibilities.
- Non-fire Special Use fixed wing missions (as defined by [OPM-29](#)) require oversight by a Fixed Wing Flight Manager-Special Use.

A helicopter flight manager is utilized to supervise missions limited to point-to-point transport of personnel from one helibase/airport to another helibase/airport, low- and high-level reconnaissance, and landings or takeoffs at unimproved sites; the helicopter flight manager-resource is **not** expected to fulfill all the duties of a qualified non-fire helicopter manager. Rather, he/she is the government representative who coordinates with the pilot regarding the safety and efficiency of the flight.

Helicopter Manager – Resource: Responsible for coordinating, scheduling, managing, and supervising non-fire resource helicopter operations. Training Requirements involve the completion of the [task book](#) and meeting the training requirements in [OPM-04](#).

Fire Helicopter Manager: A Single Resource Boss (HMGB) is responsible for supervising and directing a fire suppression module. Training Requirements [HMGB](#).

Vendor Pilot: All vendor pilots must conform to the procurement document requirements they are operating under.

3.0 Administrative Requirements

3.1 General

This section establishes: definitions, management responsibilities, policies, and procedures for administration of the aviation program in BLM.

New program requests involving aerial assets, not already approved by established Bureau or Departmental policy, must be routed through the State Director to the Division Chief Aviation for approval. (See NAP 3.23)

3.2 Reporting and 2021 National Aviation Plan Documentation Requirements

General administration policy for BLM Aviation is found in [350 DM 1](#).

- The approval and documentation of Senior Executive travel in agency and agency procured aircraft is as required by OMB Circular A-126. States shall forward biannual reports (April and October) to the NAO, who will forward to OAS.
- Documentation requirements for aviation activities shall follow requirements in [BLM Manual 1220](#) Records and Information Management Appendix 2, Combined Records Schedules, Schedule 10/8 and 9.
- Each office will maintain an aviation reference library and aviation files (these may be paper copies and/or electronic documents) per BLM Preparedness Review Checklist #10 "Aviation Management" located at: [BLM Preparedness Review Checklists](#)
- Documents must be retained for at least three years. The designated aviation manager at the unit, state and national levels must be responsible for maintaining and updating all aviation related references, files, and records.

3.2.1 - BLM OR/WA Supplement: Reporting & Documentation requirements

The UAOs will submit flight use and cost summary data to the SAM at the end of each fiscal year so that an end-of-year summary report can be compiled and submitted to the NAO. A template spreadsheet is distributed to each BLM OR/WA UAO by early summer each year to utilize for submitting data for the annual report. Separate reports will be submitted to the NAO by the SAM to report Cooperator Aircraft use, SES flight hours, or other flight use as requested. During PNW preparedness levels 4 and 5, interim use statistics and UAO participation on daily aviation conference calls may be requested by the SAM to assist with Geographic Multi-Agency Coordination (MAC) resource allocation.

3.2.2 District Supplement: Local reporting/documentation requirements, roles/responsibilities, etc.

3.3 Aviation Plans: National, State, Unit, and Project

[BLM Manual 9400](#), Aviation Management specifies national aviation management policy. The national, state and district/field offices aviation plans describe procedures that implement policy direction in the [9400 manual](#). State and unit plans supplement national policies and procedures. State and field offices must not implement policy or procedures less restrictive than national policy. If a state or unit plan must contain more restrictive procedure, a written request, prior to implementation, is to be sent to the NAO.

National Aviation Plan (NAP): The BLM NAP provides comprehensive information regarding BLM aviation organization, responsibilities, administrative procedures, and policy. The BLM NAP is intended to serve as an umbrella document that state aviation plans can follow for formatting and describe procedures applicable to the organizational level. The BLM NAP will be updated and issued annually prior to March 1 by the NAO. The NAP is approved by the Assistant Director of the BLM Fire and Aviation Directorate (FA-100).

NIFC Ramp Services Operation Plan: The Ramp Services Operation Plan defines the mission, provides checklists, orientation outlines and instruction for employees and contractors and standardizes operating procedures at NIFC Ramp Services.

State Aviation Plans: Each state must publish an aviation plan that implements national policy and describes protocols specific to each state's aviation program. The State Aviation Plan serves as an umbrella document for Unit Aviation Plans. However, the State Aviation Plan may also be designed to serve as an overall Unit Aviation Plan provided that the local unit administrative and operational procedures are incorporated along with the aircraft supplemental plans that are specific to each unit aviation program (see identified procedures listed under Unit Aviation Plans). State Aviation Plans are approved by the State Director. State Aviation Plans shall be updated annually and submitted to the NAO for inclusion to the BLM Aviation web site: <https://www.nifc.gov/about-us/our-partners/blm/aviation/library>

Unit Aviation Plans: Units (districts/field offices/zones) are required to maintain and update Unit Aviation Plans annually, which implement national and state policy and establish local procedures and protocol. Unit Aviation Plans are approved by the District/Field Office Manager. Unit Aviation Plans must address local administrative and operational procedures to include:

- Unit/state organizations
- Aviation facilities
- Radio use
- Repeater locations
- Phone and computer use
- Airspace coordination to include boundary zone deconfliction (reference [NWCG Standards for Airspace Coordination Chapter 7](#))
- Flight hazards
- Aircraft ordering
- Dispatching and flight following procedures
- Administrative procedures
- Identification of typical aviation missions
- Risk assessment and mitigation specific to the Unit or not addressed in State/National Aviation Plan (reference BLM NAP 4.4)
- Unit Aviation Plan, Supplemental Operational Plans or Project Aviation Safety Plans must address recurring aircraft operations. Examples include:
 - Airbase operations
 - Helitack operations
 - Smokejumper operations
 - Airtanker operations
 - Aerial Supervision.
 - Light Fixed Wing (Fire Detection and Recon, Logistical, etc.).
 - WH&B
 - ACETA
 - Law Enforcement operations
 - Non-Fire Aviation Activities

Project Aviation Safety Plans (PASP): A PASP will be developed and approved at appropriate levels depending on project/flight complexity and risk as required for specific non-fire flights/projects (reference BLM NAP 4.3.2 for specific PASP requirements).

3.3.1 - BLM Oregon/Washington Supplement: State and Unit Aviation Plans

As suggested in the BLM NAP, Sec. 3.3 above, the BLM OR/WA is inserting the SAP as a supplement or second tier to the NAP. BLM districts are encouraged, but not required, to adopt this format and include their unit aviation plan as a third tier into the appropriate sections of this document. A stand-alone aviation plan document is equally acceptable. Regardless of which format is utilized, the following two requirements must be met: district/unit aviation plans must contain all the required elements specified in this section of the BLM NAP above, and in DOI-OPM-6. Unit Aviation Plans should be reviewed by the SAM and signed then approved by the unit line officer by June 1st each year. The valid duration of a unit aviation plan is one year from the date it was signed by the line officer at which time it must be replaced with an updated signed/approved plan. A thirty-day extension is available upon request and approval of the SAM. A district/unit aviation plan or program may not implement a policy or procedure that is less restrictive than State and NAP direction.

It should be noted that the PNW uses the new term MASP in place of or interchangeable with PASP as an interagency standard. You will see the two terms used and mean the same thing.

3.3.2 District Supplement

3.4 Aircrew Orientation Briefing Package

Each state and unit will create an Aircrew/Pilot Orientation Briefing Package. Ultimately, the format of this package will be standardized throughout the states. Unit Aviation Managers are responsible for providing visiting pilots, aircrews, and Incident Management Teams with a briefing. The orientation briefing package serves as a source of information about local administrative and operational procedures (copy of the unit aviation plan, frequency sheets, repeater locations, flight following procedures, hazard map, known landing zones, recommended lodging/dining list, maps, etc.).

3.4.1 BLM Oregon/Washington Supplement: PNW Aircrew Orientation Guide

The PNW IUAOWG has an established the PNW Aviation Orientation Guide which is updated as needed and shall be incorporated in each individual unit's supplement.

3.4.2 District Supplement

3.5 Land Use Policy for Aviation Activities

The regulation of aviation activities on or above BLM managed lands is typically dependent on resource management plan (RMP) direction, wilderness management regulations and any applicable federal aviation regulations.

Temporary aviation operations on BLM lands may be restricted due to RMP direction. UAMs should coordinate with resource managers to identify areas of restriction when developing district/field office operating plans, Unit Aviation Plan, and PASP. For information regarding implementing invasive species control measures for aviation activities reference BLM NAP 5.14. For information regarding aerial application of fire chemicals, refer to Chapter 12 of the Red Book, additionally, the local resource advisor is the focal point for coordinating the reporting of any fire chemical aerial application in or near waterways.

3.5.1 BLM OR/WA Supplement: Land Use Policy for Aviation Activities

Aviation operations supporting fire incidents or non-fire projects on the BLM lands may require coordination with agency resource advisors. Private lands and certain airports owned/managed by the Oregon State Division of Aviation are sometimes temporarily used by agency or interagency fire

suppression aircraft. This incidental use of non-federal land will normally require an emergency land use agreement that defines the authorized use and method of reimbursement by the government. Procedures for reporting the inadvertent or intentional application of fire chemicals within 300 feet of waterways are listed in Chapter 12 of the Interagency Standards for Fire and Fire Aviation Operations (Red Book). Additional local procedures and points of contact may be described in more detail in the Unit Aviation Plan.

There is increasing interest and differing internal viewpoints regarding public recreational use of airstrips that are located on BLM lands which may or may not be depicted on aeronautical sectional charts. The following language is found in the [BLM Policy Manual MS 1626.pdf](#). This updated BLM Manual 1626 – Travel and Transportation Manual (Public), Release 1-1731, dated 9/27/2016. The specific guidance includes but not limited to:

6.7 Water and Air Travel RMPs should address access across BLM-managed lands to federal and state-owned waters and for aircraft landings on land and water. Recreational backcountry airstrips can be an integral part of a balanced and efficient transportation system. Backcountry airstrip designations need to be consistent with the goals and objectives for the planning area and applicable Federal Aviation Administration regulations

6.10 Recreational Unmanned Aircraft Systems (UAS) “Drones”. The term "unmanned aircraft" means a device that is used or intended to be used for flight in the air without the possibility of direct intervention from within or on the device, and the associated operational elements and components that are required for the pilot or system operator in command to operate or control the device (such as cameras, sensors, communication links). This term includes all types of devices that meet this definition (e.g., model airplanes, quadcopters, drones) that are used for any purpose, including for recreation or commerce. The Federal Aviation Administration provides regulation and guidance governing the use of Unmanned Aerial Systems, however as a motorized vehicle, an unmanned aircraft is governed by the OHV regulations while they are on or immediately over the ground. Other regulations, such as closures and restrictions (43 CFR 8364) may be required to manage this activity more comprehensively.

80. 43 CFR 4740 – Protection, Management, and Control of Wild Free-Roaming Horses and Burros | Motor Vehicles and Aircraft.

3.5.2 District Supplement: *(List/describe any backcountry airstrips utilized by the agency or the public; the status and condition of any airstrips, notification procedures for use, etc. if applicable.)*

3.6 Budget

BLM Fire exclusive use contract fire aircraft daily availability is budgeted by the NAO (FA-500). All exclusive use availability guarantees and fixed government ownership costs for fire aircraft are held at the NAO.

Non-Fire exclusive use contract and fleet aircraft are budgeted outside the NAO through a variety of sources.

3.6.1 BLM OR/WA Supplement: Budget

The budget for the BLM OR/WA is tracked by the SO by both SO Budget Officer and BLM SFMO. Preparedness funds are allocated to the districts with SFMO concurrence. Severity requests are prepared by the BLM representative to the national Fire Operations Group (FOG) with assistance from others in the SO fire operations, as well as the SAM.

District Supplement:

3.7 Aircraft Flight Service Ordering

Only flights with a scheduled air carrier on a seat fare basis and with payment utilizing their federal government credit card are initiated by individual BLM employees. Aircraft acquisition and procurement for all other flights are approved to be arranged only by IBC (AQD), (Exceptions - [353 DM 1.2.A](#) & [OPM-15](#)). These flights are scheduled, managed, and arranged by qualified aviation and dispatch personnel in their respective BLM offices (see also BLM NAP 3.17.1) and approved at the appropriate management level (reference state and unit aviation plans).

Aviation services under DOI contract or rental agreement are paid through the IBC. Contractors are responsible for final submission for payment, through the processes defined by IBC. Assigned Flight/Aircraft Managers are responsible for input/review and signature of the [AMD-23E](#). COTRs and CORs are designated by the CO to monitor aviation services contract performance and technical provisions of the contract.

When ordering aircraft, no modification of contract requirements is authorized, except by the CO.

Ratification of Unauthorized Commitments: Unauthorized commitments (orders with vendors without a current and valid DOI ARA or On-Call contract, or commitments on contracts that are not funded by a task order) could be subject to the ratification procedures set forth in the Federal Acquisition Regulation 48 CFR 1.602-3 (reference [353 DM 1.8](#)).

On-Call contracts and ARAs have specific ordering procedures. The procedures are found on the OAS web site: <https://www.doi.gov/aviation/aqd/contracts>

An ordering official is a person who places an order directly with a Contractor. They must have the knowledge to conduct and document a cost comparison/ Contractor selection rationale. For BLM, the only personnel that have Bureau authorization to order aircraft are qualified aircraft dispatchers, UAMs and SAMs.

Orders for service shall be placed with the Contractor who is determined to represent the best value to the Government, using tradeoff analysis. In selecting an aircraft, the ordering official must evaluate Contractors by trading-off the differences in capability and price. If one Contractor has both the better capability and the overall lower price, then that Contractor will be the best value. If one Contractor has the better capability and the higher price, the ordering official will decide whether the difference in capability is worth the difference in price. If the ordering official considers the better capability to be worth the higher price, then the more capable, higher priced Contractor will represent the ultimate best value to the Government.

When selecting a Contractor with the better capability but a higher price, the ordering official must provide a short explanation to support this decision on the cost comparison.

Criteria evaluated are:

- Aircraft or contractor capability.
- Price (flight time, guarantees, mobilization, per diem, service truck mileage)
- Availability of the contractor to meet time frames.

Once the selection is made, it is the Bureau personnel's responsibility to ensure the aircraft and pilot offered by the vendor are approved for the mission.

Procedures for placing orders against the DOI On-Call/ARA for all "Non-Fire" and "Non-Emergency" aircraft services: The ordering unit shall complete a DOI Flight Services Request

Form ([AQD-91](#)) for all flights and submit the completed form to: aqd91@ibc.doi.gov
If utilizing the ARA and your estimate exceeds \$150,000.00, contact your OAS Flight Coordination Center or the Contracting Officer.

The ordering official shall document the vendor price analysis on the second tab of the Flight Services Request Form ([AQD-91](#)). Selection of three sources within the local area to compare best value criteria will meet this competition requirement. When selecting a Vendor with the better capability but a higher price, the ordering official shall place a short explanation to support this decision on the [AQD-91](#). (Reference BLM NAP 3.2 for documentation retention)

3.7.1.0 BLM OR/WA Supplement: Aircraft Flight Service Ordering

The UAOs, center managers, and qualified aircraft dispatchers (or others as designated by the Center Manager or UAO in a local dispatch mobilization plan) are authorized to arrange for the use of rental and on-call (CWN) contract aircraft for administrative, logistical, or tactical mission flights. The UAM will ensure that an aircraft with the appropriate performance capability for the mission is selected using acceptable evaluation criteria and processes.

The *NAP* and the acquisition section of the OAS website describe the requirement to complete a Best Value Determination form prior to hiring an aircraft using one of the DOI on-call flight services contracts or the Aircraft Rental Agreement. The documentation requirements may vary depending on which contract will be used to procure an aircraft to perform a mission. The appropriate instructions, forms, and documents are found on the OAS website. When in doubt about the process, UAOs should call the appropriate AQD Contracting Officer to receive specific guidance. Districts are responsible for developing the IAA and obligating the funds for specific missions. Cross servicing is another option for local units to efficiently procure flight services through AQD and the Contracting staff at a district or state office level. See *NAP* Sec. 3.7.2 above for more details.

Use of a BLM EU contract fire aircraft, for either fire or non-fire projects, is already covered by an IAA established at the national level. Fire aircraft may become unavailable on short notice or be unexpectedly diverted from a resource project to perform initial attack.

Several example references documents, including IAAs, AQD-91, and documents needed to create a purchase requisition (Statement of Work, "Determination and Findings," etc.), are available from the SAM to assist field units with ordering flight services for non-fire projects. Districts are cautioned about exceeding the amount authorized in any IAA obligation that will result in ratification. If that occurs, a second IAA will be needed to obligate additional funds. Estimate high when you obligate and refer to the latest SO instruction memorandum for specific details about ratifications of unauthorized commitments.

3.7.1.1 District Supplement: (Local procedures and points of contact for ordering flight services for non-fire resource projects/missions)

3.7.1 Inter-Agency Agreements (IAA)

DOI AQD Contract/ARA aviation services procured by BLM can be funded via an Interagency Agreement with AQD. This will require a substantial amount of lead time for non-fire aviation services to ensure the agreements for funding are in place before any flight activity takes place. The Ordering Official of the aircraft must ensure that an Interagency Agreement (IAA) has been completed by their agency and accepted by DOI prior to placing an order against the contract. That document will identify the amount, purpose, period of performance and source of the funding.

DOI AQD Contract/ARA Aviation Services Acquired in Support of Non-Fire Activities:

Aviation users must work with local UAM to assure non-fire aviation services are ordered in

accordance with State/District protocols to include:

- Identifying the need for a non-fire flight.
- Completing an [AQD-91 Flight Services Request Form / Best Value Comparison](#) to identify a particular aircraft and associated cost.
- Completing a PR request with appropriate funding from benefiting activity.
- Creating a new IAA or modifying an existing IAA as needed and referencing the existing IAA on the [AQD-91](#).

BLM Exclusive Use contract aircraft can perform BLM non-fire project work without the need to create an [AQD-91](#) specific to that aircraft and mission. If no [AQD-91](#) exists, the Aircraft Manager would just include the appropriate charge code for the BLM non-fire costs on their normal payment document and the benefiting activity will be expensed. If an [AQD-91](#) has already been created and the Unit wishes to utilize those dollars already obligated on the [AQD-91](#) then the Aircraft Manager will need to submit a separate payment document specific to just that project that references the Task Order created for the [AQD-91](#). If this process does not occur, the unit could in effect be double billed if the Unit does not de-obligate the [AQD-91](#) prior to year-end fiscal blackout.

DOI Contract/ARA Aircraft Services Acquired in Support of Fire Management Activities:

The Department has provided direction to create miscellaneous obligations for inter-agency agreements with AQD. These obligation numbers will be disseminated by the National Aviation Office each fiscal year after the agreements for fire exclusive use availability and BLM fire management activities are executed.

- A National IAA is established for [BLM fire management activities](#) (suppression, severity, prescribed fuels, emergency stabilization, burned area rehabilitation, preparedness, and any other federal emergency response).
- A separate National IAA is established for [BLM fire exclusive use aircraft availability](#) and BLM NAO Fleet aircraft (N190PE, N49SJ, N618, N162GC, and N700FW) monthly rate.

3.7.2 Cross Servicing with AQD for Contract/ARA Aviation Services Acquired in Support of Non-Fire Activities: Cross Servicing functionality in the Financial and Business Management System (FBMS) affords Bureaus 100% financial transparency of funding from requisition to award by eliminating the need for Interagency Agreements as well as the burden of managing the Intra-Governmental Payment and Collections (IPAC's). The functionality allows requesting Bureaus to create requisitions in their business area of the Systems, Applications, and Products data processing software (SAP) that flow directly to AQD's area of Procurement Information System for Management (PRISM) for award. When awards are released in PRISM the obligation flows directly to the requesting Bureaus business area of SAP. Aviation users must work with local UAM to assure non-Fire aviation services are ordered in accordance with State/District protocols to include:

- Identifying the need for a non-fire flight.
- Completing an [AQD-91 Flight Services Request Form / Best Value Comparison](#) to identify a particular aircraft and associated cost.
- Create a PR with the appropriate funding from benefiting activity.
 - The PR must be completed in accordance with the cross-servicing instructions provided by AQD.
- Document the PR number in the block provided on the AQD-91.

3.8 Aircraft Contracts

Aircraft flight services in excess of \$150,000 require an Exclusive Use aircraft contract or the use of: DOI On-Call or USFS Call When Needed (CWN) contract to include competitive task orders when deemed appropriate. Short term projects (< \$ 150,000) may utilize the DOI Aircraft Rental Agreement (ARA) or the On-Call contract.

The DOI On-Call and USFS CWN contracts are competitive bid contracts that do not have a \$150,000 limit like the ARA.

3.8.1.1 BLM OR/WA Supplement: Aircraft Contracts

The BLM UAM in Burns/Vale Districts and UAO on the Lakeview District serve as the COR on their respective BLM EU fire helicopter contracts and the air tactical fixed wing contract in Ontario, OR. The daily duties of administering these contracts are often delegated to the aircraft manager (helicopter crew supervisor, air attack group supervisor, etc.) who may be formally designated as the “Alternate COR” (ACOR) by a DOI-AQD contracting officer (if trained and certified as a Level 2 COR), or as a project inspector via letter of delegation from the COR. A description of these contract aircraft is found in Chapter 5, Operations.

- When an existing EU contract expires (all option-years have passed), or if a new contract is needed in the BLM OR/WA, the SAM will submit a new AQD-13 to the BLM NAO.
- The NAO will verify that adequate funds are available in the current year FA-500 allocation to support the contract daily availability, and an AQD-16 will be issued to confirm funding.
- The UAM/UAO will consult with his/her unit FMO to determine the start date for each year’s EU contract period and then notify the SAM. The SAM will coordinate with and notify the SO Operations section and NAO.
- The COR will submit an AQD-19 “Notice to Proceed” to the Contractor and the DOI-AQD Contracting Officer (with a courtesy copy sent to the SAM and NAO) at least four weeks in advance of the desired start date. Once the AQD-19 is acknowledged by the contractor, the start date can be varied by up to 14 days before or after the projected start date, as stated in the contract and in Sec. 3.8.2 of the *NAP* above.
- Contract extensions will be authorized per the *NAP* procedures in Sec. 3.8.2 above.

3.8.1.2 District Supplement: (Types of Local Unit EU aircraft contracts and designated ACORs, other qualified CORs/PIs, local policies/procedures for contract administration, etc.)

3.8.1 Non-Fire Exclusive Use Aircraft Contract Process

- State, field, and district offices are required to submit a “Request for Contract Services” Form ([AQD-13](#)) to the SAM for all potential or desired contracted flight services. The SAM will review and approve/disapprove all [AQD-13’s](#). The SAM will work with the appropriate AQD Contracting Officer (CO) and NAO personnel to provide coordination, technical input, solicitation review, and decision making for each contract award.
- A “Pre-Validation of Funds for Contract Award/Renewal” Form ([AQD-16](#)) will be authorized by an appropriate budget officer prior to awarding or renewing non-fire aircraft contracts.
- The SAM will provide the NAO program manager with a copy of any [AQD-13](#), [AQD-16](#), “Notice to Proceed” ([AQD-19](#)), Request for Amendment/Modification and/or Request for Contract Extension for any Non-Fire Exclusive Use aviation contract at the same time the original request is forwarded to the AQD CO.

3.8.2 Fire Exclusive Use Aircraft Contract Process

- Any changes in aircraft type or capability that would significantly increase fixed costs must be supported and approved by the Assistant Director of the BLM Fire and Aviation Directorate (FA-100).
- The appropriate NAO program manager completes Form [AQD-13](#) in coordination with the

SAM for approval of all requested exclusive use aircraft. The NAO program manager will review all [AQD-13's](#) and work with the appropriate contracting officer in providing coordination, technical input, solicitation review, and decision making for each contract award.

- SAM will provide the NAO program manager with a copy of any [AQD-19](#) and/or Request for Amendment/Modification for any Exclusive Use aviation contract at the same time the original request is forwarded to the AQD CO.
- All [AQD-16's](#) will be authorized by the NAO prior to awarding, renewing, or extending fire aircraft contracts.

Changing the Contract Start Date: The aircraft start dates can be changed to accommodate the government work or training schedules. If the start date is altered from that shown on the original [AQD-16](#), the COR will notify the Deputy Division Chief, Aviation (FA-500). 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 (as stated in the aircraft contract). The start date is established by a Notice to Proceed Form ([AQD-19](#)) issued by the COR. Adjusting the start date does not alter the length of the use period.

Funding through the following code: **LLFA540000 LF1000000.HT0000** begins on the new start date and is available continuously for the total number of exclusive use days (excluding contract extension) specified in the contract.

Contract Extension: Mutual Extension - The exclusive use period may be extended on a day-by-day basis after the Mandatory Availability Period (MAP), 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 exclusive use period and requires early planning, coordination, and a contract modification by the CO. It also requires a dedicated funding source approved by the NAO. 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 for extensions may be through BLM (i.e., suppression, severity, rehab, non-fire, etc.) or from another agency which requires a reimbursable agreement to be in place.

- Funding from **LLFA540000 LF1000000.HT0000** is limited to the number of days specified in the contract and **is not** to be utilized during contract extension.
- Use Rates for Pay Item Codes (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.
- SAM will make a request for any Exclusive Use contract extension a minimum of two weeks prior to end of exclusive use period to the Deputy Division Chief, Aviation.
- Contract extension on Severity Funding must be requested by the State and approved by the National Office through the standard severity request process.

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

AQD administers the DOI On-Call aircraft contracts and the USFS administers the Type 1 and Type 2 Helicopter CWN contract. Authorized BLM personnel (check procurement on who is authorized to order) can hire aircraft using these contracts through the Interagency Resource Ordering Capability (IROC) as described in the contracts and the National/Geographic Area Mobilization Guides. Funding for these aircraft is made through specific incident emergency fire suppression, approved severity funding, or approved non-fire activity funding. The emergency fire suppression funding is only available until the specific incident is controlled/out. Resource ordering procedures are described in the Geographic Mobilization Guide. The types of DOI On-Call and USFS CWN aircraft contracts available to BLM are:

DOI On-Call Contracts: Reference AQD web site for contract details and ordering procedures:

<https://www.doi.gov/aviation/aqd>

There are separate contracts for:

- Small helicopters (ICS Type 3) – 4 to 6 seat helicopters.
 - Used for Fire Operations and Resource Management Projects.
 - DOI On-Call C27.2.2 NON-FIRE and ONE-DAY FIRE missions can be hired on a daily availability and fixed flight rate basis or a project flight rate basis. Orders placed and accepted on the basis of payment for daily availability and the fixed flight rate will be subject to contract clause C27.
 - Reference DOI On-Call C26.2.1“..... requires a government representative to submit an AQD-91 Flight Request Form with a government estimate to include three contractors.....”
- SEAT – Fire suppression.
- Air Tactical Fixed Wing – Fire Suppression or Non-fire missions.
- On Call Wild Horse & Burro and ACETA – Inventory/Census, Herding, Marking/Eradication/High Velocity Darting, Net-Gunning/Low Velocity Darting, Wild Horse and Burro (WH&B) herding and capture. Census and classification may be accomplished under the DOI On-Call Small Helicopter Contract.
- UAS
 - Fire: Reconnaissance, mapping, and situational awareness.
 - Non-Fire: Resource management projects.

USFS CWN Aircraft Contracts: Reference USFS web site for contract details and ordering procedures: http://www.fs.fed.us/fire/contracting/helicopters_cwn/helicopters_cwn.htm

There are separate contracts for:

- USFS National Type 1 and 2 Helicopter CWN contract - Medium to heavy lift helicopters. Project flight rates apply for non-fire projects.
- USFS Regional Type 3 Helicopter CWN contracts – Light, multi-purpose helicopters.
- USFS Exclusive Use and CWN contracted aircraft are available for DOI use per requirements of [OPM-39](#).

3.8.4 DOI Aircraft Rental Agreements, Non-Fire – (ARA)

ARA for helicopters in the L-48 has been combined with the DOI On-Call Small Helicopter contract. The ARA must NOT be utilized to obtain direct fire suppression aircraft and tactical fire support aircraft. Non-tactical operations that an ARA aircraft may be used to include fire monitoring, fire detection, personnel, or cargo transportation (non-Initial attack), etc. The ARA is used to procure flight services requested under a blanket purchase agreement (BPA) and are acquired under the authority of Federal Acquisition Regulations (FAR), Part 13, and BPA. These are not competitive contracts, thus have limitations of \$150,000 total expenditure per ordered project. Project requirements of more than \$150,000 must not be separated into several transactions to avoid expenditure limits. The OAS Regional Offices administer the ARA program through the Flight Coordination Centers. The AQD web site has a link to the Aircraft and Pilot Source List: https://www.doi.gov/aviation/aqd/aviation_resources

Resources are in a database that is searchable by: vendor, type of aircraft, special use qualification. Helicopters are ordered, depending on project needs, from the DOI On-Call contracts: Small Helicopter, or the ACETA. The airplanes available on the ARA Source List typically do not have the same level of avionics that On-Call contracted planes have. Most ARA aircraft have a minimum flight hour daily guarantee.

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” ([AQD-20](#)) will be reviewed and submitted by the SAM to the NAO. The appropriate NAO program manager (fixed wing, helicopter) will review the request and, if approved, forward to the OAS for processing. Some criteria for assessing need for additional rental aircraft are:

- Type of aircraft.
- The number of same type of aircraft available locally to the field offices.
- The estimated annual usage of that type of aircraft.
- Special services/equipment provided by the contractor.

3.8.5 Contractor Evaluations

In accordance with Federal Acquisition Regulation 42.1502, past performance evaluations shall be prepared at least annually and at the time the work under a contract or order is completed. The [AQD-136A](#) Form [Evaluation Report on Contractor Performance](#) (Exclusive Use, On-Call, CWN and ARA) is used for documenting contractor performance for aviation services performed in support of DOI customers.

The CO will register each contract by submitting the contract information to the agency’s CPARs office. For both exclusive use and on-call contracts, the Project Inspector (PI)/Flight Manager is responsible for completing the contractor evaluation form. The evaluations for the exclusive use contracts will be forwarded to the Contracting Officer Representative (COR) for review and entry into the CPARs system.

On-Call includes Small Helicopters, Air Attack, SEAT, UAS and ACETA. The on-call contract evaluations shall be forwarded to the SAM. The SAM will review and forward the on-call evaluations to the respective Contracting Officer for entry into CPARs.

National Call When Needed (CWN) USFS Type1 and Type 2 helicopter contract. The PI/Helicopter Manager shall complete the USFS Contractor Performance Assessment Report and submit to the USFS CWN Contracting Officer with a courtesy copy to the SAM.

The CO will review and submit the evaluation to the Contractor for their review and signature. The contractor has 30 days to either accept the rating or provide comments. After agreement of both parties, the evaluation becomes an official past performance record which may be used in future source selections.

The PI / Flight Manager should discuss the evaluation with the contractor’s representative before submission. If during the performance of a contract there are negative performance issues, the PI should attempt to resolve issues with the contractor’s representative and inform the UAM and COR of issues. If any issues cannot be resolved locally, then the COR will facilitate contacting the contractor and/or the CO.

3.8.6 Contractor Fueling-Lower 48

DOI / BLM aviation contracts in the lower 48 states require the aircraft contractor to provide fuel for government contracted aviation operations regardless of the location. SEAT and helicopter contracts require the vendor to have a fuel truck in addition to the aircraft. Aircraft contractors are obligated to provide fuel for their own contracted aircraft and the fuel support vehicles. The aircraft contractors have the discretion to purchase aircraft fuel from commercial sources on site/airport or provide their own fuel for the contracted aircraft. FAA specifically addresses what aircraft owners and associate businesses are permitted to do specific to fueling operations.

[The FAA’s Airport Compliance Manual - Order 5190.6B 11.2. Restrictions on Self-servicing Aircraft. Grant Assurance 22\(f\), Economic Nondiscrimination,](#) clearly indicates that an aircraft owner or operator may perform their own self-fueling activities, including bringing fuel to the airport with its own employees in conformance with the airports rules and regulations pertaining to self-service operations.

BLM personnel will not direct the contractor on where or how to acquire aviation fuel. Local aviation managers should be familiar with their local airport authority's rules governing self-fueling and any fuel flowage fees that apply to BLM operations. Local Aircrew Orientation Briefings will address the airport's schedule of fees that may be applicable to their BLM flight operations. At a minimum the briefing shall address the following:

- Airport fees such as landing fees, tie down fees and or fuel flowage fees.
- Identify who the contractor is responsible for paying on site / airport. Point of contact with the airport authority.
- Fees applicable to BLM operations may be paid for by the BLM unit or through the aircraft contract. In instances where the contractor is responsible, units should refer to the aviation contract or the contracting officer for specific information on miscellaneous fees that are permitted for reimbursement.

Contractors involved with aircraft fueling are held to NFPA 407-Standard for Aircraft Fuel Servicing or as otherwise directed by the governing contract.

3.9 End Product Contracts

End Product Contracts are not aircraft flight service contracts. They are used to acquire a product for the Department (i.e., per-acre, per-unit, or per-area, or per head basis). The intent of this type of procurement is for the contractor to supply all personnel and equipment to provide a "service" or "end-result." Many contractors utilize aircraft (including UAS) to meet the performance objectives of End Product contracts for activities such as: animal capture, seeding, spraying, survey, photography, etc. Since these are not flight services contracts, the AQD does not perform any acquisition service. End Product contracts are administered from the state office or BLM National Operations Center (NOC) procurement units. All contracts with cost estimates greater than \$100,000 are administered from the NOC.

Contracting officers, procurement specialists, Bureau program managers and aviation managers at all levels must be aware of the requirements outlined within OPM-35.

Understanding the differences between End Product contracts and flight service contracts is important to avoid placing the Department with operational control when it is not appropriate. Attempting to exert any influence on certain aspects of the operation conducted under an End Product contract exposes the Department to risks that would be appropriately managed under a flight services contract.

These contracts will be conducted in accordance with OPM-35. OPM-35 aids in determining whether an operation is being conducted as either "end-product" or "flight service" and supplements existing DOI policy regarding End Product contracts found in [353 DM 1.2A \(3\)](#). If the provisions of [353 DM 1.2A \(3\)](#) and [OPM-35](#) are met, the aircraft (including UAS) will be operating as a civil aircraft and the aviation management principles normally required for aircraft under BLM operational control do not apply.

3.9.1.1 BLM Oregon/Washington Supplement: End Product Contracts

The SAM highly encourages all districts in OR/WA to consider using end-product contracts to the maximum extent possible whenever a project need arises that does not require BLM personnel to be on board an aircraft or directly controlling operations or is of considerable high risk. Per the *NAP*, "*End Product contracts where contractors could conceivably utilize aircraft must be reviewed by the BLM SAM prior to solicitation to ensure that specifications and language do not unintentionally imply or determine aircraft operation control.*" The same policy will apply at the district level when contracting/procurement staff and resource specialists are developing a local end-product

solicitation. The UAM must also review the solicitation prior to it being opened for bids. (BLM employees should refer to *OPM-35* for additional DOI policy guidance.)

3.9.1.2 District Supplement: Local Unit procedures and use of End-Product contracts

3.9.1 End Product 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 do not address a specific project requirement or the contract solicitation does not follow the guidelines in [OPM-35](#). End Product contracts where contractors could conceivably utilize aircraft (including UAS) must be reviewed by the BLM SAM prior to solicitation to ensure that specifications and language do not unintentionally imply or determine aircraft operation control. Bureau-wide End Product Contracts (i.e., Wild Horse & Burro) must be reviewed by the BLM National Aviation Office prior to solicitation. Reference [FA-IB-2015-021](#)

The following list describes acceptable contract language for BLM End Product Contracts.

- No contract language describing aircraft (including UAS) or pilot capabilities, standards, requirements, or aircraft specific payment provisions.
- The area of work should be described in terms of scale of area, general topography, elevation, slope, vegetation, and accessibility by roads or off-road vehicles, land use restrictions for mechanized equipment, etc.
- Aviation Regulations - Acceptable Language: “The Contractor must comply with all applicable federal, state and local regulations and appropriate land use permitting procedures applicable to their operations.”
- Airspace Coordination – In areas of military airspace it is acceptable to describe any BLM coordination agreements with military airspace scheduling or range control authorities and that it is the contractors’ responsibility to coordinate their activities with the scheduling office or Range Control. Close coordination is necessary to ensure compliance with applicable airspace coordination agreements that states have with military authorities.
- Aircraft Equipment Specifications - Acceptable Language: Delete all reference to aircraft/equipment. Suggested example clause: “...Contractor is required to demonstrate to the government that the equipment can capture the imagery and/or data as specified in the project description.”
- Radio/Communication Requirements - Acceptable Language: “Contractor must provide a communication system so that contractor personnel engaged in the project at different locations can communicate at all times with each other, and so that government Project Inspectors may communicate with the contractor at any time to discuss performance matters.” (The government VHF-FM radio system may have to be described.)
- Application validation: Marking/GPS - Acceptable Language: “Application equipment will be capable of physically marking or electronically mapping application routes to ensure that seed/fertilizer is applied evenly and completely and at the specified rates.”
- Transporting, Passengers and Equipment - Acceptable Language: “Only approved contractor personnel, contractor equipment and government-provided equipment required for performance ... will be transported by contractor vehicles, trailers, animals or equipment.”
- Safety Hazards - Acceptable Language: “Any ground or aerial hazards that would pose a danger to Contractor’s personnel or operating equipment must be identified and mitigated by the Contractor prior to commencing operations”.
- Aircraft Use Reporting -: Do not mention or require flight hour/aircraft usage reports.

3.9.2 End Product Project Management

Operational Control: During the performance of End Product contracts, DOI will not exercise operational control of the aircraft (including UAS) in any way. DOI will not direct the contractor as to flight profiles, flight following, landing areas (except for areas that are off limits due to land management restrictions), use of personal protective equipment, etc. DOI personnel assigned to administer End Product 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 imagery quality, number and disposition of animals surveyed, etc. It is acceptable to inform military airspace scheduling authorities or range control that the contractor plans on performing work during specified time periods and provide the military authorities the contractor contract information. DOI dispatchers will not perform the airspace scheduling service for the contractor. DOI personnel must not become involved in any way with aircraft ground operations such as take-off and landing areas, loading, fueling, etc. They can, however, be on site for other support activities such as setting ground control, scale bars, etc. or collection of data for ground truthing to aid in the overall data collection aspects.

BLM Passengers or Aircrew: BLM personnel are not allowed to board any aircraft that is being provided by the contractor **during performance of the End Product Contract**. BLM personnel must not become involved in any way with aircraft ground operations such as take-off and landing areas, loading, fueling, etc.

Aircraft Use Reporting: Since aircraft utilized by the contractor under DOI End Product contracts are operating entirely within the applicable 14 CFR as a civil aircraft, and procurement is not through AQD, the Bureau will not submit any billing invoice to AQD in conjunction with End Product contracts. Any flight time incurred by the contractor will not be recorded or reported as DOI or Bureau aviation statistics.

Aircraft Incidents and Accidents: Although aircraft utilized by the contractor under End Product contracts are operating entirely within the applicable 14 CFR as a civil aircraft, mishaps should be reported in accordance with 49 CFR 830. To continue to promote aviation safety, the Bureau will report aviation incidents or accidents incurred by these contractors to OAS. These events should be noted in the Contract Daily Diary and reported through channels as normally required for End Product contracts.

Reconnaissance/Observation Flights: Before, during or after the performance of an End Product contract it may be necessary for Bureau employees to aerially survey or inspect the project area. When flights transporting DOI personnel are required, an AQD aviation “flight service” procurement (separate from the End Product contract) is required. Aircraft and pilots must have current OAS approvals for the intended mission and a current DOI contract or Aircraft Rental Agreement must be in place. When a DOI procurement is utilized all DOI and Bureau aviation management policy, procedures and requirements must be applied.

Operations within Military Airspace: If an “End Product” contract project using aircraft is being conducted within Military Airspace (MOA, RA, MTR) it is the responsibility of the contractor to coordinate with the Military Airspace Scheduling Office. DOI Contracting Officers and CORs should inform the contractor of any DOI agreements with the Military organizations regarding airspace. The Bureau may contact the Scheduling Office to alert them of the project and general time frames and provide contractor contact information.

3.10 BLM Supplemental Fire Aircraft Acquisition

When existing contracted aircraft cannot meet all demands, supplemental aircraft will be requested and acquired using the following procedures:

Fire Aircraft Needed Immediately for Initial Attack

- Obtain Bureau or cooperator aircraft from adjacent units under existing mutual aid agreements.
- Coordinate with BLM state office to obtain the BLM contracted aircraft from other locations within the state.
- Coordinate with the NAO to reassign BLM contracted aircraft from out of state.
- Hire On-Call/CWN aircraft available locally.

Fire Aircraft Needed to Fill Large Fire Orders: Aircraft will be obtained through normal dispatch procedures. The BLM exclusive use aircraft are primarily initial attack resources. Assignment of these aircraft to ongoing large fires should be the exception and require coordination with the State Office.

Severity Fire Aircraft: Statewide needs will be met with existing aircraft within the state whenever possible. When state offices determine that supplemental aircraft are needed, they may submit a request for fire severity funding to the Fire and Aviation Directorate. Fire severity funding is the authorized use of suppression operations funds (normally used exclusively for suppression operations and distinct from preparedness funds) for extraordinary preparedness activities that are required due to an abnormal increase in fire potential or danger, or to fire seasons that either start earlier or last longer than planned in the fire management plan.

Specific direction is stated in Chapter 10 of the Interagency Standards for Fire and Fire Aviation Operations, which may be found at:

<https://www.nifc.gov/sites/default/files/redbook-files/Chapter10.pdf>

- The NAO will consolidate and adjudicate all state office supplemental aircraft requests and determine the number/type/configuration and procurement method of aircraft. If there is a possibility to re-position a BLM aircraft from other areas, the NAO will coordinate the re-positioning of the aircraft. NAO then will make recommendations of severity funded aircraft needs to FA-300 Fire Operations, which makes final approvals of states' requests.
- Severity funding covers the following costs: aircraft mobilization, daily availability, per diem, proficiency/mission currency, rental vehicle, relief crew transportation, additional aviation management personnel base pay (non-fire personnel), travel and per diem.

National Preposition Funding: Units may request national preposition funding to acquire supplemental fire operations assets. National preposition funding may be used to mobilize resources when BLM units:

- Do not have available preparedness funding
- Do not have available short-term severity funding; or
- Do not meet the criteria for use of national severity funding

Approved national preposition funding may be used only for travel and per diem costs for the duration of the assignment, and overtime labor costs associated with the original move. The Preposition Request Process can be referenced at:

<https://doimsp.sharepoint.com/sites/blm-fa/fire-operations/>

3.11 Cooperator Aircraft

Cooperator Aircraft are an affiliated, military, or other Government agency aircraft as defined in [350 DM 1 Definitions](#)

Cooperative aircraft operations and partnerships are encouraged for the purpose of efficiency and standardization in procedure. The NAO and the states shall make a concerted effort to establish cooperative structures to increase capability and avoid duplication and conflicting

procedures.

Use of cooperator aircraft and pilots; affiliate, state/local government, military, or other federal agency aircraft by BLM employees may require prior inspection and will require approval by OAS, usually in the form of a Letter of Authorization (LOA) and/or Memorandum of Understanding (MOU) (reference [351 DM 2.5.\(3\)](#)). Proposed use of these aircraft must be requested through the SAM to the NAO and include the following:

- Name of cooperator agency and point of contact to include phone numbers and e-mail address if available.
- Requested aircraft make and model, pilot(s) name, and support equipment.
- Intended use.
- If reimbursement through IBC is contemplated, a copy of the document(s) authorizing the relationship (e.g., multi-agency agreement).
- The requesting bureau point-of-contact to include phone numbers and e-mail address if applicable.
- Period of need – single use, single year, or repetitive multiyear.
- Military Aircraft Use (if applicable)
 - Coordinate with the appropriate OAS Regional Director to assist in a search for commercial resource availability.
 - Identify and locate military aircraft capable of meeting identified needs.
 - Initiate a written request for non-emergency use to the appropriate OAS Regional Director.
 - Requests shall include statements that clearly demonstrate that the requirement is in the national interest and indicates action taken toward obtaining commercial resources.
 - Military support specifically authorized by statute negates the requirement for a statement concerning national interest. The requesting agency must furnish a reference to the appropriate statute.

Any employee who is considering using or flying on a cooperator aircraft must consult their respective aviation manager to ensure approvals are in place. States are required to obtain necessary letters of authorization in advance of intended use (reference [351 DM 4](#)).

Annual Operating Plans or Interagency Agreements (IAA) specifies how re-imbursement for flight services is managed. Note: When using aircraft under USFS contracts reference [OPM-39](#).

3.11.1.1 BLM Oregon/Washington Supplement: Cooperator Aircraft

Aircraft owned, contracted, and operated by the USFS generally meet the same inspection standards as DOI and may be utilized by Bureau employees without additional approval. However, cooperator aircraft operated by affiliate organizations or partner agencies such as a county sheriff, national guard, and state agencies require special approval through a Cooperator Aircraft Letter of Approval. *References are found in the BLM 9400 aviation policy, the BLM NAP, DOI 351DM4, and the FS 5700 manual.*

DOI-BLM approval letters are issued by the West Region Director of OAS via the BLM National Aviation Office. BLM OR/WA has historically submitted requests for approval letters concurrent with USFS Regional inspections and approval. The following is a partial list of the primary Cooperator aircraft which are approved annually via a joint USFS/DOI Letter of Approval. Other letters to approve additional aircraft are issued as the need arises. The following is a list of historical issuances:

- Washington Dept. of Natural Resources:
 - 5-7 FEPP UH-1H Huey helicopters plus several support vehicles, pilots, and mechanics (named and specified in each annual approval letter.)

- Washington Army National Guard (WAARNG):
 - Variable number (6-7) UH-60 Blackhawk helicopters and pilots for firefighting-bucket and cargo only.
- Oregon Dept. of Forestry (ODF):
 - 1 Cessna 414 fixed wing and pilot(s) for point-to-point passenger transport.
 - Several contract Single Engine Air Tankers (SEATs) and fire helicopters.
- Oregon Army National Guard (ORARNG):
 - Variable number of UH-60 Blackhawk helicopters (Fire-bucket and cargo only).
 - Hoist capable extraction UH-60 helicopter, when available.

Requests to approve a new cooperator aircraft will be submitted by the UAM to the SAM and USFS Regional Aviation Officer (RAO). Adequate lead time of at least two to three months is normally necessary to schedule aircraft inspections and secure approvals. In the PNW, the SAM will consolidate these requests whenever possible so that a single Interagency Approval Letter signed by the OAS West Region Director and RAO may be issued. Approval letters have a one-year life span and must be carried on board the specified aircraft whenever agency personnel are utilizing that aircraft. If there will be an exchange of funds for flight services, there must also be an IAA or MOU in place. During the fire season, the annual operating plan of the PNW Interagency Master Agreement allows for and authorizes cost sharing and billing between all the signatory firefighting agencies in the PNW. All Cooperator Letters of Approval are maintained on file by the SAM and RAO for those that are interagency in nature. These will be disseminated to the UAOs via email as soon as they are issued. There are currently no UAS in use by cooperator agencies in the PNW for which a Cooperator Aircraft Letter of Approval has been issued. At this time, all cooperator agency UAS will be managed as non-federally approved aircraft as addressed in Section 3.11.1 below.

3.11.1 Non-Federally Approved Aircraft

Reference Interagency Standards for Fire and Fire Aviation Operations, Chapter 16 for protocols regarding utilization of non-federally approved aircraft in response to federal wildfire:

<https://www.nifc.gov/standards/guides/red-book>

3.11.1.2 BLM OR/WA Supplement: Non-federally Approved Aircraft

An internal interagency policy memo is updated and reissued annually for BLM Oregon-Washington and USFS PNW and Alaska on this topic. This memo provides the following direction:

1. Non-federally approved aircraft shall not be used on Federal lands, when the BLM or U.S. Forest Service (Forest Service) has operational control of the aircraft, unless there is human life immediately at risk.
2. Non-federally approved aircraft shall not be used when the BLM or the Forest Service is the protecting agency in a reciprocal or off-set agreement.
3. State cooperators may use non-federally approved aircraft on federal lands only when state lands are threatened; however, the state shall retain operational control of the aircraft and associated financial responsibility.
4. When in unified command, non-federally approved aircraft shall not be used on federal lands unless state lands are threatened, and the state shall retain operational control of the aircraft. Aircraft shall not be used on unprotected lands unless Federal lands are threatened.

Under Clause 27 of the 2014 Master Cooperative Fire Protection Agreement, Independent Action, any agency may assign its respective aircraft to an incident in which a wildfire is deemed a threat to lands under its jurisdiction. In such instances, the resulting interagency mix of aircraft sharing the same airspace is allowed if communications, command/control, and on-scene operating procedures exist to ensure a safe and efficient aviation operation. When non-approved aircraft are used on Federal lands, the approving agency administrator shall be identified and documented in the resource order.

When no federally approved aircraft is available to meet the timeframes needed to address human life immediately at risk on a federal fire, a local line officer may approve the use of an unapproved aircraft. If the decision is made to use an unapproved aircraft, the line officer must call the SO DO at (503) 808-2775 to advise him/her of the risk-informed decision and document the decision. The DO will then contact the Coordinator on Duty (COD) at the NWCC to notify them of the decision and request. The local dispatch center, in coordination with the NWCC, will attempt to replace the non-federally approved aircraft with an approved aircraft as soon as possible and make the appropriate notification calls. Additional documentation is maintained at the local dispatch center that includes the date and time of initial request, who requested the aircraft, the time at which the line officer approval was granted, and the number of retardant loads requested and delivered.

3.11.1.2 District Supplement: (Identify locally based Cooperator Aircraft and any additional policies on use of Cooperator Aircraft, beyond national/state policy.)

3.12 Senior Executive Service (SES) Flights

An aircraft may be used to transport SES personnel to meetings, administrative activities, or training sessions when it is the most cost-effective mode of transportation. Prior approval is required by the solicitor's office for employees above the GS/GM-15 level, members of their families, and all non-federal travelers on the flight. These flights are typically requested through the SAM however some of the responsibilities may be delegated to UAMs (refer to applicable State Aviation Plan for specifics). DOI requirements and procedures are outlined in OMB Circular A-126 and OPM-07. The OPM and OAS Forms may be found at the OAS document library: <https://www.doi.gov/aviation/library>

- Coordination with the State Aviation Manager prior to any SES flight activity is mandatory.
- All government aircraft use (including SES flights) must be requested and arranged at the local level (where the flight is to occur) utilizing a BLM Aircraft Flight Request [9400-1a](#) (or equivalent).
- The SES flight requests require a minimum of seven days advance notice.
All point-to-point SES transportation in government aircraft must be evaluated and approved by the Department of the Interior (DOI) Solicitor's Office.
- All mission flights (non-point-to-point transportation), including the SES mission flights, will be approved by a local line manager. Special Use mission flights require the completion of a Project Aviation Safety Plan (PASP) and local line manager approval. Mission flights do not require prior approval from the DOI Solicitor's Office.
- An [AQD-91](#)/Best Value Comparison Form is completed prior to using DOI contract aircraft (reference BLM NAP 3.7).

Reference BLM NAP Appendix 3 for SES Flight Scheduling Guide

3.12.1 BLM Oregon/Washington Supplement: BLM Senior Executive Service (SES) Flights

All point-to-point SES flights in BLM OR/WA will be ordered and coordinated by the SAM due to the complexity of the required documentation package that is submitted to the DOI Solicitor's Office for

approval. If the planned flight is going to be a non-fire mission special-use flight on one specific district then, that district (i.e., UAM/UAO) will develop the PASP/MASP, provide a qualified flight manager, and provide passengers with any required personal protective equipment order. Additionally, the district will place a request for the appropriate aircraft for the flight. Early notification and close coordination with the SAM will be needed so that appropriate justification documents (OAS-110) can be prepared and submitted to the Solicitor.

3.13 BLM Law Enforcement Flights

The state and/or unit plan should describe all procedures related to BLM law enforcement aviation that occur at that level. Non-DOI contracted aircraft and personnel requires prior to use:

- A fiscal agreement for the exchange of funds (reference [351 DM 4](#) & [OPM-39](#)).
- Aircraft that are not approved by DOI-OAS or USFS (DEA, National Guard, etc.) will require a Letter of Authorization (LOA) for those missions not identified in current MOU's.

3.13.1 BLM Oregon/Washington Supplement: OR/WA LE Appendices

Reference Appendix 10; the OR/WA BLM Law Enforcement Aviation Operations Supplement for specific guidance on all law enforcement flight activity not governed under incident management operational guidance.

3.14 Search and Rescue (SAR) Flights (see also BLM NAP 3.71.1, 5.6, 5.12 & 5.16)

The use of BLM aircraft and aviation personnel for SAR operations are not considered normally planned BLM operations. DOI policy ([900 DM 1.10](#) and [BLM H-1112-1.40.C](#)) and the [Federal Land Policy and Management Act](#) (43.U.S.C. 1742) provide authority to incur expenses and to take a temporary lead role in any SAR emergencies in which immediate and quick response can save lives. Request for BLM aircraft to respond to a SAR mission is coordinated through the UAM, FMO/Duty Officer/IC and the responsible Line Officer.

- Documentation of the request can be made on a BLM Flight Request [9400-1a](#) (or equivalent), on a resource order or in WildCad or equivalent dispatch program.
- Sheriff's Office SAR: Request for BLM aircraft to assist is typically routed through BLM law enforcement officials to the responsible Line Officer. If a request for assistance is made directly to the Dispatch Center, the authority to dispatch BLM aircraft and personnel is at the District/Field Office Manager level.
- Notification to the Air Force Rescue Coordination Center and FAA of BLM aircraft response is required if the SAR involves a missing or downed aircraft (reference [Interagency Aviation Mishap Response Guide](#)).
- BLM Exclusive Use contracted aircraft should not be released from their contract for non-agency search and rescue operations. If the local unit deems that exigent circumstances exist, and they are unable to provide funding, the COR will work with the CO to facilitate release. The NAO program manager should be notified of any release from contract after the fact.

3.14 National Guard and United States Military Aircraft Flights

U.S. Military – Requests for U.S. military aircraft support is per agreement between Department of the Interior and Department of Defense. The National Interagency Coordination Center is authorized to coordinate for fire and large Incident activations. The Military Use Handbook describes procedures. Additionally, there are MOUs for non-fire and LE counterdrug joint missions between DOI and DOD. Proposed use of these aircraft must be requested through the SAM. Refer to OAS website for current MOU's and corresponding IBs: <https://www.doi.gov/aviation/library>

National Guard – Each state typically has an agreement between the State and the National Guard for fire support resources. A request for National Guard aviation support is coordinated with the Geographic Area Coordination Center (reference National and Geographic Area Mobilization

Guides, [Military Use Handbook](#), and [OPM-41](#)). A Cooperator Letter of Approval is required to be in place prior to utilizing National Guard aircraft for those missions not identified in current MOUs. Additionally, there are MOUs for non-fire and LE counterdrug joint missions between DOI and DOD. Refer to OAS website for current MOUs and corresponding IBs: <https://www.doi.gov/aviation/library>. Proposed use of these aircraft must be coordinated through the SAM. Requests for approval for those missions not identified in current MOUs must be submitted through the SAM to the NAO.

3.15 Unmanned Aircraft Systems (UAS) Flights (see also BLM NAP 5.29)

Policy: BLM UAS operations will be conducted in accordance with the FAA Small Unmanned Aircraft Rule ([14 CFR, Part 107](#)) and DOI, [OPM-11](#). UAS operations on incidents will be conducted in accordance with the [NWCG Standards for Fire Unmanned Aircraft Operations](#) (PMS 515).

- Remote Pilots will possess a DOI Remote Pilot card (OAS-30U) and an FAA Remote Pilot certificate. DOI Remote Pilots are required to maintain their FAA Remote Pilot certificate as required by FAA.
- Agency owned UAS will be certified by OAS and have a current UAS Data Card (OAS 36-U). Annual inspections are required. Refer to [OPM-11](#).
- UAS flights will have an airspace authorization (FAA part 107, DOI/FAA MOA, COA, or SGI). Refer to [OPM-11](#).
- A signed and approved PASP is required for all non-incident UAS operations. For UAS missions occurring on a routine basis, the required PASP can be rolled into a station/unit aviation plan (i.e., flight by notification) that is reviewed at least annually ([OPM-06](#)).
- All UAS flights will be reported and submitted on an OAS-2U form.
- Personally owned UAS aircraft are not to be used for agency purposes. Agency employees are not authorized to purchase UAS with federal funds or utilize personally owned UAS for agency purposes.
- Additional information: Interagency UAS Website or [Interagency Fire UAS NWCG Subcommittee Website](#)

Presidential Memorandum, February 15, 2015, Promoting Economic Competitiveness While Safeguarding Privacy, Civil Rights, and Civil Liberties in Domestic Use of Unmanned Aircraft Systems require that:

- Data not essential to the mission of the BLM should be destroyed within 180 days.
- UAS will only be used to collect data consistent with the authorized mission of the BLM. Any data-sharing agreements or policies, data use policies, and record management policies applicable to UAS shall conform to applicable laws, regulations, and policies.
- UAS collected information can only be shared outside of BLM if it helps to meet the authorized mission of this agency.
- It is prohibited to use UAS to collect, use, retain, or disseminate data in any manner that would violate the First Amendment or in any manner that would discriminate against persons based upon their ethnicity, race, gender, national origin, religion, sexual orientation, or gender identity.
- Program evaluations, per NAP 4.5.3, will include review of the unit's compliance with UAS policies and regulations.

UAS Training

- An FAA Remote Pilot certificate (Part 107) is a pre-requisite for training.
- UAS Basic Remote Pilot (IAT, A450) is required for all UAS remote pilots.
- Incident Operations require successful completion of the UAS Incident Operations course (S-373).
- Training, certification, and qualification as standards or policy requires.

UAS Purchase

UAS purchase requests are routed to the UAS Program Manager (or designee) via the SAMs. State leadership should be notified of UAS purchases. The Program Manager will consolidate all requests and forward them to the OAS fleet manager via the Division Chief, Aviation. Purchase requests must be documented and approved with the [OAS-13U](#) and OAS [93U](#) forms and forwarded to the UAS Program Manager by the SAM.

Recreational UAS Flights

BLM has no national restrictions for flying UAS for hobby or recreational purposes on public lands. People operating UAS for hobby/recreational purposes do not need permission from the BLM to fly on public lands as long as they comply with [FAA policy](#) and don't interfere with official government business or emergency operations such as wildfire management. Additional state/local office guidance may apply.

Non-Recreational (Commercial) UAS Flights

- Conduct flights in accordance with current [DOI](#) and [FAA policy](#).
Additional state/local office guidance may apply

Incident Flights

Flights conducted on incidents will be conducted in accordance with:

- [FAA Policy](#)
- [OPM-11](#)
- [NWCG Standards for Fire UAS Operations \(PMS 515\)](#)
- [Interagency Standards for Fire and Fire Aviation Operations](#)

UAS Investigation Flights

Flights for the purposes of mishap investigation involving death or injury shall be authorized and conducted by pilots identified by the NAO UAS Program Manager in concurrence with the NAO Safety Advisor and/or NAO Division Chief.

Cooperator Agency UAS Project Coordination

- Any other federal agency operating UAS within BLM jurisdiction will coordinate with the Line Officer and UAM prior to the commencement of UAS flight operations.

UAS Mishaps and SAFECOMS

- UAS mishaps must be reported as per DOI policy. Refer to **[BLM NAP 4.5.2.](#)**
- Cooperator UAS mishaps on BLM jurisdiction will be reported to the Local UAM and the program manager. DOI mishap reporting policies also apply.

3.16.1 UAS Flights: BLM UAS Operations may only be performed by the following methods:

- Agency employees who are appropriately trained and DOI-certified Remote Pilots/UAS Operators using DOI-approved equipment. (Ref. *NAP* Sec. 3.16 above and Sec. 5.29).
- Agency procured contract UAS flight services: Missions performed under a DOI EU, on-call, or CWN "flight services" contract in accordance with *NAP* Sec. 3.7 above.
- End Product contracts, to acquire data or imagery only, as described in Sec. 3.9 above.
- Cooperator agency aircraft operated for BLM under a current Cooperator Aircraft Letter of Approval signed by the West Regional Director of OAS (ref. *NAP* Sec. 3.11 above).

All other government use of UAS on BLM lands are considered "non-federally approved aircraft" operations which is addressed in Sec. 3.11.1 above.

Government procurement of UAS equipment: All requests to procure DOI-approved UAS

equipment with government funds that will be operated by DOI trained and certified operators must be routed through the SAM before being submitted to DOI-OAS via the BLM National Aviation Office-UAS Program Manager. Once any UAS equipment has been acquired and issued to state office or district level employees remain as DOI OAS property on the OAS property inventory. The BLM districts and states are not authorized to independently procure any aircraft (including UAS) outside of national channels.

Use of cooperator agency or an affiliate organization UAS on/for BLM projects under agreements or MOUs with cooperators: Questions frequently arise regarding the Bureau's use of UAS that are operated in cooperative partnerships with State/county agencies, university research scientists, non-profit environmental interest organizations, etc. BLM may work in cooperative partnerships with such entities without a Cooperator Aircraft Letter of Approval ONLY when:

- The BLM does not have operational control of the UAS flight and is not directing any aspect of the operation of that aircraft.
- The BLM is not paying for flight services. Our interest is limited to only acquiring or sharing of the data or imagery that is captured by the on-board sensors or camera.
- The entity or person having operational control of the UAS has an FAA Part 107 certificate that allows them to operate a UAS for commercial or research purposes, and the Operator complies with all applicable FAA operating regulations when conducting a flight for the purpose of sharing data with the BLM. Note: The BLM reserves the right to see the Operator's Part 107 certificate or FAA-Certificate of Authorization (COA) to ensure the Bureau is not inadvertently associated with a UAS flight operation that could potentially not be compliant with the 14 CFR Federal Aviation Regulations.
- A courtesy call is made to the appropriate agency or interagency Dispatch Center and UAM for the sake of safety and deconfliction in case the agency is planning a manned aircraft mission in the same general location and time as the UAS operation.
- At the discretion of the BLM line officer or agency administrator, a land use permit may be required for the non-BLM entity having operational control to take off and land on BLM public lands.

Use of personally owned UAS for Agency purposes: In addition to what is stated in *NAP*, Sec. 3.0 (ref. the sixth bullet item under "Policy" above): It is not uncommon for BLM employees to own and operate UAS for personal recreation or hobby purposes, or as an FAA certified Part 107 Remote Pilot on their own time outside of work with the BLM. BLM employees may not perform government work using personal manned aircraft or UAS equipment on behalf of any Bureau program including, but not limited to; fire or resource reconnaissance, wildlife monitoring, census, or habitat surveys, archeological site inventories, stream surveys, visitor use monitoring in WSAs, filming activities or scenic areas to post on a BLM website to promote recreational opportunities on BLM lands, etc. In all cases, only DOI (or USFS) certified pilots operating DOI (or USFS) inspected/carded aircraft, or operators in the categories of procurement or use described above (contract, end-product, etc.) may conduct government business or fly on behalf of a Bureau program.

Acceptance of unsolicited "free" UAS flight services: Employees of USFS and BLM continue to be approached by vendors, organizations, and researchers who wish to demonstrate the capability of their UAS technology to our agencies, either for compensation or under the guise of a cost-free demonstration. Agency employees are often eager to observe the capability of new technology which may lead to inadvertent policy deviations or unauthorized commitments. Accepting a free service can lead to an expectation by a vendor that we will hire them in the future as a sole source. In one case, a vendor initially said they would provide aerial UAS imagery to the government for free, but then attempted to submit a bill for their services after a government employee reviewed the data acquired by the UAS sensors and gave positive feedback. Employees should also use caution to avoid making an "unauthorized commitment" to compensate any vendor for unsolicited data or imagery or flight services outside of an agency-approved procurement process. BLM Instruction

Memorandum OR-2018-002 defines this as “an agreement or commitment that is not binding solely because it was incurred by a BLM employee who does not have the authority to enter into that agreement on behalf of the Government.” Such action may constitute a contract ratification for which the employee may be held personally liable and fiscally responsible.

3.16.2 District Supplement:

3.17 Dispatching BLM Aircraft - Flight Requests

All flights will be arranged by aviation dispatchers and/or appropriate aviation manager except for:

- Flights with a scheduled air carrier on a seat fare basis (Part 121 or 135 scheduled flights open to the public on a ticket sale basis). Seat fare is defined as the cost for a DOI employee to occupy one seat between two different airports/heliports when the aircraft is not under the exclusive control of the DOI. It does not include any charter or on- demand operation.
- Transactions to acquire an End Product contract.

All BLM flights must:

- Be approved at the appropriate management level.
- Be authorized and documented **prior** to takeoff.
- Use approved pilots and aircraft as directed by the DMs.
- Allow only authorized passengers.
- All passengers shall be given a preflight safety briefing by the pilot or qualified aircrew member as per [351 DM 1.5.B](#).
- For all flights utilizing DOI contract aircraft, the ordering official/user must assure that there is an Interagency Agreement in place with AQD that includes approved funding for the flight (reference NAP 3.7).

The BLM standard format for aviation operations is Degrees and Decimal Minutes (DDD ° MM.MMM'). Reference BLM NAP Appendix 3 for additional details. Utilization of the correct format must be discussed between dispatch and the flight crew to assure accurate navigation.

- Note: The format for the US NOTAM OFFICE for Temporary Flight Restrictions issued by the FAA and in IROC will be in a Degree, Minutes and Seconds, input with NO punctuation (ddmmssN/ddmmssW).

A BLM Aircraft Flight Request [9400-1a](#) (or equivalent) is required to be completed for all non-fire flights that do not require a PASP (reference BLM NAP 4.3.2). The [9400-1a](#) Form (Aircraft Flight Request/Schedule) can be accessed at:

<https://www.nifc.gov/about-us/our-partners/blm/aviation/administration>

The UAM must review the [9400-1a](#) (or equivalent) Flight Request and obtain approval by appropriate level of authority as determined by the Unit's Line Management and documented in the Unit Aviation Plan.

3.17.1 Categories of Flight with specific procedures regarding Flight Requests: Life

Threatening Emergency Flight Requests (See also BLM NAP 3.14, 5.6 & 5.16)

- Requests for aircraft to meet life threatening emergency needs should be filled with the closest available aircraft with the appropriate capability for the mission.
- Normal protocols associated with ordering/hiring of aircraft can be addressed as time allows after the initial response.
- Local Line Officers are responsible for all aviation activities within their jurisdiction. The

response to a life-threatening emergency must be coordinated with the UAM, FMO/Duty Officer and Line Officer.

Non-Fire Point to Point Flight Requests (see NAP 5.7 Categories of Flight)

- Prior to hiring or arranging for the flight: Complete a cost analysis comparing costs of using a chartered or government owned aircraft versus commercial airline or driving, time frame requirements, other associated costs. An example Travel Cost Analysis Form ([OAS-110](#)) is located at: <https://www.doi.gov/aviation/library/opm>
- Prior to flight: [9400-1a](#) (or equivalent) is completed. UAM reviews and appropriate approval obtained (state or local unit determination).
- [AQD-91](#) and Best Value Comparison forms are not required for exclusive use aircraft but are required when comparing rentals to fleet, etc. (reference BLM NAP 3.7).
- Flight Manager designated when required (reference [National Interagency Mobilization Guide](#) Chapter 20, BLM NAP 2.6, for specific responsibilities).
- Resource tracking method determined (reference [National and Geographic Mobilization Guide](#) for details).

Non-Fire Special Use Activities (see NAP 5.7 Categories of Flight)

- Lead time for flight request, IAA & Task Order issuance, as described in Unit Aviation Plan.
- UAM to assess project/mission complexity; determine whether a PASP is required (reference BLM NAP 4.3.2).
- [9400-1a](#) (or equivalent) is approved by the appropriate level of authority for low complexity one-time types of missions.
- If a PASP is required (reference BLM NAP 4.3.2), a [9400-1a](#) Form may be used for dispatch office internal flight tracking purposes.
- [AQD-91](#)/Best Value Comparison Form is not required for exclusive use aircraft but is required when comparing rentals to fleet, etc. (reference BLM NAP 3.7).

Fire Point to Point and Fire Training Flight Requests (BLM Operational Control)

- Dispatch office receives a request, completes a resource order per dispatch procedures.
- UAM/Dispatch assures the front page of a [9400-1a](#) Flight Request/Schedule or equivalent Aircraft Flight Strip (per Dispatch SOP) completed.
- The BLM Fire IAA # is used, and the DOI Fire contract Task Order # for the hired vendor is used.
- Flight Manager designated when required (reference [National Interagency Mobilization Guide](#) Chapter 20, BLM NAP 2.6, for specific responsibilities).
- Resource tracking method determined (reference National and Geographic Mobilization Guides for details).
- Training: Fire training flight requests are made by the supervisor/manager (Helitack, SEAT, and Aerial Supervision) to the FMO, duty officer, UAM and coordinated with the aircraft dispatcher.
- Contractor directed training flights are coordinated with the PI, airbase manager, or UAM. These flights are the responsibility of the contractor. The Dispatcher/UAM is responsible for conducting and documenting a cost comparison and Contractor selection rationale prior to hiring aircraft. (Reference BLM NAP 3.2 for documentation retention)

Fire Operations Flight Requests

- Requests come from:
 - Incident Commander (IC) or designated incident personnel (i.e., AOBD, ASGS, ATGS/ATS).
 - FMO or duty officer.
 - Per unit dispatching plan.
- Initial Attack aircraft requests can be documented on a Resource Order and/or Aircraft

- Dispatch form.
- Initial Attack aircraft requests should be ordered on a Resource Order via IROC and/or Aircraft Dispatch Form. Generating and awaiting a Resource Order should not affect the response time for an initial attack mobilization within the host Geographic Area or with neighborhood agreements across Geographic Area boundaries through established dispatch ordering channels. Resource orders through IROC can be provided after mobilization has occurred for initial attack. BLM Initial Attack aircraft may be launched to new incidents with just the location, bearing, distance and flight following frequency. All other pertinent information will be provided to aircrews while enroute to include:
 - i. Destination latitude – longitude coordinates (Degrees and Decimal Minutes (DDD ° MM.MMM’)
 - ii. Radio frequencies - air to air/air to ground/flight following
 - iii. Incident name/contact (if any)
 - iv. Airspace hazards and dispatch boundary concerns
 - v. Other aircraft on scene or enroute
- The Dispatcher/UAM is responsible for conducting and documenting a cost comparison and Contractor selection rationale prior to hiring aircraft. (Reference BLM NAP 3.2 for documentation retention)
- The BLM Fire IAA # is used, and the DOI Fire contract Task Order # is used.

3.18 Aircraft Use Payment Systems

Aviation Information Report Support (AIRS): AIRS is an IBC web-based system utilized by vendors for generating and processing flight use invoices.

- BLM-AK currently renders payment to non-fire vendors via the BLM-AK Pilot Project.

AIRS training - <https://www.doi.gov/aviation/aviation-information-report-support-airs-help-video>

AIRS Help Desk - Email: AIRS_access@ibc.doi.gov Phone: (208) 433-5010

Internet Payment Platform (IPP): The Internet Payment Platform (IPP) is a comprehensive electronic invoicing and payment information service made available to all Federal agencies and their suppliers by the U.S. Department of the Treasury’s Financial Management Service (FMS). IPP centralizes transaction processing in the order-to-payment notification cycle, including purchase orders, invoices, and payments: <https://www.ipp.gov/>

Aircraft Use Report Manager (AURM): The AURM is used within DOI for government owned “Fleet” aircraft billing to create aircraft use report data files which are emailed to OASfleetmanager@ios.doi.gov for uploading into the FBMS system. OAS Technical Services has also developed a "next generation" Aircraft Use Report Manager application for iPads.

Forest Service Incident Business System (IBS): Flight time, daily availability, and other authorized charges or deductions shall be recorded on a Flight Use Report in IBS for all USFS contracted aircraft. The data shall be entered and reviewed by the government and the contractor’s representative. BLM employees (including BLM AD employees) that are flight or aircraft managers with responsibility to input flight use data into the USFS IBS will need to register with the USFS IBS program. IBS can be found at: apps.fs.usda.gov/ibs (in Google Chrome only).

3.19 Coding for Flight Use Reports

Documentation of all non-fleet flight services is accomplished on an [AMD-23E](#) Aircraft Use Report form, which is then entered by the vendor into AIRS. The hard copy form acts as the ‘Field Receiving Report’ which provides evidence that the flight information is accurate. Until further notice, AIRS will be the Government’s “Electronic Receiving Report”, which supports Contractor payments

that are invoiced and paid through IPP.

BLM SAMs serve as the COR for exclusive use 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.

The following business rules apply to all BLM contracted aircraft:

3.19.1 Task “Order” Number: The contract number to be identified on the [AMD-23E](#) forms is the appropriate **order number** that was issued by the CO for the applicable contract.

- Reference <https://www.doi.gov/aviation/aqd> for On-Call Fire Suppression Task Order Numbers for specific type of contract being utilized.

3.19.2 Billee Code: Billee Codes are a required field, for payment by AQD, on the [AMD-23E](#). The Billee Code is a good method to query reports in FBMS and should continue to be utilized for that purpose.

- For Exclusive Use contract aircraft, the “Hiring Unit” Billee Code will be used regardless of the operating location for all Pay Item codes when utilizing a BLM Task Order number.

3.19.3 Charge Codes: New direction now allows for simplified coding for aircraft costs associated with suppression related charges and Fire Exclusive Use Availability. The following outlines new procedures for inputting financial coding on the [AMD-23E](#) form.

BLM Nationally Funded SEAT’s: Separate guidance will be provided annually to address coding for nationally funded SEATs.

BLM Fire Exclusive Use contracted aircraft:

Availability during MAP:

- FA540 – This is the financial code for entry in the “Charge Code” section of the AMD-23 for EU Availability only.
- Do not use “FA-540” for anything other than “AV” during the exclusive use mandatory availability period.

Availability during Contract Extension:

- Appropriate four-digit only “Fire Code” (suppression/severity/GACC support code) or;
- Entire (Cost Center, Functional Area and WBS) cost string if utilizing Preparedness (LF100), Pre-Positioning (LF561) or other non-fire funds.

All other pay item codes (FT, SM, PD, EP, ET, SC, etc.):

- Appropriate four-digit only “Fire Code” (suppression/severity/GACC support code) or;
- Entire (Cost Center, Functional Area and WBS) cost string if utilizing Preparedness (LF100), Pre-Positioning (LF561) or other non-fire funds.

BLM hired On Call/CWN/ARA fire aircraft:

Availability:

- Appropriate four-digit only “Fire Code” (suppression/severity/GACC support code) or;
- Entire (Cost Center, Functional Area and WBS) cost string if utilizing Preparedness (LF100), Pre-Positioning (LF561) or other non-fire funds.

All other pay item codes (FT, SM, PD, EP, ET, SC, etc.):

- Appropriate four-digit only “Fire Code” (suppression/severity/GACC support code) or;

- Entire (Cost Center, Functional Area and WBS) cost string if utilizing Preparedness (LF100), Pre-Positioning (LF561) or other non-fire funds.

BLM-hired On Call/CWN/ARA non-fire aircraft:

- Entire (Cost Center, Functional Area and WBS) cost string for all charges.
- Additional guidance specific to utilizing non-fire aircraft is referenced in BLM NAP 3.7.1, 3.7.2, 3.8.3, 3.8.4 and 3.17.1

3.19.4 Mission Use Codes: Mission Codes apply only to [AMD-23E](#) line entries for flight time. (For all non-flight time entries AQD will input a default mission code and are not required to be filled out by either the aircraft manager or the pilot.) Each specific type of flight will have the unique mission use code recorded. Example: A helicopter flies a total of 2.1 hours but does 1.1 hours of bucket work; 0.5 hours initial attack delivery of firefighters, and 0.5 hours of recon. Each type of flight will be shown on its own line entry with the specific mission use codes.

3.20 FEPP

Reserved

3.21 FBMS

All BLM financial activities are managed through the DOI FBMS program. All fire-retardant expenditures (Full-service contract and bulk purchase) are entered into FBMS by the district or state level designated officials (reference state and unit aviation plans).

End of Year financial procedures are announced via the Departmental and Bureau Instruction Memorandum (IM) system.

3.22 Aviation Program Reviews

Details about aviation program evaluations and fire preparedness reviews are described in BLM NAP 4.5.3.

3.23 New Program Requests

New program requests involving aerial assets, not already approved by BLM, must be routed through the State Director to the Division Chief, Aviation for approval. Upon NAO approval, new program requests will be forwarded for consideration of approval to the Associate Director, OAS. This request shall include a copy of the NAO approval, and a proposed Operations Plan. [New Program Request Form](#) is available on the NAO website.

4.0 Aviation Safety Management Systems

4.1 General

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. The intent is to improve the aviation culture by increasing hazard identification, reduce risk taking behavior, learn from mistakes, and correct procedures before a mishap occurs rather than after the accident.

The BLM NAO Aviation Safety & Training Advisor is the focal point for the BLM national level program. SAMs are the focal point for state aviation programs, and the unit aviation manager (UAM) is the focal point for district/field office aviation program.

4.2 Safety Management Systems (SMS)

SMS serves to structure the BLM existing safety initiatives and provides a review process for how well those initiatives function. SMS is not a safety program; rather it is a system which organizes existing safety processes around the concept of system safety and the four pillars (Policy, Risk Management, Safety Assurance and Safety Promotion). SMS incorporates a proactive approach using hazard identification and risk management to achieve accident prevention. Additional information regarding SMS is available at the Lessons Learned website: <http://www.wildfirelessons.net/Home/>

4.2.1 BLM Oregon/Washington Supplement: (SMS)

The SAM is responsible for managing a statewide BLM Aviation Accident Prevention program in OR/WA. This is frequently accomplished in partnership with the USFS-R6 Regional Aviation Safety Manager (RASM) via training sessions, briefings, site visits, information sharing with the field, preparedness reviews, etc. The SAM and RASM are co-members of the PNWCG Aviation Committee and are liaisons to the UAO Working Team.

The SAM implements all components of SMS via the following duties and responsibilities:

- Provides safety briefings and leads discussions for BLM and cooperator (interagency) employees in a variety of venues including the PNW Fire and Aviation Leadership Team and agency administrator workshops, as an IAT course instructor, and at workshops for Helicopter Managers, Airtanker Base Managers, SEAT Managers, and Dispatchers.
- Performs interagency aviation safety related task assignments for PNWCG to include participation on ASATs. (See Sec. 4.5.1 of NAP below.)
- Manages the SAFECOM program in BLM OR/WA, writes corrective action response statements, and addresses or elevates issues.
- Reviews BLM and Interagency PASP/MASPs, providing suggestions and edits for enhanced language in the Risk Assessment portion.
- Disseminates DOI and Interagency Safety Alerts, PASP/MASPs, and other aviation safety information via email to the UAMs and other field aviation users.
- Conducts site visits to airbases, project sites, and fire incidents to meet with the Air Operations Brand Directors (AOBD), flight crews, fire managers, line officers, and UAOs. Assists with aviation mishap investigations as needed or requested on behalf of the State Office or NAO.
- Evaluates new IAT Instructors as a designated IAT evaluator to ensure quality aviation safety presentations are occurring at the field level.

4.2.2 District Supplement: *(Describe how SMS is implemented on the local unit level.)*

4.3 Policy

SMS is a critical element of management responsibility in determining the agency's safety policy and SMS also defines how the agency intends to manage safety as an organizational core function.

- Policy guides aviation safety doctrine, philosophy, principles, and practices.
- Policy provides framework for aviation plans (reference BLM NAP 3.3).
- Policy assists in the development of local standard operating procedures.
- Policy will foster and promote doctrinal principles and safety management systems within the states.

Aviation management policies describe authorities, responsibilities, acceptable operating practices, and administrative procedures. These directives provide the structure for the SMS to effectively function. Safety is a product of effective policy and management processes. All aviation safety standards and policy requirements identified in the BLM NAP 1.6 must be followed.

4.3.1 Aviation Life Support Equipment (ALSE)

All personnel engaged in aviation activities must wear appropriate Personal Protective Equipment (PPE), depending on the mission (reference NAP 5.4 and [350 DM 1.2.C](#) regarding flights on foreign aircraft in foreign countries). Requirements are listed in [351 DM 1.7](#) and outlined in the [ALSE Handbook](#) and mission specific guides and handbooks. Reference BLM NAP 5.22 and 5.27.1 for additional PPE requirements utilized for helicopter operations and low level (less than 500' AGL) fixed-wing flight operations. Any questions concerning the requirements and procedures for obtaining PPE are directed to the local aviation manager. Project leaders must ensure that appropriate and adequate ALSE, including PPE, is available and worn by individuals. If required ALSE is not available, all flights will be canceled or postponed.

4.3.2 Project Aviation Safety Planning (PASP*)

Accident prevention is paramount when planning individual aviation projects. Flights may not deviate from Department and Bureau policy and procedures, except for safety of flight considerations. A PASP is required for non-fire Special Use Activities. A [9400-1a](#) (or equivalent) may be completed in lieu of the PASP for a low complexity/one-time non-fire mission flights. The PASP or [9400-1a](#) must be reviewed by the UAM and approved by the appropriate level of authority per the state/unit aviation plan. Managers must be briefed by the UAM prior to their approval of the plan.

- PASPs that have a final risk assessment of high will require a SAM review prior to line manager approval.
- A courtesy copy of all PASPs will be routed to the SAM prior to implementation.

Projects/flights that occur periodically over a season or fiscal year can have one PASP prepared and approved. In this situation a [9400-1a](#) (or equivalent) will be required for each periodic flight. The [9400-1a](#) approval level would be at the UAM level with a courtesy notification to the SAM.

For projects/flights that are conducted by a unit's aviation operations group (helitack, aerial supervision, smokejumpers, UAS) if the project/flight is typical and routine to the operational group with mission risk assessment documented in the group's annual operations plan and the state and unit plan allows; then the project/flight can be conducted, without a specific PASP, after completion of [9400-1a](#) documentation.

- "PASPs developed for reoccurring projects will be reviewed, updated and signed each year (not to exceed 12 months).

- Routine, time critical UAS flights may utilize the Flight by Notification in lieu of completing an entire new PASP if the mission falls within the overarching/blanket PASP identified within the Unit Aviation Plan. (Reference BLM NAP 5.29)

Required elements of a PASP include:

- 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 plan
- 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)
- Load calculations and/or weight and balance information requirements
- Unit Aviation Manager's review and signature (not to exceed 12 months if reoccurring project)
- Project Lead Supervisor's and line officer's approval signature (not to exceed 12 months if reoccurring project). See NAP 6.2 for Management Responsibilities and training requirements.

A good resource for aviation project planning can be found in the [NSHO Chapter 3](#). Personnel needing assistance with mission flight or project planning requirements should contact their unit/state aviation manager. Risk assessments of the relevant project hazards can utilize maps, aerial photos, Google Earth photos, and [SkyVector.com](#) maps to help identify and map out where the hazards are located. Particular attention in the risk assessment is essential when determining how to mitigate the risk by reducing exposure to hazards in flight profiles, method of operations, external load operations, winter weather, and high/hot/heavy operations.

*U.S. Forest Service uses the title Mission Aviation Safety Plan (MASP) to meet the same objective.

4.3.2.1 BLM Oregon/Washington Supplement: PASP/MASP

It should be noted that the PNW uses the new term MASP in place of or interchangeable with PASP as a PNW interagency standard. You will see the two terms used and mean the same thing. At least two weeks of advanced notice is normally required for most non-fire PASP/MASPs to be

developed, reviewed, and routed for approval signature. Local unit aviation plans may specify additional needed lead time.

The BLM OR/WA requires a PASP/MASP for every mission regardless of complexity. The NAP statement that *“The reverse side of the 9400-1a may be used as a PASP/MASP for low complexity, one-time non- fire mission flights”* applies only in rare circumstances and with case-by-case SAM approval. The process of identifying hazards and developing mitigation strategies using the formal risk assessment process of a PASP is an effective tool for briefing line officers, supervisors, pilots, and Aircrew.

Interagency projects that involve BLM and USFS personnel require the PASP/MASP to be reviewed by both the BLM SAM and the USFS RASM. Only line officers, i.e., the BLM DM or field manager are authorized to approve PASP/MASPs. When multiple agency employees are involved in a mission, only the approval signature by the line officer of the agency having operational control is normally required. (Some projects, such as an interagency wild horse census, may require both agency line officers’ signatures.) By signing a PASP/MASP, a line officer is certifying that he/she accepts the remaining “residual” risk after mitigations are implemented and has determined that the benefits of allowing the mission to proceed outweigh that residual risk.

A briefing on hazards and an assessment of risk are also required on the day of each flight. Items to consider include the current and forecast weather conditions, the status of personnel assigned, and any last minute logistical or mission requirements that could affect complexity or risk. Likewise, each mission should conclude with a debriefing or After-Action-Review (AAR).

UAOs are asked to use the PNW MASP format (version 13 currently) which meets the BLM standards found in this document as well as the USFS-FSM 5711.1 policy requirement.

PASPs used for multiple recurring missions over a period are only valid for one year from the date the PASP/MASP was signed and approved by a line officer. No mission is authorized to be flown under any PASP/MASP after one year until it has been reviewed, edited, and re-signed with a new approval signature by a unit line officer.

The NWCG Aviation Risk Management Workbook, PMS 530-1 is available at: [NWCG Aviation Risk Management Workbook, PMS 530-1 | NWCG](#)

Additional information about the process is found in the National Standards for Helicopter Operations (NSHO) Chapter 3 at <https://www.nwcg.gov/sites/default/files/publications/pms510.pdf>

4.3.2.2 District Supplement: Local procedures for processing PASP/MASPs

4.3.3 Aircraft Accident Investigation Process

The National Transportation Safety Board (NTSB) has the responsibility to investigate all aviation accidents except for military (49 CFR Parts 830 and 831, Public Law 106-181, and Federal Management Regulation 102-33.185). OAS Chief of Aviation Safety is typically invited by the NTSB to be a party to the investigation. NTSB is still the controlling authority. Policy, including responsibilities and procedures concerning DOI aircraft mishaps are contained in [352 DM 3](#). Two Bureau positions may be established to assist the DOI Investigation Team: 1) as a selected member of the investigation team working directly for the OAS Safety Investigator-In-Charge (IIC), or 2) as the Bureau-designated on-site liaison to coordinate with the OAS Safety Investigator-In-Charge. NOTE: In many cases, the Bureau will provide only one representative to the investigation team and that individual will perform only as a liaison, or as both a team member and a liaison. OAS Chief of Aviation Safety, as the Departments representative to the NTSB, will determine who will participate. The NTSB IIC will then either accept or deny the individuals proposed by the Chief, or OAS IIC.

The BLM investigation team member:

- Must be requested by OAS to be an investigation team member.
- Will be appointed by the BLM Aviation Division Chief.
- Will normally be BLM NAO staff members or SAM.
- Must not have a personal interest in the mishap.
- Will work directly with the OAS Safety Investigator-In-Charge (IIC).
- Is bound by confidentiality regarding all aspects of the investigation and preliminary findings and conclusions.
- Will at no time express opinions of their own or recite opinions of others on the team.

The BLM Liaison:

- Will be appointed by the BLM Aviation Division Chief (FA-500).
- Will provide on-site coordination and support to the OAS Safety IIC for personnel, resources, transportation, office space, communications, etc.
- Will coordinate and facilitate in and out-briefings with local BLM management.
- Will serve as liaison between the investigation team and local BLM management, BLM specialists and/or incident management team.
- Will provide the IIC with technical expertise and Bureau organizational information.
- Will make arrangements for interviews, site visits, document review, etc.
- Will **not** conduct interviews or investigative actions unless requested by the IIC.
- Will be bound by confidentiality regarding all aspects of the investigation and preliminary findings and conclusions.
- Will at no time express opinions of their own or recite opinions of others on the team
- Must not have a personal interest in the mishap.

4.4 Risk Management

Risk management enables personnel at all levels to do exactly what the term implies: manage risks. The process of risk management applies to programs and operational missions. The risk management process is designed to mitigate risk to acceptable levels by the identification, assessment, and prioritization of risks followed by coordinated application of resources to minimize, monitor, and control the probability and/or impact of unfortunate events.

These basic decision-making principles must be applied before any anticipated job, task, or mission is performed:

- **Accept no unnecessary risk:** Unnecessary risk does not contribute to the safe accomplishment of a task or mission. The most logical choices for accomplishing a mission are those that meet all the mission requirements while exposing personnel and resources to the lowest possible risk.
- **Make risk decisions at the appropriate level:** Making risk decisions at the appropriate level establishes clear accountability. Those accountable for the success or failure of a mission must be included in the risk decision process. Supervisors at all levels must ensure subordinates know how much risk they can accept and when they must elevate the decision to a higher level.
- **Accept risk when benefit outweighs cost:** Weighing risks against opportunities and benefits helps to maximize unit capability. Even high-risk endeavors may be undertaken when there is clear knowledge that the sum of the benefits exceeds the sum of the potential costs.
- **Integrate risk management into planning and execution at all levels:** To effectively apply risk management, leaders at all levels must dedicate time and resources to incorporate risk management principles into the planning and execution phases of all

operations. Integrating risk management into planning as early as possible provides the decision maker with the greatest opportunity to apply risk management principles.

Risk assessment can be divided into three levels:

- **Time Critical:** This method is an “on-the-run” mental or verbal review of the situation using the risk management process without necessarily recording the information. The process is used to consider risk while making decisions in a time limited situation. Rapid risk assessment requires effective training of personnel, effective operational practices and a thorough understanding of objectives of the mission.
 - Note that “time critical” does not mean “hasty” or “uninformed.”
- **Deliberate:** This method is used when planning time permits. It involves systematic risk identification, risk assessment/analysis, consideration of control options and risk decision making, implementation of controls, and supervision. Note that all of these may be applied to time critical risk management; however, the time frame in which the rapid examination is performed is extremely compressed by the urgency of the situation. This will involve documentation of the process and actions.
- **Strategic:** Strategic Risk management is conducted at the highest levels of the organization and is typically applied to multiple systems type complexity and requires professional reviews. This method should be used in instances where new technology, change, or development of new programs or activities. It involves an analysis of cost/benefit of mitigations. The strategic process produces a more permanent record of findings and decisions used for long term planning, organizational decision-making, and as authoritative training resources.

Risk Management Process: The process by which risk is managed is ongoing throughout the mission. It starts in the planning stage, continues to the approval and scheduling phase, is evaluated, and adapted during the execution phase and is analyzed and collected as lessons learned in the post flight phase. Reference NWCG [Standards for Aviation Risk Management](#).

- **Identify Hazards:** The first step in risk management is to identify hazards. The hazards are the potential sources of danger that could be encountered while performing a task or mission. Hazards include, **but are not limited to**, weather, time of flight, terrain, equipment, training, and proficiency level of personnel.
- **Assess Hazards:** Hazard or risk assessment is part of the risk management process. Risk assessment can range from simple to complex but must be detailed. The process of assessing hazard causes personnel to analyze the degree of risk associated with each threat, and place these in perspective relative to the objectives of the mission and organization.
- **Develop Controls/Make Risk Decisions:** Starting with the highest threat, identify the risk control options that reduce exposure to the threats for all of those identified in the previous steps that exceed an acceptable level of risk.
- **Implement Controls/Execute and Monitor:** Implement the plan and ensure that the risk controls are known by all and are utilized. Ensure that people know and do what is expected of them. A high level of risk that cannot be effectively controlled should be reported to the person supervising the operation. Continually evaluate the effectiveness of the controls and ensure that the risk remains in balance with the benefits.
- **Supervise and Evaluate:** Note any changes to the operation, equipment, environment, and/or people and how they may affect your plan. It is important to remember that risk management is a continuous process! Adjust to changes in the situation in real time by remaining vigilant and maintaining your situation awareness to identify unexpected as well as planned threats. Track your progress by taking note of intermediate accomplishments that will denote and add up to the completion of your objective. Additionally, after action reviews are a good way to assure that the supervision and monitoring of the mission are effective and that lessons learned are captured for the

future.

Risk Assessment Tools: As discussed previously, the second step of risk management is assessment of the threats/hazards. There are several tools that may be used to document the risk involved in the operation. A good source for a variety of risk assessment tools can be found in the NSHO [Chapter 3](#): and <https://www.nifc.gov/about-us/our-partners/blm/aviation/safety>

4.5 Assurance

The safety assurance component involves processes for quality control, mishap investigation, and program reviews. Assurance emphasizes:

- Continuous monitoring and evaluation
- Standards for evaluations
- Internal/external audits and evaluations
- Investigations
- Emergency preparedness and response
- Reporting and feedback

Quality assurance (QA) techniques can be used to provide a structured process for achieving objectives. Currently BLM efforts have shifted with more emphasis being placed on the assurance pillar which consists of annual review of BLM contracted aviation resources during the field season.

4.5.1.1 BLM Oregon/Washington Supplement: SAFECOM

Personnel at all levels are encouraged to promote a positive safety culture through reporting hazards and mishaps. SAFECOMs may be submitted by any individual who witnesses or has specific knowledge of an event. Although retaining anonymity is an option when submitting a SAFECOM, it is highly recommended that employees engage in discussions with the UAM/UAO or SAM when submitting the report and provide a method of being contacted in case further questions arise. Although not required, the most effective learning SAFECOMs are often jointly written by the government employee and the involved pilot or mechanic so that technical facts can be articulated correctly.

An employee, i.e., a new UAM/UAO, who needs to review and edit SAFECOMs in the system should submit an access request form to the SAM who will sign and forward it to the BLM National Aviation Safety and Training Program Manager.

The UAO should provide a corrective action statement on a SAFECOM generated on their Unit during a flight or mission where the BLM has operational control. The SAM will review and initiate follow-up discussions with the UAO if needed and may write additional corrective action language before the final submission of the document. When a BLM contract aircraft or BLM employees are involved in another agency's event that generates a SAFECOM, the SAM is available to engage in learning discussions with the Cooperator agency and may request and retain a copy of the SAFECOM on file.

4.5.1.2 District Supplement:

4.5.1 Aviation Safety and Technical Assistance Team (ASTAT)

During high levels of aviation activity, it is advisable to request an Aviation Safety and Technical Assistance Team (ASTAT). An ASTAT's purpose is to enhance risk management, efficiency, effectiveness and provide technical assistance while reviewing aviation operations. If an ASTAT cannot be filled internally, the request may be placed with NICC through established ordering channels using individual overhead requests. An ASTAT should operate under a Delegation of Authority from the appropriate State/Regional Aviation Manager(s) or Multi Agency Coordinating

Group. Formal written reports shall be provided to appropriate manager(s) as outlined at the in-brief. A team should be developed to fit the need of the requesting unit and may consist of the following:

- Aviation Safety Manager.
- Operations Specialist (helicopter and/or fixed wing).
- Pilot Inspector.
- Maintenance Inspector (optional).
- Avionics Inspector (optional).
- Aircraft Dispatcher (optional).

4.5.2 Aviation Safety Communiqué - SAFECOM

The SAFECOM system is used to report any condition, observance, act, maintenance problem or circumstance which has the potential to cause an aviation-related mishap. **The SAFECOM system is not intended for initiating punitive actions.** Mission personnel are encouraged to collaborate on SAFECOM development prior to submission to avoid any punitive implication, submission duplication and to increase the narrative accuracy of events. Submitting a SAFECOM is **not** a substitute for “on-the-spot” correction(s) to a safety concern. It is a tool used to identify, document, track, and correct safety related issues. All personnel involved in aviation activities are encouraged to submit SAFECOMs. A SAFECOM can be submitted via:

- Website: <https://www.safecom.gov/>
- Mobile application: <https://www.safecom.gov/mobile/#/>
- Phone: 1-888-464-7427

Personnel in doubt about completing a SAFECOM should contact their UAM. Reference the BLM NAP Appendix 4 for BLM SAFECOM management roles.

- Elevated SAFECOM's will not be made “Public” until a determination/ investigation has been completed. The National Aviation Safety Manager (FA-500) will assign a liaison to OAS-Safety on a case-by-case basis.

4.5.3 Program Evaluations, Readiness Reviews, Site Visits

Aviation program evaluations/reviews are an integral part of the System Safety Assurance program.

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

BLM Fire Preparedness Reviews: Aviation functional operations and facilities are reviewed as part of the total Fire Preparedness review of field/district operations. Reviews are conducted every four years by a national level review team. District or state level fire readiness reviews are conducted annually. The SAM will be responsible for coordinating annual readiness reviews of the state's aviation crews/personnel, project, and base site visits, and developing guidelines for UAM oversight of district/field office aviation activities. The SAM has the responsibility to ensure the reviews are being conducted for aviation operations within the required time frame and to identify well qualified individuals to conduct the review (reference [Interagency Standards for Fire and Fire Aviation Operations](#), Chapter 18 for information).

OAS Aviation Program Evaluation: OAS will administer an aviation program evaluation of each BLM state and the NAO every five years. The purpose of these evaluations is primarily to review non-fire aviation activities as they relate to administration, operations, safety, training, and security. The NAO will identify qualified individuals to assist with the review (reference BLM NAP Appendix 5 for schedule). The SAM will assist with the review and provide scheduling and logistical support. Additional reviews may be conducted if a need is identified by the aviation division chief.

4.5.4 National Fire and Aviation Operations Alert System

The BLM Office of Fire and Aviation has established an “Operation Alert” system designed to provide field units and personnel with critical ground or aerial operational information in a timely manner. The system is intended to respond to emerging issues as identified through such means as SAFECOMS, SAFENETS, investigation reports, after action reviews, etc. This system is not a replacement for any existing formal notification and alert system such as Interagency Safety Alerts or Aviation Accident Prevention Bulletin. In fact, the intent is for the operations alerts to complement these existing systems in those instances where it is appropriate. These alerts will also complement the Department and Bureau manual process. The operations alert system will provide time sensitive information to state and unit FMOs and aviation managers. It is anticipated that these individuals will provide the information to appropriate parties through established channels and processes. The Office of Fire and Aviation, Operations (FA-300) and Aviation (FA-500) groups manage the program.

4.5.5 Promotion

The BLM must promote safety as a core value with practices that support a positive safety culture. BLM Aviation Managers are encouraged to promote aviation safety and accident prevention at every opportunity, within all fire and non-fire programs. Line Managers play a critical role in establishing a just safety culture at the State and Field levels. Safety promotion can be accomplished through:

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

4.5.6 BLM Oregon/Washington Supplement: Safety Promotion

The BLM OR/WA SAM and UAOs promote aviation safety through frequent interaction and briefings, AARs, and SAFECOM reviews with line officers, other state, and regional office staff, the PNWCG Aviation Working Committee, district FMOs, and through the measures listed in Section 4.2 above. The UAOs are responsible for local safety promotion and quality assurance through:

- Preparing and reviewing PASP/MASPs and risk assessments for non-fire projects.
- Updating the Unit Aviation Plan annually with attention to accuracy, completeness, and detail, submitting it for signature within required timeframes.
- Providing aviation training on the local Unit, monitoring the IAT training records for non-fire district employees to ensure those who fly on aviation missions are current and qualified as Aircrew and/or Flight Manager.
- Presenting, attending, or ensuring a qualified flight manager conducts pre-mission briefings and AARs with an emphasis on reviewing the PASP/MASP and risk assessment.
- Providing corrective action statements for SAFECOMs submitted on the local Unit during missions in which the Bureau has operational control. Briefing the SAM and local fire managers/supervisors when events occur, or trends are identified.
- Disseminating Safety Alerts, Accident Prevention Bulletins, Lessons Learned reports, and other safety-related information, and/or maintaining a display board of these products as they are received from the SAM and other sources.
- Requesting and/or preparing/presenting aviation safety awards for extraordinary proactive measures that are likely to have prevented a mishap, or to reward an exceptional action taken for accident prevention.

4.5.7 District Supplement:

4.6.1 Lessons Learned

National and State level aviation program managers are responsible for providing input into training curriculum development, lessons learned messages, development of new procedures and operational methodologies.

SAMs are responsible for disseminating pertinent aviation safety information and actively engaging resource and fire managers during annual work plan development.

Additional information regarding Lessons Learned is available at the Lessons Learned website: <http://www.wildfirelessons.net/Home>

4.6.2 Aviation Safety Awards Program

Aviation safety awards are a positive part of the aviation program and are provided to all organization levels. National awards are given following the guidelines in [352 DM 4](#) for pilots and employees. Airward recommendation narratives are submitted through the SAM to the NAO Safety and Training Advisor.

5.0 Aviation Operations

5.1 General

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, approved by management, that utilize the correct equipment and personnel and are carefully executed per SOP to minimize risk. Safety is the priority and leadership at all levels must foster a culture that encourages employees to communicate unsafe conditions, policies or acts that could lead to accidents without fear of reprisal. The four components of SMS (policy, risk management, assurance, and promotion) are critical to the success of safe operations.

State and local units are required to staff exclusive use aircraft assigned to their jurisdiction throughout the contract period and any extensions. Additionally, local units will ensure that support functions (i.e., airtanker bases and local dispatch centers) necessary for the mobilization of national assets (i.e., large airtankers, Lead planes, SEATs, ASMs and fire helicopters) are staffed to support local dispatch as well as GACC to GACC and national mobilization.

5.1.1 BLM Oregon/Washington Supplement: General

The BLM OR/WA conducts a wide range of fire and non-fire aviation missions each year in support of fire and resource management programs. It is imperative that managers and supervisors pay close attention to the work and flight environments due to the complex and dynamic nature of each. Successful and safe operations depend on effective mission planning, open communication, adherence to policies and established procedures, maintaining situational awareness, and a continuous focus on sound risk management principles and practices.

The BLM State Office is committed to the success of interagency programs and partnerships with the USFS PNW & Alaska. Seven of the nine BLM districts in OR/WA have interagency and/or Service First fire programs with a UAM (or UAO) who provides service to more than one agency per written letter(s) of delegation from line officers. The BLM provides staffing for tactical aircraft and operates several base facilities that support both interagency and stand-alone Bureau aviation programs and operations. There is also significant Bureau and interagency use of the cooperator aircraft listed in Section 3.11 above throughout the Northwest on any given year. The following is a basic list of aviation program components in the districts of BLM OR/WA. Additional information about the BLM EU aircraft contracts and helitack operations are found in Section 5.22 below.

Vale District:

- Stand-alone, USFS permanent full-time (PFT) BLM UAM, shared with and based in Burns
- One PFT Assistant UAM/Air Attack (ATGS).
- One EU 90-day contract, Type 3 helicopter, a PFT Helicopter Manager/crew supervisor and assistant manager, and 9-person helitack fire crew, based at government-owned facility at Vale- Miller Memorial Airport (S49). The crew is trained and equipped to perform aerial ignition.
- One EU 90-day contract, Aero Commander 690B fixed-wing twin-engine air tactical airplane based at Ontario Airport (ONO), with a qualified BLM Air Tactical Group Supervisor (ATGS) assigned. The ATGS also functions as the Assistant UAM.
- One bulk retardant contract (LC-95A) with a 10,000-gallon capacity retardant storage tank and mix tank, water supplied by hydrant. Base is capable of operating multiple SEATs procured on national- level EU or on-call contracts.

Burns District:

- Stand-alone PFT BLM UAM, shared with Vale District with the duty location in Burns.

- On-Call helicopter contracted budgeted for 110-days, A-Star B3E (Type 3) staffed by a 10-person helitack fire crew, based at a government-leased facility at Burns Airport (BNO). Crew is supervised by a permanent full-time helicopter manager/crew supervisor and an assistant crew supervisor. The helitack crew is trained, certified to perform aerial ignition.
- During severity conditions, one or more supplemental contract aircraft (fixed wing or rotor wing) are prepositioned to augment existing initial attack capability.
- One bulk retardant contract (LC-95A) with a 10,000-gallon capacity retardant storage tank and mix tank on leased ramp space, and water supplied from a storage tank. The base can operate three SEATs simultaneously.

Lakeview District (South Central Oregon Fire Management Program):

- Stand-alone PFT USFS Unit Aviation Officer (shared with BLM Lakeview District, and US Fish and Wildlife Service, Sheldon-Hart National Wildlife Refuge) per an interagency Service-First agreement and delegation.
- One EU 110-day contract, Bell 205A-1++ Type 2 helicopter, 17-20-person interagency helitack fire crew, based at government-owned facility on leased property at Lakeview Airport (LKV). Crew is supervised by a permanent full-time helicopter manager/crew supervisor and an assistant manager. The flight crew and helitack crew are trained, certified, and capable of performing aerial ignition.
- Any of the national EU or DOI on-call contract SEATs may be based at LKV where there is a government-owned trailer on leased airport property. There is an 8,000-gallon LC retardant tank and a 10,000-gallon water tank supplied from a hydrant. The base is normally staffed by a permanent SEAT Base Manager/Unit Training Officer.

Prineville District (Central Oregon Fire Management):

- Stand-alone permanent full-time USFS Unit Aviation Officer (shared with Prineville District of BLM, and Deschutes and Ochoco National Forest), per an interagency Service-First agreement and line officer letters of delegation. There is a permanent full-time Assistant UAO/Air Tactical Group Supervisor staffing a USFS contract fixed wing aircraft during fire season.

Spokane District:

- FMO Collateral duty UAM.
- No permanent bases or assigned EU contracts.

Westside BLM districts (West side of the Oregon Cascade Range include Salem, Eugene (which combined to form the Northwest Oregon District in 2016), Coos Bay, Medford, and Roseburg.

- These districts are under a BLM fire suppression agreement with the Oregon Department of Forestry. Most of the aerial firefighting in western Oregon is performed and directed by the state and their resources. In these districts, there are no EU DOI aircraft contracts in place, and only occasions when “On-Call” aircraft are procured for Bureau use, mostly non-fire resource management projects.

5.1.2 District Supplement: Local Unit Aviation Operations

5.2 Policy, Operational Guides and Handbooks

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

5.3 Public/Civil Aircraft Operations

DOI aviation activities include both “civil” and “public” operations. Civil aircraft operations must

comply with 14 CFR (Federal Aviation Regulations) in the operation and maintenance of public aircraft with the few exceptions outlined in [DM 350-353](#). Operators under contract to DOI are bound by that contract to conduct operations in accordance with their FAA-approved commercial operator or airline certificate specifications, unless otherwise authorized by the contracting officer.

Standard Flight and Duty Limitations (Reference Redbook Chapter 16 for Interim Duty Limitations): Interagency standards for pilot duty days and flight time are:

- 14-hour maximum duty day.
- 8 hours maximum daily flight time for mission flights.
- 10 hours for point-to-point, with a 2-pilot crew.
- A maximum of 42 hours flight time during any consecutive 6-day period. When a pilot acquires 36 or more flight hours in a consecutive 6-day period, the pilot shall be given the following day off. A new 6-day cycle shall begin upon return from any day off.
- Minimum of 10 hours uninterrupted time off (rest) between duty periods; and
- Two days off within any 14-day period.

If these standards are exceeded, the following time off requirements will be followed.

- 11 consecutive hours of rest if the duty day or flight time limitations are exceeded by not more than 30 minutes.
- 12 consecutive hours of rest if the duty day or flight time limitations are exceeded by more than 30 minutes, but not more than 60 minutes.
- 16 consecutive hours of rest if the duty day or flight time limitations are exceeded by more than 60 minutes.

There will be no impact to the contractor's daily availability for these additional time-off requirements. Notification through the contracting chain of command shall occur and a SAFECOM should be submitted.

Maintenance Test and Ferry Flights by Government Pilots on contracted aircraft:

Government Pilots may perform functional maintenance check-flights and ferry aircraft to and from the Contractor's maintenance facilities when it is in the best interest of the Government and the following conditions are met:

- Flights are not being paid for by the Government and the operational control remains with the Contractor.
- The test flight does not follow any installation, overhaul, major repair, or replacement of any engine, propeller, or flight control system.
- The aircraft is operating under an approved and current OAS Inspection.
- Notification and approval from OAS and the NAO.

5.4 BLM Employees on Non-BLM Aircraft

All agency employees will comply with Bureau and DOI aviation policies when performing agency employment-related duties on board any organization's aircraft and/or aircraft operated under any other organization's operational control. These policies include but are not limited to approved aircraft and pilot (by carding or cooperater letter of approval), project aviation safety plans, flight following, PPE, appropriate flight management, etc. (reference [351 DM 4](#)).

Exceptions are:

- Flights in foreign countries ([351 DM 4.1.E.\(4\)](#)), ([350 DM 1.2.C](#)). Parts 350 - 354 of the DM do not apply to international DOI operations (except for fleet operations). However, BLM employees are expected to use good judgment and should attempt to follow DOI aviation policies to the extent practical.
- Undercover Law Enforcement missions ([351 DM 1.6.D](#)).

- Flights with a scheduled air carrier on a seat fare basis (Part 121 or 135 scheduled flights open to the public on a ticket sale basis). Seat fare is defined as the cost for a DOI employee to occupy one seat between two different airports/heliports when the aircraft is not under the exclusive control of the DOI. It does not include any charter or on-demand operation ([353 DM 1](#) & [OPM-15](#))

5.5 Passengers

A passenger is any person aboard an aircraft, when traveling on official BLM business, who does not perform the function of a flight crewmember or Aircrew member. Unauthorized passengers will not be transported in any DOI aircraft. For official, unofficial, and unauthorized definitions, reference [350 DM 1.8](#).

All passengers will:

- Use appropriate personal protective equipment (reference [ALSE Handbook](#)).
- Report aviation incidents, operations deviating from policy to the UAM and/or through the SAFECOM system.
- Emphasize personal safety as well as the safety of others involved in the flight.
- Meet the requirements of DOI [OPM-04](#).

Agency employees in off duty status: Federal employees cannot utilize annual leave/LWOP or “volunteer” to circumvent agency policy. If any aspect of the employee’s activity is related to their official duties, they are conducting agency business, irrespective of their pay status.

Reference the regulations regarding off-duty activities in accordance with the Standards of Ethical Conduct for Employees of the Executive Branch (5 CFR. Part 2635.802-803).

Non-Federal passengers (not covered by established agreements): (reference [350 DM 1.8.A\(3\)](#))

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

Volunteers: Volunteers when traveling on official business, are official passengers, within the terms of [350 DM 1.8.A.\(3\)](#) and BLM [9400.67.A](#). Volunteers are not permitted to operate aircraft or serve as an aircrew member on any DOI aircraft. Volunteers aboard DOI aircraft performing mission flights must be pre-approved by the appropriate BLM line manager. During fire mission

flights, the incident commander with delegation of authority or the local line officer are the appropriate levels of approval. OMB 0596-0080 requires use of Volunteer Service Agreement form [OF301a](#).

5.6 Emergency Exception to Policy:

Federal employees who are involved in an event in which there clearly exists an imminent threat to human life, and when there is insufficient time to utilize approved methods, may deviate from policy to the extent necessary to preserve life (reference [350 DM 1.3.B](#)). The following provisions and follow-up actions apply:

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

5.7 Categories of Flight

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

A “**Point-to-Point**” flight is one that originates at one FAA-designated airport, seaplane base or permanent helibase (identified in the FAA Airport/Facilities Directory, FAA Sectional Aeronautical Charts or FAA supplement for the geographic area) and flies directly to another developed airport, seaplane base or permanent helibase with the sole purpose of transporting personnel or cargo (this term does not apply to flights with a scheduled air carrier on a seat fare basis). These types of flights are often referred to as “administrative” flights and require the aircraft and pilot to be only carded and approved for point-to-point flight. A point-to-point flight is conducted higher than 500 feet above ground level (AGL). Point-to-point missions, when flown in Department owned or contracted aircraft, shall be considered civil aircraft operations and must be flown in full compliance with applicable provisions of 14 CFR.

“**Special Use Activities**” Special Use Activities involve the utilization of airplanes and helicopters in flight operations which do not meet the definition of point-to-point flight (see 350 DM 1), and which require special considerations due to additional equipment and/or the increased complexity inherent in such operations. Point-to-point missions, when flown in Department owned or contracted aircraft, shall be considered civil aircraft operations and must be flown in full compliance with the applicable provisions of 14 CFR. Regardless of any status as a public aircraft, pilots must comply with the applicable provisions of 14 CFR and deviate only as authorized by published Department policy. [OPM-29](#) Special Use Activities for Manned Aircraft

5.8 Flight Planning

Unless exempted by [351 DM 1.4](#), all flights will be conducted with an approved flight plan. (See also [National Interagency Mobilization Guide](#) Chapter 20)

Point-to-Point Flights will be tracked by a FAA - visual flight rules (VFR) or instrument flight rules (IFR) flight plan or on an international Civil Aviation Organization (ICAO) flight plan; or in accordance with a Bureau approved flight plan program; or in accordance with an OAS Director approved vendor flight program specified in a DOI procurement document. FAA flight plans may be supplemented by agency flight plans and the administrative tracking and notification procedures specified in the National and Geographic Area Mobilization Guides. A qualified flight manager (per [OPM-04](#)) will be assigned to perform the administrative functions and assure a briefing is given to the pilot and a pre-flight safety briefing is given to the passengers (reference [National Interagency Mobilization Guide](#) Chapter 20 for specific responsibilities). A [9400-1a](#) Form or other Aircraft Flight Strip (per Dispatch SOP) will be utilized to provide dispatch with the appropriate aircraft and pilot information, a passenger manifest, and an estimated time of departure and arrival.

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

- Type of mission
- Environmental conditions – departure point, route, destination
- Time frames
- Logistics – fuel, landing areas, equipment, support crew
- Communications
- Airspace, flight hazards
- Aircraft and/or Pilot carding requirements (i.e., ACETA, Low-Level, etc. reference [OPM-29](#))

5.8.1 BLM Oregon/Washington Supplement: Flight Planning and Mobilization

Proper tracking of tactical aircraft requires either a resource order or an agency flight plan (i.e., Form 9400-1a or a Mission Planning Worksheet) for all flights in the PNW. Flight managers will notify dispatch of departure and arrival times, any necessary deviations from the planned flight route or timeframes, and upon arrival at any intermediate stops and the destination. If there are unique or specific local procedures on how the flight planning and approval process is managed on the local Unit, those details may be addressed in the unit aviation plan or the Dispatch Center Operating Plan. A PASP/MASP is required for non-fire mission flights in OR/WA with few exceptions, as discussed in Chapter 4, Section 4.3.2. Non-Fire include prescribe fire missions unless that which has escaped and requires full suppression.

5.8.2 District Supplement:

5.9 Flight Following

(See also [National Interagency Mobilization Guide](#) Chapter 50 and [Interagency Standards for Fire and Fire Aviation Operations](#) Chapter 16)

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

Exception: When conducting firefighting missions within 5 miles of an uncontrolled airport, maintain sterile cockpit until departing the traffic pattern and reaching final altitude. Monitor CTAF frequency if feasible while engaged in firefighting activities. Monitor CTAF as soon as practical upon leaving the fire and returning to the uncontrolled airport. When conducting firefighting missions within Class B, C, or D airspace, notify dispatch that ATC communications will have priority over dispatch communications.

Point-to-Point Flight following is accomplished by an authorized flight plan as outlined in NAP 5.8. Aircraft on FAA IFR flight plans are continuously tracked via radar. Radar tracking for VFR traffic is not guaranteed, but is available when requested if the controller workload, terrain, and operating altitude allow coverage. The designated flight manager will confirm that the pilot has filed and activated an authorized flight plan and performs several functions associated with the agency flight plan. When utilizing an FAA VFR flight plan or agency flight plan, the pilot or flight manager will

notify Dispatch upon departure, arrival at any interim stops, and arrival at the destination to close out resource tracking. The flight following method is documented on the Flight Strip or [9400- 1a](#) Form.

Mission Flight Following is accomplished by flight crews and agency dispatchers using positive two-way communication (agency radio systems, satellite telephones, satellite texting), via the internet-based Automated Flight Following (AFF) system, or by agency personnel on the scene of an incident or project where the aircraft is operating.

The method of flight following for fire incidents is documented on an aircraft resource order or in a Dispatch Center's Mobilization/Operating Guide. The method for flight following non-fire missions will be documented in a PASP and/or [9400-1a](#) (or equivalent).

Agency Flight Following begins with providing the departure time, souls on board (total personnel on the aircraft), quantity/duration of fuel, and heading to next check-in point. Position reports during a mission normally include the aircraft call sign, latitude, longitude, and heading. The default standard check-in for flight following is 15 minutes. If this is not possible, reporting frequency must be established and briefed prior to the mission and position reporting shall not exceed one-hour intervals under normal circumstances (reference [351 DM 1.4.B](#)). If the 15 minute time limitation is to be exceeded, prior approval by the SAM is required (reference [9400.45.C.2.a](#)).

- In certain circumstances, a position report may be given by some other descriptive location, such as reference to a mission grid-square map, a prominent known landmark, etc.
- Flight following may be conducted by FAA air traffic control if the mission flight is operating within Class B, C, or D airspace, and with prior notification to dispatch.
- Position reports and tactical radio transmissions should not be given when operating within five miles of an airport in the "sterile cockpit" environment.

The BLM standard format for aviation operations is Degrees and Decimal Minutes (DDD ° MM.MMM'). Reference BLM NAP Appendix 3 for additional details. Utilization of the correct format must be discussed between dispatch and the flight crew to assure accurate navigation.

Local/on-scene Flight Following: Local flight following by incident or project personnel may be implemented and utilized only when certain requirements are met and in place (reference NSHO Chapter 4. [Page](#) 29 line 28.):

- Local flight follow procedures pre-identified and approved in the [9400-1a](#) or PASP for project operations and in conjunction with Dispatch for tactical operations.
- Flight following procedures and responsibilities have been addressed in pre-flight briefings.
- Methods of flight following are in place and tested, including mandatory communication between designated flight following personnel and dispatch before flight operations begin. Positive communication with Dispatch must be maintained continuously during the operational period.
- A positive, clean "hand-off" must occur between dispatch and the project site when local flight following begins and ends.
- Backup/alternate communication devices are in place, available and tested.
- A reporting interval not to exceed fifteen minutes (or continuous visual contact) is maintained, and the location/status documented on a field radio log.
- Emergency accident and lost communication procedures must be briefed and understood by project flight following personnel, the pilot, flight manager, and dispatch.

Automated Flight Following (AFF): AFF is the preferred method of agency flight following by Dispatch Centers since the aircraft N-number/identifier, position, speed, and heading of each AFF-equipped aircraft is graphically depicted every two minutes. The ability to resume radio flight

following will be maintained and utilized in the event the AFF system ceases to function (i.e., agency network internet connection failure or aircraft AFF transmitter failure). Reference the [National Interagency Mobilization Guide](#), Chapter 50 for specific direction regarding AFF.

5.9.1 BLM Oregon/Washington Supplement: Flight Following

If there are supplemental methods or additional procedures for flight following on an individual Unit, those should be addressed in the District/Unit Aviation Plan. It is recommended that the aviation portion of a Dispatch Center Operating Plan be included as an appendix or at least referenced in a Unit Aviation Plan to address this topic.

5.10 Radio Frequency Management/Communications

Bureau of Land Management policies for radio communications are found in Manual Sections: [MS-1291 Radio Frequency Authorization Manual](#), and [MS-1292 Radio Communications](#).

Do not transmit on a frequency without formal approval from the authorized radio frequency management personnel at the local, state, regional or national levels.

5.11 Overdue, Missing or Downed Aircraft

An aircraft is considered “overdue” when it fails to arrive within 30 minutes past the estimated time of arrival (ETA) and cannot be located. An aircraft is considered “missing” when its fuel duration has been exceeded, it has been reported as “overdue” to the FAA and the FAA has completed an administrative search for the aircraft without success. If an aircraft is overdue, missing, or downed, initiate the [Interagency Aviation Mishap Response Guide and Checklist](#) (NFES 2659). It is critical that the response plan is implemented, followed, and documented throughout the duration of the event.

5.11.1 BLM Oregon/Washington Supplement: Frequency management/communications

Frequency management/communications aviation frequencies are issued and controlled in the PNW by and for USFS, BLM, and interagency partners in accordance with FSH 6609.14 and DOI policies. The Pacific Northwest Unit Aviation Officers’ Working Group gathers frequency information and publishes the annual Pacific Northwest Aviation Frequency Guide in a spiral-bound pocket-sized format. Each district or forest (unit) has a designated point of contact who is required to submit changes or updates for the Frequency Guide by March 1 of each year. The UAOs and the PNWCG Aviation Committee are available to provide interagency coordination and support for frequency-related issues between fire operations personnel, agency radio program managers/technicians, and dispatch centers.

National Flight Following (NFF) and Air Guard frequencies: Dispatch Center radio consoles and aircraft radios are required to be capable of monitoring and transmitting on the emergency Air Guard and NFF frequencies.

Air Guard is generally reserved for transmitting aircraft emergencies, however the PNW (Oregon and Washington) current permits utilization of this frequency for the purpose of aerial medevac operation. This is a permitted work-around if the newly assigned VMED-29 frequency isn’t viable. The VMED -29 was recently established under an interagency MOU with the State Medical agencies to be utilize in Oregon, Washington, and Idaho. This will help facilitate communication with air medical life flight operators. Dispatch Centers and pilots are always required to monitor Air Guard during flight operations.

5.11.2 District Supplement:

5.12 Mishap Response

The [Interagency Aviation Mishap Response Guide and Checklist](#) outlines appropriate response to a loss of flight following, or an aircraft incident or accident. The plan describes procedures and requirements, including initiation of SAR, fire and medical response, notification of OAS Safety (1-888-4MISHAP) and BLM management. This guide (or equivalent) is specific to each Unit and shall be available in all Dispatch Offices (reference [352 DM 3.5](#)). The guide must be updated annually by the date established in the state aviation plan. Dispatch Centers are encouraged to augment the [Interagency Aviation Mishap Response Guide and Checklist](#) with additional local protocols and notification procedures and are required to test the Plan at least annually through a simulation exercise.

- Timely upward reporting of any confirmed or potential accident or incident is critical. If there is any doubt on how any occurrence might be classified contact your: State Aviation Manager, National Aviation Safety Advisor or the National Division Chief, Aviation (in that order) for clarification.

The Interagency Aviation Mishap Response Guide and Checklist is available at:

<https://www.doi.gov/aviation/library>

5.12.1 BLM Oregon/Washington Supplement: Mishap Response

Dispatch centers in Washington and Oregon are required to have their Aviation Mishap Response Plans updated annually by May 1st or prior to any flight operations. The plan shall be tested with one or more simulation exercises known as an Aviation Incident Response Exercise (AIRE) annually prior to the start of fire season. Units are encouraged to take opportunities for an outside AIRE simulation team to help the unit with assess or more extensive exercises. Contact SAM for more assistance.

Multiple simulations and drills are recommended to ensure all dispatchers who will be mobilizing, and tracking aircraft are proficient with initiating an effective response and proper notifications. It is critical to ensure that phone contact lists are current and accurate. The UAOWG has created a canned curriculum for AIRE training that is available for local use. Please reach out to the SAM, RAO or UAOWG member for more information. An Information Memo (IM) from the State Office may be issued that provides more direction and clarification annually.

5.12.2 District Supplement: (Insert local unit mishap response procedures or consider posting local unit mishap response plan in DAP Appendix.)

5.13 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](#).

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

5.13.1 BLM Oregon/Washington Supplement: Transportation of Hazardous Materials

The most current DOT 9198 letter of Exemption and the current edition of the *Interagency Aviation Transport of Hazardous Materials Guide* must be carried on board any aircraft under BLM operational control when hazardous materials are being transported.

The pilot and any employees who are involved with packaging, transporting, or carrying such materials on any flight must have completed the required IAT A-110 course within the past three years per OPM-4 and the IAT Guide. The course length is two hours, and it may be completed as on-line computer-based training, or in a classroom setting. (See Chapter 6-Aviation Training for more details).

5.14 Invasive Species Control

Aquatic invasive species are easily transported in a variety of ways (i.e., helicopter buckets, scoopers, fixed tank helicopters and SEATs utilizing open water sources, fire engines and water tenders, and other water handling equipment). Agency personnel should become knowledgeable in the preventive measures associated with mitigating the spread of aquatic plants and invertebrates. Aviation managers should consult with local unit resource advisors to acquire information associated with contaminated water sources, approved water sources, cleaning of equipment exposed to contaminated water requirements, and other pertinent information.

Work is underway to develop additional guidance and procedures in the cleaning of equipment that has been exposed to aquatic invasive. Additional operational guidelines for aquatic invasive species can be found in the [Interagency Standards for Fire and Fire Aviation Operations](#), Chapter 12 and [Guide to Preventing Aquatic Invasive Species Transport by Wildland Fire Operations](#)

5.15 Fire Chemicals, Aerial Application Policy Near Waterways

Interagency policy only allows the use of a product that is qualified and approved for intended use. A qualified products list (QPL) is published for each wildland fire chemical type and maintained on the Wildland Fire Chemical Systems ([WFCS](#)) web site.

Products must be blended or mixed at the proper ratio by approved methods prior to being loaded into the aircraft by authorized personnel, [Long-Term Fire Retardant Characteristics and Mix Factors](#).

Personnel involved in handling, mixing and applying fire chemicals or solutions shall be trained in proper safe handling procedures and use the personal protective equipment recommended on the product label and safety data sheet ([SDS](#)).

For operational guidelines on use of fire chemicals and the Policy for Delivery of Wildland Fire Chemicals near Waterways, reference the [Interagency Standards for Fire and Fire Aviation Operations](#), Chapter 12.

5.15.1.1 BLM Oregon/Washington Supplement:

It is highly recommended that all districts are familiar and follow the guidance in the NAP 5.14 and 5.15 above and complete necessary training and preparedness for retardant avoidance areas, misapplication reporting requirements, and a link to a map of avoidance areas.

5.15.1.2 District Supplement

5.15.1 Stormwater Pollution Prevention Planning

Airtanker bases shall have appropriate spill containment measures in place. Bases should refer to the Stormwater Pollution Prevention Plan (SWPPP) for Best Management Practices (BMP's) and procedures for their specific base. Consult with the local hazmat specialist on requirements. SWPPPs will need reviewed/updated annually and SWPPP training conducted for airtanker/SEAT base personnel.

5.15.2 BLM Oregon/Washington Supplement: Stormwater Pollution Prevention Planning

Each permanent SEAT base in Oregon now has an established SWPPP in place and the bases are working toward if not already in full compliance. Additionally these bases are working to correct CACHE findings as funds become available.

5.15.3 District Supplement

5.16 Search and Rescue (SAR) (See also BLM NAP 3.14)

Agency line officers, managers or an incident commander may direct agency personnel to

participate in SAR aviation missions on or over public lands.

- All personnel involved with SAR operations should remain within the scope of their employment.
- Proper planning, risk assessments, and briefing the mission prior to an event will significantly reduce risk and improve the odds of success.
- SAR operations could lead to actions in conflict with DOI policy (reference BLM NAP 5.6 Emergency Exception to Policy).
- DOI policy ([900 DM 1.10](#) and BLM [H-1112-1.40.C](#)) and the [Federal Land Policy and Management Act](#) (43.U.S.C. 1742) provide authority to incur expenses and to take a temporary lead role in any SAR emergencies in which immediate and quick response can save lives.

5.17 Large Airtanker (LAT), and Very Large Airtanker (VLAT) Operations

Airtankers are a national resource, and their primary mission is initial attack. GACCs mobilize these aircraft according to National and Geographic Area Mobilization Guides. In addition to federally contracted airtankers, military airtankers with the Modular Airborne Fire Fighting System (MAFFS) and cooperator aircraft may be utilized to supplement the federal fleet through established agreements.

Operational considerations concerning LAT, and VLAT operations can be referenced in the NWCG Standards for Aerial Supervision ([SAS](#)), and [airtanker contract currently hosted by the USFS](#). Additional airtanker operations information can be found in the Interagency Standards for Fire and Aviation Operations, [Chapter 16](#).

5.17.1 BLM Oregon/Washington Supplement: Large Airtanker Operations

MAFFS: Klamath Falls, OR and Moses Lake, WA are currently the only air tanker bases approved for using MAFFs. Medford and Moses Lake are approved as reload bases for VLATs. Orders for MAFFS, VLATs, and other Large Airtankers are placed through NWCC per the procedures found in the PNW Mobilization Guide.

Foreign Airtankers: Due to the adjacent proximity of the State of Washington to Canada, there is an MOU in place with British Columbia for boundary firefighting operations in the BLM Spokane District and on national forests adjacent to the border. The USFS R6 airtanker program manager in Redmond meets with and provides training and briefings for Canadian airtanker pilots and aviation managers on a regular basis. These aircraft are required to be inspected and approved annually by letter as with all cooperator aircraft. This will be coordinated and accomplished through the PNW Interagency request process with and through the FS RAO and OAS.

5.17.2 District Supplement:

5.18 Airtanker/SEAT Base Operations

The airtanker/SEAT base manager supervises fixed wing ground and retardant operations in accordance with the [NWCG Standards for Airtanker Base Operations](#) (SABO). The SABO standardizes operations and procedures at interagency airtanker/SEAT bases to ensure safe, efficient, and effective operations in support of interagency goals and objectives.

An airtanker/SEAT base manager and required minimum staffing must be identified and in place

prior to conducting operations.

Airtanker Base Manager (ATBM), SEAT Manager (SEMG) and base support personnel responsibilities, training and currency requirements are outlined in the NWCG Standards for Wildland Fire Position Qualifications, [PMS 310.1](#).

Airtanker/SEAT base staffing requirements are located within the appendices of the [SABO](#). Staffing levels must consider ramp operations, risk management and 7-day staffing. An airtanker/SEAT base may have operational limitations, refer to the appropriate base operations plan.

Airtanker/SEAT Bases must develop and annually update their Airtanker Base/SEAT Base) Operations Plan (ABOP/SBOP). Additional administrative requirements (examples: FLIGHT/duty day logs/inspection) are in the SABO or on the NIFC–SEAT website.

5.19 SEAT Operations

Nationally Funded Preparedness SEATs (EU) as well as National On-Call SEATs are national resources. Their primary mission is initial attack. Mobilization is managed by dispatch centers with support by a national SEAT Coordinator and aviation managers. The BLM is currently the host for the National On-Call SEAT Services Contract.

Operational considerations concerning SEATs can be referenced in the [BLM Nationally Funded SEAT SOP's](#), [NWCG Standards for Airtanker Base Operations](#) and the Standards for Aerial Supervision ([SAS](#)).

5.19.1 BLM Oregon/Washington Supplement: SEAT Operations

BLM maintains several SEAT bases that are available to host and/or reload the current fleet of national-contract SEATs. These bases, which have water sources and retardant are in Ontario, Burns, and Lakeview. A brief description of the three primary Oregon BLM SEAT bases is provided in Sec. 5.1 above. Additional bases have historically been temporarily established at numerous other small airports throughout the Northwest at locations such as Prineville, Troutdale, Madras, etc.

Each BLM Unit Aviation Plan that has a SEAT base or reload base on their unit will include a SEAT Base Operating Plan as an appendix to the Unit or DAP.

Districts are highly encouraged to share SEAT aircraft and other aerial resources with neighboring districts, forests, and other agency lands in accordance with established interagency initial attack agreements. Resource sharing is encouraged both within the geographic area as well as across GACC boundary lines if aircraft are available. Coordination between the ordering Dispatch Center, the National SEAT Coordinator's desk at the National Interagency Fire Center (NIFC), and the NWCC is required when additional aircraft are needed but unavailable from a neighboring dispatch center.

SEAT missions are occasionally cancelled (i.e., due to a false alarm) after an aircraft has already taken off in response to a reported fire. Due to safety and aircraft structural limitations, the aircraft cannot return and land with a full load of retardant on board. Therefore, each base shall identify at least two acceptable retardant jettison sites away from the airport, any urban area, or developed private land. Jettison site locations are generally located on remote public land and should be documented in each SEAT base operating plan and known by the local and adjacent dispatch center. Agency resource management specialists should be consulted annually to review established jettison sites for continued suitability. Jettison areas should be discussed during initial pilot briefings, and pilots should enter jettison site locations as waypoints in the aircraft panel-mounted GPS as soon as possible when operating from a new or unfamiliar base.

Additionally, all USFS LAT bases can service, support and host SEATS as needed. The PNW has an Interagency Airtanker Base Manager Committee that works closely together to assist each other in the management of all airtanker type resources.

5.19.2 District Supplement: (Describe Local SEAT program and base facilities-primary and reload bases. Attach Unit SEAT base operating plan as appendix to Unit Aviation Plan if applicable.)

5.20 Foreign Airtanker Operations

The [National Interagency Mobilization Guide](#) identifies procedures for ordering foreign airtankers. Requests for foreign airtankers will be ordered through the GACC and forwarded on to NICC. In accordance with [351 DM 2.3.C](#) all airtanker make and models, regardless of nationality, must be Interagency Airtanker Board approved. Each aircraft and pilot(s) will be issued Letters of Approval per the procedures outlined in [351 DM 4.1](#) and [351 DM 4.4](#) and the [National Interagency Mobilization Guide](#). Operations of foreign airtankers will be consistent with the procedures outlined in the [SAS](#).

5.20.1 BLM Oregon/Washington Supplement: Foreign Airtankers

Due to the adjacent proximity of the State of Washington to Canada, there is an MOU in place with British Columbia for boundary firefighting operations. The USFS R6 airtanker program coordinator in Redmond meets with and provides training and briefings for Canadian airtanker pilots and aviation managers on a regular basis. These aircraft are required to be inspected and approved annually by letter as with all cooperator aircraft. This will be coordinated and accomplished through the PNW Interagency request process with and through the FS RAO and OAS.

5.20.1 Water Scooper Operations

Scooping operations may be conducted by single engine or multi engine water scoopers. Operational considerations can be found in the [Standards for Water Scooping Operations](#) and appropriate water scooper contract. Currently the USFS is the host for the multi engine water scooper contract, with the BLM as the host for the National on-call Fire Boss contract.

Local Units and States should incorporate water scooper planning into local unit aviation plans and state aviation plans.

Coordination of water scoopers is done at the National, Geographic, State, and local units.

Both multi engine and single engine water scoopers must have an aircraft manager identified. SEMGs (or ATBMs) may manage up to 4 aircraft if co-located out of the same location.

5.21 Air Attack, ASM and Lead plane Operations

These air tactical resources conduct operations in accordance with the [SAS](#), and the policies and procedures prescribed in the [Interagency Standards for Fire and Fire Aviation Operations](#). Dispatch and ordering procedures are accomplished in accordance with the Geographic Area and [National Interagency Mobilization Guide](#).

The [SAS](#), Aerial Supervision Logbook and associated forms are located on the NWCG website: <http://www.nwcg.gov/publications>

Aerial supervision resources will be dispatched, when available, for initial and extended attack to enhance efficiency and safety of ground and aerial operations. The rapid response speed of aerial supervision aircraft is critical to maximizing initial attack safety, effectiveness, and efficiency. This includes responding to incidents outside of the dispatch zone and GACC

boundaries.

The IROC status of BLM exclusive use air attack aircraft and personnel will be updated daily as GACC available. Aircraft and personnel will be released from incident at the end of each day to be available for IA the following day.

In accordance with NAP 2.5 (FMO Duties) BLM Exclusive Use aircraft will be staffed for seven-day coverage throughout the contract period. Regular Agency employees should be prioritized ahead of Casual (AD) employees to staff the aircraft in the event the assigned agency employee is not available (days off, etc.).

Air tactical aircraft must meet the avionics typing requirements listed in the [SAS](#), and the pilot must be carded to perform the air tactical mission.

The BLM Air Attack Program is managed by the BLM Air Attack Program Manager. This position will provide oversight for operational and strategic movement of national funded Exclusive Use ATGS Aircraft in coordination with the National/Geographic Area Coordination centers to optimize response efficiency and effectiveness during all planning levels.

- The BLM Air Attack Program Manager or designated Fixed Wing Coordinator GACC representative shall be consulted on all orders outside of the hosting GACC.
 - Factors that should be considered include but are limited to:
 1. Closest resource
 2. Days off schedule
 3. Continued GACC and local coverage
 4. Scheduled maintenance
 5. Pilot schedules
 6. Weather and Fire Behavior Forecast
- Closest resources apply to all immediate fire responses. This does not include GACC aviation preposition orders on regional support codes.

5.21.1 Aerial Supervision Personnel

Personnel associated with aerial supervision will be trained to the standards in NWCG PMS [310-1](#) and the Standards for Aerial Supervision ([SAS](#)). Training and qualification requirements for ASM crewmembers are defined in the [SAS](#). Individuals performing duties as an AITS or ATP must be certified and authorized by the BLM NAO. AITs will match days off with the ATP on the aircraft they are an aircrew member on. This is for the purpose of maximizing aircraft and crew availability.

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

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

5.21.2 BLM Oregon/Washington Supplement: Aerial Supervision

- BLM has one EU Air Tactical fixed wing contract in Ontario, OR. The contractor provides a twin turbine engine aircraft with pilot. There is a dedicated BLM Air Tactical Group Supervisor (ATGS) assigned to this resource. The PNW has a dedicated Air Attack coordinator working at Redmond who help NWCC and SFMO coordinate the movement. The NWCC assists with staffing of ATGS platforms throughout the GACC on an

interagency basis.

- It is our policy in BLM OR/WA, for aerial supervision aircraft (with a qualified ATGS on board) to be launched immediately at the beginning of any initial attack response (as dictated by WildCAD or run cards) whenever one is reasonably available and if current weather conditions allow. This policy supports BLM's Principles of Fire Suppression Actions, that is defined by "Speed and Focus, and Positioning" as stated in Chapter 1 of the Interagency Standards for Fire and Fire Aviation Operations (Red Book).

5.21.3 District Supplement: (Insert any applicable information on local Unit use of aerial supervision, available resources, and personnel.)

5.22 Helicopter Operations

All BLM helicopter operations must be accomplished in accordance with the NWCG Standards for Helicopter Operations, [\(NSHO\)](#), unless otherwise waived by the NAO and/or the aircraft contract.

The applicable hover out of ground effect (HOGE) chart will be used to determine payload limits for all BLM helicopter operations for the first-time landing into remote landing sites, or when the pilot deems that environmental conditions warrant use of HOGE chart.

BLM Exclusive Use contracted helicopters must meet the daily minimum staffing levels defined by [NSHO](#) (Chart 2-1). Exceptions to minimum daily staffing are noted in the Helicopter Minimum Staffing Exceptions section of the NSHO.

Utilization of the Robinson R-44 helicopter shall be addressed in the State Aviation Plan. Additionally, the aircraft user shall review OAS Safety [Information Bulletin NO. 05-02](#) "R-44 Helicopters" prior to ordering.

National BLM approval is required for new program requests to host the following:

- Cargo Letdown
- Short-Haul
- Rappel
- Fast Rope
- Single-Skid, Toe-In, and Hover Exit/Entry Operations (STEP)

Requests for approval are initiated by a State Office to the NAO with the final approval made by the Division Chief Aviation. The "BLM Aviation Enhancement Application Form" has been developed for these requests (reference BLM NAP 3.23).

5.22.1.1 BLM Oregon/Washington Supplement: Helicopter Operations

A summary overview of fire aircraft in the PNW is found in Sec. 5.1 above. This section will address the three BLM EU helicopter programs in greater detail. Additional aircraft are frequently ordered and pre-positioned for initial attack using Severity funding or another supplemental allocation.

Vale District has a Type 3 helicopter on a 90-day EU contract and a 9- person BLM helitack crew. The district owns and uses one Plastic Sphere Dispenser (PSD) for aerial ignition, and there is three qualified PSD Operators (PLDO) on the crew. The Vale helitack program does not own or operate a helitorch, the aircraft costs for daily availability and the hourly flight rate for each contract year will be disseminated annually on a State/Regional reference spreadsheet. Flight hour rates are subject to change if there is a significant increase in the cost of Jet-A fuel throughout the industry.

Burns District has a Type 2 helicopter contract on an EU contract for 110 days/year. The aircraft daily availability and the hourly flight rate for each contract year will be disseminated annually on a State/Regional reference spreadsheet. The primary Burns contract helicopter is staffed by a 10-person crew. The district owns and uses two PSD machines for aerial ignition. The number of qualified PLDO operators vary from year to year.

Lakeview District has a Type 2/medium helicopter on EU contract which is staffed by a 17-person interagency helitack crew. The district owns three PSDs for aerial ignition, and there are at least three qualified PLDO's on the crew. The aircraft daily availability and the hourly flight rate for each contract year will be disseminated annually on a state/regional reference spreadsheet.

The UAM is the COR on all BLM EU aircraft contracts in Oregon. A DOI-AQD Contracting Officer writes formal letters of delegation annually to identify the UAM as the COR any Alternate CORs (ACOR). The Helicopter Manager/Crew Supervisor, each Assistant Manager, and the Lead Crewmember on each crew are usually designated as Project Inspectors via a letter of delegation from the COR.

5.22.1.2 District Supplement: Local Unit Helicopter use, personnel, equipment, training, etc.

5.22.1 Helitack

All helicopter personnel responsibilities are outlined in the [NWCG Position Catalog](#). CWN Helitack training and currency requirements are contained in the NWCG [PMS 310-1](#) to include the Federal Wildland Fire Qualifications Supplement. Exclusive use helitack minimum crew staffing, training and currency requirements are contained in the [Interagency Standards for Fire and Fire Aviation Operations](#). Each unit hosting an exclusive-use helicopter is responsible for providing essential management, overhead, equipment, facilities, and the resources necessary to fully support the helitack crew.

BLM EU Helitack Crews are encouraged to meet the following staffing levels:

- Type 3 helicopter – 10 helitack personnel
- Type 2 helicopter – 17 helitack personnel
- Type 1 helicopter – 24 helitack personnel

Hover-fill operations are authorized for BLM Exclusive Use helicopter crews and aircraft. Before an Exclusive Use Helitack Program utilizes hover-fill operations; training, risk management, and operational procedures, must be outlined and approved within their Unit Aviation/Helitack Operations Plan.

Helicopter Emergency Longline Last Option (HELLO):

The HELLO mission is defined as transporting a critically injured person from an otherwise inaccessible location using a helicopter longline. The HELLO is considered a last resort option when other methods are unavailable or cannot respond in the necessary time frame for life preservation. The HELLO can be considered, utilizing available resources in the field, to perform such a rescue, when faced with this type of life-threatening situation. The HELLO should be performed by exclusive use helicopter programs if possible. The goal is to get a critically injured patient to definitive care (hospital) by the quickest means available.

The HELLO supporting documents can be referenced at: [BLM Helicopter Web Page](#)

Fire Helicopter Program Strategy:

The fire helicopter program strategy lays out a path forward into the future for the BLM's helitack programs. Some of the items identified in the strategy are:

- Helitack crew size adjustments to realize the full capability of contract helicopters
 - Type 1 helicopter crew staffing at 24

- Type 2 helicopter crew staffing at 17
- Type 3 helicopter crew staffing at 10
- Evaluation of Part 27 or Part 29 twin engine helicopters in Type 2 & 3 operations.
- Expand the Type 1 helicopter program with the addition of 1-2 aircraft.
- Creation of a national helitack Standard Operating Procedures (SOP) document

5.22.2 Single Skid, Toe In, and Hover Exit/Entry Procedures (STEP)

All BLM EU Helitack programs, which are approved to conduct STEP, must outline STEP operations in their local aviation plans and adhere to the policies and procedures outlined in [OPM-40](#). Exclusive Use Helicopter programs interested in implementing a STEP program must follow the steps for new program requests in section 3.23 of the NAP.

5.22.3 Cargo letdown

BLM cargo letdown will be conducted in compliance with the BLM Cargo Letdown Operations. BLM personnel involved in cargo letdown operations shall record initial and recurrent training on the BLM Cargo Letdown Trainee Qualification Record (reference BLM NAP Appendix 6).

5.22.4 Type-1 Helicopter Program

The BLM Type 1 Helicopter Program has a primary mission of initial attack. While most effective at providing rapid initial response, the crew is well equipped to respond to extended attack incidents and critical need missions on large fires. Extended attack incidents that utilize the crew to fill critical positions, should immediately order replacement personnel for those positions in case the aircraft and crew are reassigned. BLM States may request to preposition the helicopter and crew, either directly to the BLM State Duty Officer hosting the crew, or through the National Duty Officer (208-387-5876) followed by a resource order placed through the established dispatch channels.

5.23 Aerial Ignition Operations

Aerial ignition operations and projects are accomplished in accordance with the [NWCG Standards for Aerial Ignition](#).

The DOI On-Call Small Helicopter contract provides for vendor supplied helitorch equipment and mix/load personnel. If a vendor supplied helitorch operation is desired, the CO must be contacted prior to ordering. The CO will negotiate the helitorch services pricing.

5.24 Wild Horse & Burro Operations (WH&B)

Wild Horse and Burro operations will be conducted in accordance with the BLM [WH&B Aviation Management Handbook H-4740-1](#), the DOI OPM-33 and NAP 4.3.2 Project Aviation Safety Planning, if conducted as a flight service contract (reference NAP 3.9 for End Product contract procedures).

5.25 Aerial Capture, Eradication and Tagging of Animals (ACETA)

ACETA will be conducted as per the DOI [OPM-33](#), if conducted as a flight service contract (reference NAP 3.9 for End Product contract procedures). The DOI On-Call ACETA contract has been established to acquire vendor services for ACETA and WH&B operations.

5.26 Smokejumper Operations

Smokejumper dispatch and ordering is accomplished in accordance with the Great Basin, Alaska and [National Interagency Mobilization Guide](#).

5.26.1 Smokejumper Personnel

Smokejumpers: Smokejumper operations are performed according to the Interagency

Smokejumper Pilots Operations Guide (ISPOG) and the policies and procedures prescribed in the [Interagency Standards for Fire and Fire Aviation Operations](#).

Smokejumper Pilots: The ISPOG serves as policy for smokejumper pilots' qualifications, training, and operations.

5.27 Light Fixed Wing Operations

Fixed wing dispatch, ordering, and operations must be accomplished in accordance with state and unit aviation plans. At minimum flights must meet the requirements outlined in NAP 3.17 for flight scheduling/operations.

5.27.1 Low-level Flight Operations (Less than 500' AGL):

The only fixed-wing aircraft missions authorized for low level operations are:

- Smokejumper/para-cargo
- ASM and lead operations
- Retardant, water, and foam application
- Seeding/spraying
- Other missions approved by a PASP (i.e., resource recon <500' AGL)

Operational Procedures:

- Fixed-wing aircraft and pilots must be specifically approved for low-level flight operations.
- No passengers are allowed. Non-pilot participants must be qualified as Aircrew Member.
- A high-level recon will be made prior to low-level flight operations.
- All flights below 500 feet will be contained to the area of operation.
- PPE is required for all fixed-wing, low-level flights (reference ALSE Handbook). Flight helmets are not required for multi-engine airtanker crews, smokejumper pilots, lead plane and ASM flight/aircrew members.

5.27.2 Aerial Observer

The purpose of Aerial Observer is to locate and relay fire information to fire management. In addition to detecting, mapping, and sizing up new fires, this resource may be utilized to describe access routes into and out of fire areas for responding units.

Flights as an Aerial Observer and referenced as "Patrol or Detection" designation should communicate with tactical aircraft only to announce location, altitude and to relay their departure direction and altitude from the incident. [Training Requirements: Federal Wildland Fire Qualifications Supplement](#).

Only qualified aerial supervisors (ATGS, ASM, HLCO and LPIL) are authorized to coordinate aircraft operations in incident airspace and give tactical direction to aviation assets.

5.27.3 Non-Fire Reconnaissance

BLM non-fire fixed wing mission flights require at least one agency person on that flight or at the departure/arrival base meet the IAT requirements of Flight Manager. Agency personnel must meet IAT requirements for Fixed Wing Flight Manager or NWCG comparable position. Reference [OPM-04](#) One Way NWCG Position to IAT Position Crosswalk.

<https://www.doi.gov/sites/doi.gov/files/uploads/opm-04.pdf>

5.27.4 Single Engine IFR/Night Flight

For single engine night flight reference [351 DM 1.3](#).

5.27.5 Backcountry Airstrip Operations

Reserved

5.28 Law Enforcement Operations (LE)

LE personnel involved in any aviation operation will adhere to DOI and Bureau aviation policy. Local LE personnel that are required to utilize aircraft to support LE operations shall discuss all aspects of the operation with the UAM or SAM, well in advance of operations. The BLM SAM must be briefed on all BLM law enforcement involvement in Short-Haul missions occurring within their state. The UAM will review all LE PASPs prior to commencing operations. Line officers shall be informed of LE aviation activities within their area of responsibility.

LE personnel involved with aviation activities shall receive and be current in required aviation training (NWCG and/or IAT) commensurate with the aviation position they will fill, prior to any aviation operations.

LE personnel will utilize aircraft and pilots that have been approved by OAS (carded/LOA/MOU) for the intended use.

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

- Certain LE operations could lead to actions in conflict with DOI policy (reference BLM NAP 5.6 Emergency Exception to Policy).
- Certain exceptions to policy for undercover Law Enforcement operations are addressed in [351 DM 1.6.D](#).

5.28.1 BLM Oregon/Washington Supplement: PNW Law Enforcement (LE) Operations Reference Appendix #10 Oregon and Washington Law Enforcement Aviation Operations Supplement

The DM or special agent and the UAM will ensure all flights are properly coordinated. A PASP/MASP will be developed, and approval signatures acquired prior to each mission. The local Dispatch Center Manager must be notified of any non-emergency BLM law enforcement aviation mission at least 12 hours in advance and be provided with a copy of the PASP/MASP. All planning and operations will incorporate risk management principles and require a thorough pre-mission briefing with pilots, observers, the flight manager, and aircrew.

5.28.2 District Supplement: Local Unit law enforcement aviation personnel and program

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

Minimum Operational Requirements: The following requirements must be met prior to any operational use of UAS:

- Approved operations plan:
 - PASP (non-fire/incident, planned project)
 - Flight by notification (non-fire/incident spontaneous flight)
 - Fire/Incident: See below
- Airspace authorization (part 107, DOI/FAA MOA, COA, or SGI).
- Certified Remote Pilot(s) possessing DOI (OAS 30-U) and FAA Remote Pilot certificates.
- Certified UAS and current UAS data cards (OAS-36U).
- A NOTAM must be filed for all operations other than standard part 107 flights.
- UAS NOTAMs are depicted online on the [Sky Vector website](#).
- Personally owned UAS or model aircraft **may not** be used by federal agencies or their employees.

Interagency Fire/Incident UAS Operations:

- Fire/Incident UAS Operations information is posted on the [Interagency Fire UAS Website](#).
- Questions pertinent to incident UAS Operations or UAS ordering should be routed to the

UAS Fire Coordinator at 208-387-5335.

- Fire/incident flights shall be conducted in accordance with the [NWCG Standards for Fire UAS Operations](#) (PMS 515) and the [Interagency Standards for Fire and Fire Aviation Operations](#).
- Flights within a TFR require a Special Government Interest Waiver (SGI). **SGI requests shall be routed to the FAA via the UAS Fire Coordinator (208-387-5335).**
- Cooperators, pilot associations and volunteer aviation groups or individuals may offer to fly unmanned aviation missions (i.e., aerial surveys, fire reconnaissance, infrared missions, etc.) at no charge to the IMTs. Although these offers seem very attractive, we cannot accept these services unless they meet FAA, USFS/DOI policy.

5.29.1 BLM Oregon/Washington Supplement: UAS Operations (See also Sec. 3.16)

There are numerous OAS-carded UAS operators employed in BLM OR/WA. Operators are required to comply with currency and refresher requirements defined in DOI Secretarial Order 3379, issued in January 2020 and Executive Order 13981 issued in January 2021.

Bureau remote system operations are still fixed by these orders but in preparation of relief from these, NOA has drafted an interim strategy plan for transition to new fleet, training, and policy expectations congruent to bureau priorities, and legislation ([Dingell Act](#)) mandating the deployment and integration of optionally piloted technologies.

This national strategy document outlines the 12–18-month approach to the elements listed below of the BLM Remote Pilot and Remote Systems program. The plan outlines an approach to this next era conservatively, deliberately, and with purpose and remain committed to research – development – testing – training – evaluation (RDTTE). The NAO goal is to continue to learn through measured growth over the next 5 years to determine maximum utilization and management strategies for UAS in the BLM and posture the bureau for sustainable success.

Bureau strategy will remain focused on operational and programmatic stability to include improving aircraft capacity, professional pilot pathway, inspection and carding standards, systems, and sensor management, and developing training curriculum while maintaining the BLM standard and reputation for quality and service.

Systems

- *'Smalls' Program - The 5-year strategy is to ensure, at a minimum, States have UAS capacity if desired.*
- *The BLM program was built upon Type 4 (small) UAS. Statistically, approximately 80% of (all) agency remote piloted missions are conducted with Type 4 aircraft.*
- *Given these lessons learned, the BLM program strategy is to implement capacity effectively and efficiently through utilization of approved Type 4 remote systems.*
- *Upon policy relief and in the best-case scenario, approved next generation systems will not be available at the Field Office level until the Spring of 2023. (Projected manufacturing and distribution delays are driving this).*
- *Current remote pilots should develop a plan to transfer legacy systems in communication with the Bureau Fleet Manager by December 2023 unless otherwise directed.*
- *The RDTTE approach towards Type 3 UAS will be led nationally and through BLM units with existing Type 3 capability once a Type 3 replacement platform is identified and approved.*
- *Type 1 and 2 large UAS are under continued evaluation nationally. Direction and utilization for this class of system will be determined on a case-by-case basis.*
- *Individual Fleet Accounts for each state will be managed by SAMs or designees in coordination with Bureau Fleet Manager. Fleet Account for National Aviation Office (NAO)*

and National Operations Center (NOC) will be managed by the Bureau Fleet Manager.

Inspections – Carding

- *Initial carding will remain the responsibility of the DOI Office of Aviation Services (OAS) upon successful completion of approved Basic Remote Pilot Training.*
- *A-454 Add-On Training will be the responsibility of the National Aviation Office (NAO). Any remote pilots who need carding on a new aircraft should coordinate with their SAM and the NAO for scheduling and completion.*
- *The NAO is drafting a remote pilot inspection and carding standard consistent with OAS policy. The standard will ensure a consistent, professional approach for remote pilots to remain proficient and current, including initial and annual knowledge, and performance evaluations.*

Training

- *Training is evolving where training already exists. Training is also in development where it does not exist.*
- *BLM Remote Pilot Corps: The pathway and investment towards professional remote pilot in the BLM will include enhanced, objective based knowledge and performance testing, and evaluation commensurate with lessons learned, cost of aircraft, and responsibility of flying in ever increasing complex airspace.*
- *BLM Remote Pilot Program standard to date has been that remote pilot candidates will not be entered into training without approved aircraft. Policy restrictions from SO3379 and EO13981 have limited new pilot training since early 2020 due to lack of approved systems. Until new Type 3 and 4 systems are approved, new remote pilot candidacy will remain minimal.*
- *The NAO is developing a reintegration training plan for Bureau remote pilots who wish to reestablish proficiency and currency when operations beyond emergency response resume (per SO3379).*

5.29.2 District Supplement:

5.30 Fleet Aircraft

The BLM currently operates seven Fleet aircraft. N49SJ, N190PE, N32PX, N437CC, N618, N162GC, and N700FW are DOI owned aircraft operated by the BLM.

- N49SJ is a De Havilland DHC-6 Twin Otter; the primary mission is smokejumper delivery. BLM NAO provides overall management of the aircraft. The aircraft is assigned to the Great Basin Smokejumpers, in Boise.
- N190PE is a Pilatus PC-12; the primary mission is utility and fire logistics support. BLM NAO provides overall management of the PC-12. The aircraft is assigned to Alaska Fire Service a portion of the year and Boise NAO the balance of that year.
- N32PX is a Cessna 206; the primary mission is as a utility aircraft. The BLM Alaska-Office of Law Enforcement and Security will have primary use of the aircraft through the calendar year flown by dual function special agent/ranger-pilots. The management of the aircraft will fall under the BLM Alaska Aviation Office with mission management under AFO/AKSO and Anchorage Interagency Dispatch Center.
- N437CC is a CubCrafters CC-18-180 Top Cub. The primary mission is as a utility aircraft. The BLM Alaska Office of Law Enforcement and Security will have primary use of the aircraft through the calendar year and flown by dual function special agent/ranger-pilots. The management of the aircraft will fall under the BLM Alaska Aviation Office with mission management under FDO/AKSO and Anchorage Interagency Dispatch Center.
- N618 and N162GC are Beechcraft Super King Air B200's; the primary mission is ASM/lead plane operations. BLM NAO maintains overall management responsibility. The aircraft is assigned to the National Aviation Office.
- N700FW is a Quest Kodiak K-100; the primary mission is utility and fire logistics support.

BLM NAO provides overall management of the K-100. The aircraft is assigned to Alaska Fire Service a portion of the year and Boise NAO the balance of that year.

BLM fleet aircraft are operated in accordance with the BLM Fleet Aircraft Standard Operations Procedures Guide (reference BLM NAP Appendix 7).

5.31 Non-Federally Approved Aircraft

Reference [Interagency Standards for Fire and Fire Aviation Operations](#), Chapter 16 for protocols regarding utilization of non-federally approved aircraft in response to federal wildfire:
<https://www.nifc.gov/standards/guides/red-book>

5.32 Snow Operations

All snow operations will be conducted per Departmental Policy. [351 DM1.3 J\(4\)](#) Snow Operations, [351 DM1.6](#) Special Operations (A) Cold Weather & [351 DM 1.7](#) Special Use Activities.

6.0 Aviation Training

6.1 General

Aviation training is essential to ensure that BLM maintains a safe and efficient aviation operation in pursuit of the Bureau's mission. Aviation users, supervisors, and managers need to make certain that they and their employees are knowledgeable of the inherent hazards of aviation operations and have been provided the necessary skills, training, and equipment to be successful conducting aviation operations. There are two separate, but linked, training programs for BLM Aviation: NWCG fire curriculum and Interagency Aviation Training (IAT) non-fire curriculum.

6.1.1 Fire Training and Qualifications

The National Wildland Coordinating Group (NWCG) guides fire and fire aviation qualifications. Personnel serving in NWCG positions need only meet the qualification and currency requirements required in the [NWCG Standards for Wildland Fire Positions Qualifications, PMS 310-1](#) or other interagency guidance as appropriate (smokejumper Spotter, ATS, ATGS, LPIL, BLM Exclusive Use Helitack, etc.).

BLM agency-specific qualifications not in the [PMS 310-1](#) can be found in the [Federal Wildland Fire Qualification Supplement](#).

6.1.2 Aviation Training for Non-Fire Flight Activities and Positions

The DOI Aviation User's Interagency Aviation Training Program (IAT) regulates the "non-fire" aviation training requirements for Bureau personnel. Individuals holding a current qualification under the Incident Qualification Certification System (IQCS) may also be qualified to perform some equivalent non-fire aviation positions under IAT guidelines and do not require additional IAT training. Reference: One-Way NWCG Position to IAT Position Crosswalk located within [Interagency Aviation Training \(IAT\) Guide](#).

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

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

- Be on board or to attend to the loading and unloading of passengers and cargo at all landings and takeoffs
- Attend to external loads
- Ensure all passengers have received a safety briefing prior to all flights.

Required training:

- A-100* Basic Aviation Safety (required in classroom for initial training)
- A-110 Aviation Transportation of Hazardous Materials
- A-200* Mishap Review

*Required every three years

An employee may be authorized to complete the initial Aircrew Member training on-line, on a case-by-case basis and at the discretion of the SAM. A written request must come from the employee's supervisor to the SAM explaining why it is not feasible to attend and complete a classroom A-100 Basic Aviation Safety course prior to the day of the mission.

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 Helicopter Crewmember or A-219 Interagency Helicopter Transport of External Loads.
- All personnel involved in long line work must be either:
 - Currently qualified as a Helicopter Crewmember (HECM) **or**;
 - Currently qualified as an aircrew member and completed A-219.
- Documentation for non-fire personnel, indicating the completion of the required training to perform external load work must be maintained at the interagency aviation training website: <https://www.iat.gov/>.
- BLM adheres to the Federal Wildland Fire Qualifications Supplement which requires triennial A-219 and A-110 attendance to maintain Helicopter Long Line/Remote Hook Specialist (HELR) qualifications.

BLM Pilot – Fleet (2101, 2181 position series) & Incidental/Dual Function:

All pilots will be entered into a pilot training program approved by the BLM Division Chief, Aviation.

Minimum pilot training requirements for DOI employee pilots are outlined in [OPM-22](#).

6.2 Management Responsibility

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

6.2.1 Supervisory Personnel

A person who supervises employees that use aircraft to accomplish Bureau programs (first and second level supervisors). These may include but are not limited to such positions as State Fire Management Officers and their Deputy/Assistant, District Fire Management Officers, Dispatch Center Managers, Wild Horse and Burro Program Supervisors and Law Enforcement Supervisors.

Required Training:

- *M-3 Aviation Management for Supervisors (initial course either in a classroom or online)
- *A-200 Mishap Review

*Required every three years

6.2.2 Line Managers

Line managers are those individuals who are responsible and accountable for using aviation resources to accomplish BLM programs. These may include but are not limited to such positions as State Directors and their Deputy/Associate, District Managers, Field Office Managers, Fire and Aviation Assistant and Deputy Assistant Directors.

Required Training:

- *M-3 Aviation Management for Supervisors (initial course either in a classroom or online)
or
- *M-2 DOI Aviation Management for Line Managers briefing

*Required every three years

6.2.3 Aviation Managers at the Local, State and National Level

Individuals with aviation management responsibilities for a unit, state, regional or national level and serve as a focal point for aviation services and management. These include such positions as unit aviation managers (UAM/UAO), state, regional and national program managers, and helicopter and fixed-wing operations specialists. Aviation Managers must meet the training requirements outlined in the IAT Guide.

6.2.3.1 BLM Oregon/Washington Supplement:

All managers and supervisors responsible for oversight of programs that use aviation resources for mission accomplishment need and shall comply with IAT requirements for their agency position. This covers fire management and other programs using aviation resources. UAS is an aviation program, this includes programs that use UAS. Personnel assigned with aviation duties and/or responsibilities that are identified in more than one position in the IAT matrix, must satisfy training requirements for all positions (i.e., supervisor and aviation manager, fire, and non-fire positions).

1) Supervisors. Supervisors must complete M-3 Aviation Management for Supervisors and A-200 Mishap Review every three years. Knowledge required includes aviation safety, policy, risk management, and supervisory responsibilities. Included are crew, helitack and engine supervisors that oversee remote pilots and/or employees that function as aircrew-members.

2) Line Managers/Officers. Line managers must complete the M-3 Aviation Management for Supervisors and/or complete the M-2 Aviation Management Line Managers Briefing course depending on the supervisory responsibilities, and/or A-314 Forest Service line officers (depending on their agency of over-sight) every three years. Knowledge required includes familiarization with the DOI (and USDA Forest Service where applicable) aviation management program, policies, and related requirements and responsibilities.

3) Aviation Managers: Must meet the identified “aviation manager” position training requirements. This includes regional/state and district level UAMs, and aviation program managers.

6.2.4 Aviation Contracting Responsibilities COR Training Requirements

BLM CORs and alternate CORs, on BLM exclusive use contracts, are required to have training in DOI aviation policy, basic contract administration, and contract performance verification and understanding technical aspects of contracts. Initial and recurrent COR training requirements can be found in the DOI COR Manual or obtained from AQD contracting officers. CORs are required to be registered in the FAI Cornerstone OnDemand (CSOD) and be certified as a COR by the Federal Acquisition Institute before performing the duties of the position on a DOI contract. [FAC-COR](#) initial requests and renewal/maintenance requests should be submitted through the Lead Acquisition Official in the State for submission to the Bureau Procurement Chief in WO. These should not be submitted directly to DOI.

6.2.5 Contractor and Cooperator Pilot Training

BLM aviation managers at all levels are responsible for assuring that contractors and cooperators are provided adequate briefings of mission requirements, standards, and procedures. This may be accomplished through classroom training, computer-based training,

simulations, pre-work conferences, aircraft and pilot inspections, pre-flight briefings, or other appropriate venues.

6.2.6 Pinch Hitter Training

Pinch Hitter training is encouraged to be completed by aviation personnel whose primary job requires extended flight time as an aircrew member, Spotter, ATGS or reconnaissance duties. Requests for training should be routed via your immediate supervisor to your respective State Aviation Manager (SAM).

6.3 Instructor Standards

- Standards for NWCG Instructors are outlined in NWCG [Standards for Course Delivery PMS 901-1](#) .
- Instructors for IAT courses will meet the IAT trainer requirements of the [Interagency Aviation Training Guide](#).

6.4 Development

The NAO offers an Aviation Leadership Development Initiative (ALDI) opportunity for aircraft managers and unit aviation managers. This opportunity is available to GS-7 to GS-9 individuals who currently have aviation management responsibilities along with an interest in a career in aviation management. An Instruction Memorandum is issued periodically informing potential candidates of the opportunity and application process. The program runs approximately 24-28 months, while maintaining the employees' current position requirements.

Aviation/Pilot and Pilot Mentor Developmental Program: The NAO has two separate Aviation/Pilot Developmental Programs that provide training for employee development in the aviation manager and pilot career paths. The objective for these positions is to develop well qualified aviation managers and pilot candidates with the necessary skills and background to compete for interagency aviation vacancies at the state and national level. These opportunities are for BLM employees that meet the requirements of 351 DM 3.2 and have identified career goals in flight operations. These programs are filled on an as needed basis and as candidates are identified.

7.0 Airspace Coordination

7.1 Interagency Airspace Coordination

Interagency airspace coordination is accomplished through the Interagency Airspace Subcommittee (IASC) chartered under the NIAC. Guidance and education are provided through the [NWCG Standards for Airspace Coordination](#).

7.2 Flight Planning, Hazards and Obstructions

It is the pilots' responsibility to plan the flight and meet the requirements of 14 CFR 91.103 Preflight action. It is the flight manager's responsibility to provide information to the pilot for the project area and mission objectives. It is the aircraft dispatcher's responsibility to inform the aircrew of "boundary airspace" issues and coordinate with neighboring dispatch centers (reference Airspace Boundary Plan, this chapter). State/districts are responsible to develop area flight hazard maps or planning tools that are posted at: operating bases, aircrew briefing packages, and dispatch office. The following hazards or locally significant areas should be depicted:

- Military Airspace – Warning Area (WA), Restricted Area (RA), Military Operations Area (MOA), Alert Area (AA), Prohibited Area (PA), Military Training Routes (MTRs) such as instrument flight rules military training routes (IR), visual flight rules military training routes (VR), Controlled Firing Areas (CFA), Slow Routes (SR), Aerial Refueling Routes (ARs) and Low Altitude Tactical Navigation (LATN) Areas.
- Airspace – Class B/C/D and National Security Areas
- Airports/airstrips – public and private, military
- Dispatch zone boundaries
- Parachute, hang glider, rocket, model airplane operating areas
- Towers over 200 feet. Other towers as locally determined significant
- Wires – Major transmission lines, other lines determined locally as significant (wires crossing – canyons, rivers, lakes, near airports)
- Update/Revision date

7.3 Fire Traffic Area (FTA)

The FTA provides agency communication protocol through a standardized structure to enhance air traffic separation over wildfire or All-Risk incidents. The structure emphasizes established communications, clearances, and compliances. See the [SAS](#) for details.

7.4 Temporary Flight Restriction (TFR)

To enhance safety during an incident, the FAA may be requested to issue a TFR that closes the airspace to non-participating aircraft (with some exceptions). While there are currently nine different types of TFRs, the most issued TFR for wildfire is 14 CFR 91,137 (a) 2 which is explicit as to what aviation operations are prohibited, restricted, or allowed. Aviation Managers requesting a TFR should be familiar with the ordering procedures, coordination protocol and exceptions that are outlined in Chapter 6 of the [NWCG Standards for Airspace Coordination](#). TFRs are not authorized by the FAA for resource management projects or planned prescribed fires. A NOTAM D may be requested through the aircraft dispatcher at a local GACC who will contact the local Flight Service Station (FSS).

Non wildfire TFRs are under the jurisdiction of the FAA. All participants involved with an “all risk” TFR should be acquainted with the FAA’s publication [“FAA Airspace Management Plan for Disasters”](#).

Presidential (VIP) TFRs (91.141) involve a set of concentric circular Temporary Flight Restrictions with a 10 nautical mile diameter inner ring inside a 30 nautical mile outer ring. Flights within the Presidential TFRs require coordination well in advance of the TFR implementation. For further information, contact a qualified Airspace Coordinator.

7.5 National Firefighting Aircraft Transponder Code (1255)

The FAA has provided the **1255** transponder code as the national designation for firefighting aircraft. It is not agency specific. The code must be utilized by aircraft responding to and operating over fire incidents supporting suppression operations unless otherwise directed by air traffic control (ATC). It is not to be used for repositioning or during cross-country flights. It is authorized specifically for firefighting and is not to be used for FEMA or all-risk disasters. Reference NWCG Standards for Airspace Coordination, PMS 520 and NWCG Standards for Aerial Supervision. PMS 505.

7.6 Airspace Boundary Plan

When resources are dispatched by multiple units to an incident or area that shares a common boundary, care should be taken to ensure safe separation and communication of responding aircraft. Boundary Plans should be prepared that focus on a 10 NM wide “neutral airspace” corridor for mutual or exchanged initial attack areas or zones. Agencies conducting flight activity within the boundary corridors should implement notification procedures to adjoining agencies and cooperators (reference [NWCG Standards for Airspace Coordination](#) Chapter 7 for details).

7.7 Airspace Deconfliction

While the word “deconflict” is not in the dictionary, it is a commonly used aviation term describing the process of reducing the risk of a mid-air collision or a TFR intrusion. Airspace deconfliction should occur for both emergency response and non-emergency aviation activities.

Deconfliction can be accomplished through the following measures:

- Pilots must obtain all information pertinent to flight before flying. This is accomplished by obtaining a briefing from the FAA through the Flight Service Stations. This is the official source of NOTAM information.
- Dispatching units should obtain scheduling information from DOD units that have special use airspace or military training routes and share this information as “Aircraft Hazards” information on the NWCG Aircraft Dispatch Form, [PMS 250](#) when the aircraft are dispatched. For non-emergency flights, information should be shared through common communication protocol.
- A variety of aviation Internet websites are frequently used for obtaining airspace information, the user must be aware of any disclaimers regarding the timeliness of the information posted. The FAA’s U.S. NOTAM office provides current TFR information through DOD Internet NOTAM Service (DINS) at: <https://www.notams.faa.gov/dinsQueryWeb/> and <http://tfr.faa.gov/tfr2/list.html>

7.8 Airspace Conflicts

Aviation personnel have a responsibility to identify and notify the [Air Route Traffic Control Center \(ARTCC\)](#) and report conflicts and incidents through the Interagency SAFECOM System to assist in the resolution of airspace conflicts. When a conflict or incident occurs, it may indicate a significant aviation safety hazard. Conflicts may include near mid-air collisions (NMAC), TFR intrusions, and FTA communication non-compliance. Further guidance is available in the [NWCG Standards for Airspace Coordination](#), Chapter 8.

7.9 Operations Along Foreign Borders

All aircraft operations along border patrol zones require coordination with the U.S. Border Patrol. The Dispatch Centers with foreign border zones will have an operational plan detailing the coordination measures with the U.S. Border Patrol Air Marine Operations Center (AMOC). All pilots and aircrews will be briefed about border zone flight procedures.

7.10 Airspace Agreements – Memorandums of Understanding

When Special Use Airspace (SUAs), MTR's, Slow Routes (SRs), or Aerial Refueling Routes (ARs) are located over public lands administered by BLM or in areas frequently utilized for flight operations (fire or non-fire), the BLM should consider instituting an agreement with the appropriate DOD entity that schedules the airspace. Airspace agreements provide DOD and local agency dispatch centers and aviation managers with a tool that shares contact information and defines protocols for time-critical airspace deconfliction, response coordination, and resolution of issues.

A template and sample format are provided in the [NWCG Standards for Airspace Coordination](#), Chapter 12.

7.11 Emergency Security Control of Air Traffic (ESCAT)

ESCAT may be implemented due to an air defense emergency as directed by the North American Aerospace Defense Command (NORAD). Reference [NWCG Standards for Airspace Coordination](#), Chapter 4.

8.0 Aviation Security – Facilities/Aircraft

8.1 Aviation Security Policy

The policies and procedures in this chapter are intended to make the theft of BLM owned or contracted aircraft more difficult and time consuming and therefore an unattractive target to potential criminals or terrorists. The BLM security program includes the following elements:

Department of Interior Security Policy: Departmental Manuals [444-1](#) and [352 DM 5](#) set forth the security requirements for all DOI aviation facilities and assigned aircraft. Reference DOI Aviation Security Policy [352 DM 5](#):

Scope and Applicability

- To the extent applicable, the policies and procedures established herein are intended to supplement the minimum physical security standards detailed in [444 DM 1](#), Appendix A. Nothing in this chapter reduces the requirements prescribed by [444 DM 1](#), Physical Protection and Building Security, or any other requirement established by law or authority as it pertains to DOI aviation operations.
- The policies and procedures established herein are applicable to all BLM aviation facilities and aircraft owned or controlled by the DOI.
- Contractors are solely responsible for the security of their aircraft while under the control of the DOI. All DOI aviation contracts will include language describing the DOI aviation security policies applicable to contractor operations and require contractor compliance with those policies.

Definitions:

The term “aircraft operations area” (AOA) means the area within an aviation facility in which flight-capable aircraft are present for any purpose, including but not limited to the loading or unloading of cargo or passengers, refueling, maintenance, parking, and storage.

The term “aviation facility” means any DOI owned or controlled real property used for aircraft landing and takeoff at which DOI owned or controlled aircraft are permanently based. ([352 DM5.4B](#))

The term “control” is used in two contexts.

- As it relates to aviation facilities, the term “control” refers to the condition existing when a BLM entity has authority to institute, modify or otherwise effect physical security changes at an aviation facility regardless of property ownership.
- As it relates to aircraft, the term “control” means “operational control” as defined in the Federal Aviation Regulations at 41 CFR 1.1: “Operational control with respect to a flight means the exercise of authority over initiating, conducting or terminating a flight.” This definition is independent of aircraft ownership.

The term “dual-lock method” means using a combination of two locking devices or methods to physically secure or disable a parked aircraft for the purpose of reducing the probability of aircraft theft and associated misuse by unauthorized persons.

The term “risk assessment” refers to the result of a combined threat and vulnerability assessment. It can generally be characterized as an analysis of the probability of serious impact or damage resulting from a known or postulated threat successfully exploiting one or more vulnerabilities

Risk Assessment

A “risk assessment” will be conducted for each BLM aviation facility (see definition above). Each aviation facility risk assessment will be periodically reexamined and adjusted as necessary to ensure it accurately reflects current conditions. At a minimum, reexaminations shall be conducted and documented every 2 years.

Security Plans

Security plans will conform to the following conditions:

- The “Field Reference Guide for Aviation Security for Airport or other Aviation Facilities” (AAF) is intended to provide a standardized method of assessing aviation airport facilities. Each unit is encouraged to utilize this written document to identify the appropriate level of security planning needed. <https://www.doi.gov/aviation/library/guides>
- Individuals preparing aviation facility security plans can reference the TSA “Security Guidelines for General Aviation Airports” TSA Information Publication A-001, which is available on the TSA Website at www.tsa.gov
- The scope and depth of the aviation facility security plan should be commensurate with the size and operations complexity of the facility for which it is prepared.

Training

Employees involved in the control or use of aviation resources or facilities shall complete the appropriate level of aviation security training (aircrew member minimum).

BLM Specific Policy/Guidance:

BLM HSPD12 Policy: <https://www.nifc.gov/about-us/our-partners/blm/aviation/security>

Aviation Security Questionnaire: <https://www.nifc.gov/about-us/our-partners/blm/aviation/security>

8.2 USFS Facilities Security Assessments

Reserved

8.3 USFS Security Response Actions

Reserved

8.4 General Aviation Security Awareness Programs

The BLM utilizes the AOPA Airport Watch Program for Security Awareness:
<http://www.aopa.org/airportwatch/>

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

To report any suspicious activity at your airport- Call (866) GA-SECURE (866) 427-3287

8.5 Cooperators Aircraft Security

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

8.6 Aircraft Physical Security Requirements

At any time, an aircraft, controlled or owned by the DOI, is not directly attended by its assigned flight crew, ground crew, or government managers, it will be physically secured in a manner that disables the aircraft from being utilized.

Exceptions

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

Security Devices: The DOI aircraft contracts specify the aircraft security measures and it is the contractors' responsibility for the aircraft security. Approved security devices require using a dual lock method consisting of any combination of anti-theft devices attached to the aircraft for the sole purpose of locking flight controls, aircraft power, or directional ground movement. Pilots and aircrews must be diligent in pre-flight procedures to prevent engine start up with security measures in place. These may include any combination of the following:

- Locking hanger doors
- Keyed Magneto, starter, or master switch
- Hidden battery cut-off switches
- Throttle, mixture/fuel, fuel cut-off locks
- Control surface gust-locks; propeller locks (chain, cable, mechanical) - **(airplane only)**
- Locking wheel, chock, or aircraft tie downs
- "Club-type" devices for control yoke

8.7 Aviation Facility Security Requirements

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

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

Aviation Facility Security – Suggested Enhancements

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

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

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

Suggested area enhancement may include:

Signage

- Signage should be multi-lingual where appropriate.

Lighting

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

Fencing

- Install perimeter security fencing as needed to control access to the AOA and all other sensitive areas.
- Fence height and other characteristics will comply with standard FAA guidelines where appropriate. Where FAA guidelines are not available, minimum fencing characteristics will be sufficient to meet access control needs.

Access Control

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

8.8 Exceptions

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

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

8.9 Transportation Security Administration (TSA)

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

9.0 Aviation Facilities

9.1 General

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

9.2 Aviation Facilities (Permanent and Temporary)

BLM has permanent and temporary airbases managed by the districts/field offices. Permanent air bases include heavy airtanker and SEAT retardant bases, and airplane and helibase/heliport facilities with permanent or temporary fixtures that are used on a continuous or seasonal basis. These aircraft bases of operations include government owned or leased aviation facilities on federal or non-federal land where BLM has primary responsibility for operations, maintenance, and oversight. Facility base reviews shall be conducted in accordance with the [NWCG Standards for Helicopter Operations](#) (NSHO), Appendix E; NWCG Standards for Airtanker Base Operations (SABO), Appendix M and [Interagency Standards for Fire and Fire Aviation Operations](#), Chapter 18, as appropriate.

9.3 Temporary Operations Bases

Temporary operations bases are those that are used to support short term projects and wildland fire. These bases can be located on federal, state, local government, or private land. Permission to operate on the land should be obtained prior to use. Land use agreements may have to be set up describing payment terms, use limitations and land restoration measures. For wildland fire operations the NWCG Standards for Chapter 20 (20-4) describes procedures for land use agreements. Only procurement officials with warrant authority may enter into agreements. For non-wildland fire situations, the state/district procurement official is the point of contact for agreements.

BLM Smokejumper Bases: The BLM Smokejumpers' primary operations bases are Fairbanks, Alaska, and Boise, Idaho. Each smokejumper base has multiple sub-bases that are established to support smokejumper operations on as-needed basis. Some sub-bases are in BLM owned facilities and some are leased.

9.4 Safety

Aviation facilities must comply with safety regulations described in DOI manuals, guides and handbooks, and the Occupational Safety and Health Administration (OSHA). Buildings, equipment, and aircraft operating surfaces (helibase, airplane parking and retardant base) will be inspected annually for safety and maintenance deficiencies, by the unit aviation manager and/or unit health and safety officers.

9.5 Permanent Facility Construction Planning/Funding and Maintenance

Reference [BLM Manual 9100 - Engineering](#)

[FAA Form 7480-1](#) - Notice for Construction, Alteration and Deactivation of Airports: Title 14 Code of Federal Regulations Part 157 requires all persons to notify the FAA at least 90 days before construction, alteration, activation, deactivation, or change to the status or use of a civil or joint-use (civil/military) airport. (As used herein, the term "airport" means any Landing or Takeoff Area, e.g., airport, heliport, vertiport, gliderport, seaplane base, ultralight flightpark, or balloonport.)

9.6 BLM Owned/Operated Airstrips

Reference the document titled Recreational Aviation Foundation located at:
[Home - Recreational Aviation Foundation \(theraf.org\)](http://theraf.org)

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7. BLM Fleet Aircraft Standard Operations Procedures
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9. Acronyms
10. OR/WA Law Enforcement Aviation Operations Supplement
11. District UAS Operations Supplement
12. District Mishap Response Plan and Checklist
13. District Aircrew Briefing Guide

Appendix 1 - BLM National Aviation Organization Directory

Position	Name	Duty Station	E-Mail	Office Number	Cell Number
Division Chief, Aviation (FA-500)	vacant	Boise, ID		(208) 387-5448	(208)
Deputy Division Chief, Aviation	Glen Claypool	Boise, ID	gclaypoo@blm.gov	(208) 387-5160	(208) 859-7506
SEAT Program Manager	Kristina Curtis	Boise, ID	kcurtis@blm.gov	208-387-5441	208-850-2780
Flight Operations Manager,	vacant				
Helicopter Program Manager	Mike Reid	Boise, ID	mreid@blm.gov	208-387-5173	208-994-1623
Aviation Safety/ Training Advisor	Kirk Rothwell	Boise, ID	mrothwell@blm.gov	(208) 387-5879	(208) 914-8483
UAS Program Manager	Matt Dutton	Boise, ID	mdutton@blm.gov	(208)-387-5325	(208) 484-8031
UAS Fleet Manager	Bobby Eisele	Boise, ID	beisele@blm.gov		(801) 814-1357
UAS Specialist	Jay Murgoitio	Boise, ID	jmurgoitio@blm.gov	208-387-5334	
Air Tactical Pilot, Bravo 5	Andre Mascheroni	McCall, ID	amascheroni@blm.gov		(208) 630-3771
Air Tactical Pilot, Bravo 4	Paul Lenmark	Dillon, MT	plenmark@blm.gov		(406) 660-0257
Aviation Staff Assistant	Andrea Vigil	Boise, ID	avigil@blm.gov	(208) 387-5180	
Air Tactical Pilot, Bravo 9	Lisa Allen	Boise, ID	lmallen@blm.gov	(208) 387-5197	(208) 972-1677
Air Tactical Supervisor	Ivan Smith	Boise, ID	ismith@blm.gov	(208) 387-5872	(208) 859-9524
Smokejumper Pilot	Bob McCormick	Boise, ID	rmcormick@blm.gov		907-356-5763
Smokejumper Pilot	vacant				
Pilot	Hans Germann	Boise, ID	hgermann@blm.gov		208-850-1946
Developmental Pilot	Chris Swisher	Fairbanks, AK	cswisher@blm.gov		907-370-3113
Air Tactical Program Manager	Jed Johns	Boise, ID	jjohns@blm.gov	(208) 387-5140	208-871-7535
SEAT Coordinator	Angie Forbes	Boise, ID	aforbes@blm.gov	(208) 387-5419	208-954-2072
Ramp Services Supervisor	Tony Lolli	Boise, ID	alolli@blm.gov	(208) 387-5529	

Appendix 2 - SES Flight Scheduling Guide

These flights are typically requested through the SAM however some of the responsibilities may be delegated to UAMs (refer to applicable State Aviation Plan for specifics).

The [OAS-110](#) will be utilized as the parent or cover document for additional pages of documentation. Additional information regarding SES flight scheduling to include [OPM-7](#) and [OAS-110](#) Form is located at: <https://www.doi.gov/aviation/library/opm>

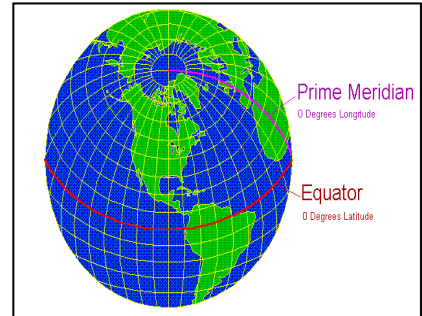
1. Gather information needed to develop the flight plan and [OAS-110](#).
 - Determine the nature of flight. Is it-point-to-point, mission, special use, etc.
 - Determine the proposed itinerary/schedule requirements.
 - Determine any special needs: security, dual-pilot crew, etc.
 - Assess and consider any travel schedule time limitations for SES employees and time needed to accomplish objectives.
 - Names, passenger and baggage weights, salaries. (If only annual salaries are available, multiply that number by 1.2 and divide by 2087 to derive the approximate hourly salary.)
2. Notify solicitor of impending request (courtesy call) at least a week to ten days prior to the proposed flight.
3. Conduct research and document cost estimate for the elements in each of these three options.
 - a. Scheduled commercial air carrier (not applicable for mission flights)
 - Use only contract travel agency quotes to determine airfare estimates.
 - Does itinerary meet time frame requirements?
 - Cost of airfare and booking fees
 - Cost of rental car from airport to meeting location
 - Additional lodging and per diem costs incurred if traveling by airline
 - Total employee salaries for time spent in travel status. (Add one hour of preflight airport time to the flight time, plus time spent driving rental car to location where fleet or charter aircraft would have otherwise flown to any locations not served by airlines.)
 - b. Fleet Aircraft
 - Confirm if fleet aircraft are even available within reasonable distance.
 - Include ferry flight time and standby costs with passenger transport flight time estimate.
 - Document total salaries for employee's time spent flying on fleet aircraft.
 - c. Charter Operators
 - Use only established contract vendors with carded pilots and aircraft capable of carrying the required passenger manifest and weight.
 - Compare two or more competing vendors using the [AQD-91](#) form; maintain documentation in local files and use the best-value vendor in the [OAS-110](#) cost analysis.
 - Include ferry flight costs, guaranteed time, and standby rates (if applicable) in cost estimate.

4. Determine the cost for each of the three options above and document on the [OAS-110](#). Document and forward an explanation why any of the three options was not considered possible or reasonable. Examples:
 - Proposed flight is a reconnaissance mission that can't be performed by scheduled air carriers.
 - Scheduled airline service cannot meet SES employee time constraints or schedule or would incur additional days in travel status. (Forward itinerary and additional salaries that would be incurred to illustrate infeasibility.)
5. Forward the completed [OAS-110](#) and attached documentation to the Solicitor through the SAM, or with courtesy copy sent to the SAM (refer to specific State Aviation policy).
6. Be sure a qualified Flight Manager is assigned to tend to the safety requirements and administrative details associated with the flight.
7. A Project Aviation Safety Plan (PASP) should be developed for all SES Mission Flights, even those deemed to be "one-time, non-complex." A [9400-1a](#) (or equivalent) may be used as a supplemental manifest and flight tracking device on point-to-point flights.
8. The SAM will report any SES flight hours to the NAO twice each year (October 1 and April 1).

Appendix 3 - Latitude/ Longitude Information

If coordinates are wrong...

- Risk/danger/liability goes up
- Calculations become erroneous (weight/distance/fuel ratios)
- People can't find the "right" spot
- Data goes onto maps in the wrong place
- We look bad as an organization, a unit, an individual
- Contractors/pilots become angry/confused/frustrated and loss trust in our dispatching system.



Latitude

- Parallel east-west lines
- Measures 90° North and 90° South of equator

Longitude

- Lines run south to north.
- Measures east and west of the prime meridian
- Lines converge at North and South poles

Common Formats

Format	Example
Decimal Degrees (DDD.DDDDD °)	64.84052° N by 147.60437° W
Degrees and Decimal Minutes (DDD °MM.MMM')	64° 50.431' N by W 147° 36.262' W
Degrees, Minutes and Seconds (DDD °MM' SS.S")	64° 50' 25.5" N by W 147° 36' 15.5" W

Notation

- Degrees °
- Minutes '
- Seconds "
- Decimal .
- Hemisphere N, S, E, W or -

On-line Calculators for converting between Formats:

- <https://rechneronline.de/geo-coordinates/>
- http://www.calculatorcat.com/latitude_longitude.phtml

GPS Datums

- Datums define the origin and orientation of latitude/longitude lines
- Describing a place by lat/long is not good enough. The datum must also be stated.
- Changing the datum changes the lat/long of a point on the surface of the Earth
- There are hundreds of different Datums, agencies use different Datums.
- Referencing lat/long coordinates to the wrong datum can result in position errors of hundreds of meters

Know your agency's standard Format and Datum

- BLM Aviation (Degrees and Decimal Minutes, WGS84)
- BLM GIS (Various)
- TFRs (Degrees, Minutes and Seconds, WGS84). US NOTAM OFFICE FORMAT ddmssN/ddmmssW
- BLM Fire (Degrees and Decimal Minutes, WGS84)
- FAA Temporary Flight Restrictions (Degrees, Minutes and Seconds). US NOTAM OFFICE FORMAT ddmssN/ddmmssW

Remember...

- Use only ONE period/decimal point when writing a latitude or longitude in Decimal Degrees, or Degrees, Decimal Minutes.
- Do NOT use periods/decimal points for degrees or minutes when writing a latitude or longitude in Degrees, Minutes and Seconds
- There can NEVER be more than 60 seconds in Degrees, Minutes and Seconds format
- Do NOT mix formats
- Know and use proper Datum

Appendix 4 - BLM SAFECOM Management Roles

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. Consults with mission personnel prior to submitting electronically to OAS, courtesy notification to UAM.	Fill out completely and accurately. Report only the facts. Narratives should be brief and concise.
BLM UAM	Submission	If only a hardcopy has been submitted, submits electronically to OAS.	X
	E-Mail Notification	Receives e-mail notification of all initial, modified and completed SAFECOMs identifying their BLM Field Office as having operational control.	Provide feedback to person submitting (unless anonymous)
	Corrective Actions	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)	Must treat all corrective action descriptions as if they were public.
BLM State Aviation Manager	E-Mail Notification	Receives e-mail notification of all initial, corrective action, modified, and completed SAFECOMs identifying BLM operational control within their State.	Coordinate with UAM.
	Corrective Actions	Review all information. May take and document additional corrective actions.	X
	Modify Actions	Authority to change all SAFECOM information (except for name of the submitter and the original narrative).	Coordinate with UAM. Verify and amend all info for accuracy.
	Operational Control	Make final determination of the Agency, State/Region and Field Unit that has Operational Control.	Determines who will receive e-mail notification.
	Category	Select or edit the appropriate category to classify the SAFECOM.	Multiple categories possible.
	Make Public	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)	Ensures all Public Text is sanitized in Narrative & Corrective Action fields prior to making public. SAM determines who makes "public" within their state.
BLM National Aviation Safety Advisor	E-Mail Notification	Receives e-mail notification of all initial, corrective action, modified, and completed SAFECOMs nationwide that identify BLM operational control.	Coordinate with SAM.
	Corrective Actions	Takes additional corrective actions, if necessary, and documents on the SAFECOM.	Coordinate with SAM
	Modify	Authority to change all SAFECOM information (except for name of submitter and the original narrative).	X
	Actions	Has the authority to sanitize information and make the SAFECOM "public" (if not already done at the State level). Coordinates with OAS.	Ensures all Public Text is sanitized in Narrative & Corrective Action fields prior to making public.
	Make Public	Has the authority to make the SAFECOM "complete".	X
	Completion	Distributes all "Public" BLM SAFECOMs to BLM SAMs and Other Agencies.	Coordinates with OAS.
	Distribution	Authority to identify all BLM users and their appropriate permission levels. Must notify OAS of additional users/changes/updates.	Coordinates with SAM and OAS.
	Designates Users	Authorized to review another agency "Public" SAFECOMs. Read Only!	X
	Out of Agency		
Elevated SAFECOM	All Actions	OAS or NAO recommends SAFECOM be elevated. NAO-Safety retains control of Elevated SAFECOM and coordinates with SAM for proposed action. Coordination will take place with the SAM to gather detailed documentation.	Action may include lessons learned write up, safety alert etc. Important to follow up with Contracting Officer through the chain of command if aircraft or personnel are not meeting contract specifications.
	Make Public	NAO-Safety will make SAFECOM public with concurrence of SAM. Pictures, reports and sensitive material may or may not be made public but will be accessible to those with modify access.	Elevated SAFECOMs will not be made "Public" until investigation has been completed.

Appendix 5 - OAS Aviation Program Evaluation Schedule

2022 – Idaho, Montana, Eastern States

2023 – Alaska, Arizona

2024 – New Mexico, Wyoming

2025 – Colorado, California

2026 – NAO, Nevada

2027 – Oregon/ Washington, Utah

2028 – Idaho, Montana, Eastern States

Appendix 6 - BLM Cargo Letdown Operations

1.1 Purpose

Cargo Letdown is a procedure used to lower cargo out of a hovering helicopter to the ground with the use of a lowering line and rappel anchor. This procedure is used by helitack programs to get needed equipment and supplies to the ground when conventional methods are not the most efficient option.

1.2 Approval

National BLM approval is required to host a cargo letdown program. Requests for approval are initiated by a state office to the National Aviation Office (NAO) with final approval from the Division Chief, Aviation.

NAO approval may allow for both internal and external (off the hook) cargo letdown operations. Initial approval will be based upon indicated need and limited to one field season. Subsequent conditional approval must be requested after the initial field season and validated based on proper utilization and justification of continued need. Approved cargo letdown programs will be re-evaluated in conjunction with new helicopter contract solicitations. Several administrative procedures need to be addressed as part of the request for approval:

- Initial justification to include nomination of Helicopter Cargo Letdown Spotter Trainee candidates (HCLS (T)).
- Request for Contract Modification from NAO to Contracting Officer (CO) to:
 - Provide for a contractor purchased cargo letdown anchor. Costs to the contractor would be recovered in an adjusted Daily Availability rate negotiated by the CO.
 - Add additional “Special Pilot Requirements for Cargo Letdown” language.
- Cargo Letdown Operations Plan. This plan is a supplement to the Helibase Operations Plan. The Cargo Letdown plan should describe all aspects of the letdown program to include:
 - Risk Management mitigation measures: Cargo Let Down (CLD) Risk Assessment / Hazard Identification ([CLD RA](#))
 - Decision Matrix (under what parameters will this operation be conducted).
 - Detailed operational procedures.
 - Detailed equipment and configuration descriptions.
 - Equipment certification/inspection/retirement intervals and documentation.
 - Personnel training, experience and proficiency requirements and record-keeping
 - Letdown mission documentation and record-keeping.
 - Year-end statistical data on form [“BLM Annual Helitack Data”](#). The form is available for download on the BLM NAO website.
 - Completed copies of the BLM Cargo Letdown Spotter Trainee Qualification Record will be sent to the BLM State Aviation Manager and BLM Helicopter Program Manager annually.

The NAO will aid in arranging for Pilot and HCLS(T) certification as well as help with obtaining required equipment.

1.3 Cargo Letdown Spotter Eligibility

Eligibility for BLM Cargo Letdown Spotter is limited to qualified Helicopter Managers on Exclusive Use Helitack crews at the squad leader level or above. In addition, CLD Spotters must meet the following requirements:

- Meet the prerequisite experience, training, and currency requirements outlined in the Interagency Standards for Fire and Fire Aviation Operations “Exclusive Use Fire Helicopter Position Requisites” for the position they encumber.
- Any deviation from these requirements must be approved in writing by the State Aviation Manager with a courtesy notification to the NAO Helicopter Program Manager.

1.3.1 Cargo Letdown Spotter Initial Training

Initial cargo letdown training shall be conducted by a DOI Office of Aviation Services (OAS) training specialist or a fully qualified Spotter (HERS/HCLS). The DOI OAS training specialist or cargo/rappel check Spotter is responsible for conducting the final initial check ride and certification of a HCLS(T).

When coordinating for and during training it is important that clear communications are maintained between the designee trainers (if utilized), the DOI OAS training specialist and the BLM Helicopter Program Manager.

Each component of training (tower, mock-up, and live helicopter) must allow sufficient time to satisfy the training requirements; this may vary based on the number of and progression of students. Requesting unit and trainees must be prepared to commit to the necessary time frames and associated expense when entering into agreement with Trainers.

This training is performance based and trainees will only move forward as specific training targets are met. It must be understood that there is the potential that a selected trainee may not be qualified due to inadequate performance.

Tower training (if utilized) can be generic. Mock-ups and live cargo letdown training shall be helicopter model specific to the aircraft utilized by the trainee and will follow the current model specific cargo letdown procedures in this appendix.

All trainees will utilize the attached “BLM Cargo Letdown Spotter Trainee Qualification Record” to ensure all aspects of training are complete. This record shall include further training recommendations and a clear picture of the trainee’s current level of competence.

1.3.2 Cargo Letdown Spotter Refresher Training

Each year a Spotter must attend or instruct an annual helicopter cargo letdown training, as well as complete deployment of three loads of cargo from the helicopter to the satisfaction of the appropriate agency certifying official.

Subsequent re-qualification certification may be conducted by a qualified Spotter (USFS or DOI). Typical terrain shall be utilized for at least one of the three loads.

1.3.3 Cargo Letdown Spotter Proficiency

To maintain Spotter proficiency Individuals must make at least one cargo letdown spot every 14 days. If a helicopter letdown is not completed within 14 days, the Spotter may use a simulation. If a simulation is used to maintain proficiency during the 14-day period, an airborne deployment must be done in the following 14-day period.

1.4 Cargo Letdown Check Spotter

To be considered for approval as Helicopter Cargo Letdown Check Spotter (HCCS), the trainee must:

- Be nominated by the State Aviation Manager to the National Helicopter Program Manager.
- Be a current helitack supervisor or assistant on an exclusive use helitack crew.
- Must have been a qualified spotter for two (2) years
- Must have assisted in training of at least two (2) cargo letdown spotters
- Meet the prerequisite experience, training, and currency requirements outlined in the Interagency Standards for Fire and Fire Aviation Operations “Exclusive Use Fire Helicopter Position Requisites”.
- Subsequent yearly self-certification is subject the HCCS completing annual recurrent training with State Aviation Manager concurrence.

Annual Check Spotter Currency

- Each Cargo Letdown check spotter must maintain currency and proficiency as a cargo letdown spotter

1.5 Pilot Experience, Training, and Currency Requirements

Pilots must meet all the following requirements:

- Meet the appropriate requirements of the procurement document to include having logged additional experience as pilot-in-command as follows:
 - 50 hours -- Total hours in make, model and series offered.
 - 25 hours -- Rappel, cargo letdown or long line requiring precision placement, last 12 months.
- Annually attend a cargo letdown training/refresher training session. This training must be conducted and documented by a qualified Spotter and will include:
 - Briefing and familiarization on letdown bracket and hard points for the specific model.
 - Seating arrangements for cargo and Spotters.
 - Cargo placement/location and deployment sequence and method.
 - Exit procedures and sequence.
 - Perform a minimum of six ground mockups in the aircraft model to be used, including rigging the aircraft for cargo letdown mission and deploying cargo.
 - Briefing on any peculiarities of the specific model.

- Demonstrate ability to operate helicopter during three cargo letdown sequences.
- Demonstrate ability to work with Spotter.

Upon meeting the above requirements, the pilot may be approved for helicopter cargo letdown operations by an OAS or USFS helicopter inspector pilot. The pilot must maintain currency in helicopter cargo letdown at the same frequency required of the Spotter (every 14 days). If currency is not maintained a mockup and proficiency flight must be completed prior to any actual operational mission.

The helicopter must meet the requirements of the departmental manual and the procurement document.

1.6 Cargo Letdown Equipment

Any equipment that a unit wishes to test or incorporate into cargo letdown must be reviewed by the BLM representative to the Interagency Helicopter Rappel Unit (i.e., use of rope, throw bag, and lowering device).

NOTE: Any equipment item with time life criteria of 10 years must be removed from service once it meets that time limitation. If manufacture date stamps for equipment become illegible, damaged, or lost, they will be replaced and then documented in the applicable equipment log.

Replacement tags must correspond with the original manufacture date in the equipment log. Any equipment with a time life limitation that cannot be age verified must be removed. Equipment removed from service will be disposed of in accordance with Bureau of Land Management Personal Property Management Manual 1520.

1.6.1 Gloves

The Sullivan PV or PVG, PMI GL2200x rappel glove, and the Metolius climbing $\frac{3}{4}$ finger glove are approved for cargo letdown operation. The Metolius glove shall only be used in conjunction with a flight glove.

1.6.2 Spotter Harness

Cargo Letdown Spotters will utilize a harness that meets the requirements of the ALSE Handbook that has a frontal attachment point (i.e., Yates 388, or ARS 338 Heli Ops Harness) during all helicopter cargo letdown and tower operations. The harness shall be issued and tagged with a unique identifier that corresponds to an in-service date. Harness tags from the manufacturer may be used.

The Harness will be inspected in accordance with manufacturers requirements. In addition:

- The Spotter harness must be inspected by the user prior to operation.
- Inspect stitching and webbing for abrasion, wear, or other damage.
- Check leg strap buckles, chest strap buckles, I D-rings and Cam Buckle adjusters for correct adjustment and function.
- Check connectors for correct function.

1.6.3 Adjustable Spotter Lanyard

The adjustable lanyard is the interface between the spotter harness attachment point and approved helicopter hard point or anchor attachment point. Commercially produced adjustable lanyards must be utilized that are certified to National Fire Protection Association (NFPA) 1983, EN, or American National Standards Institute (ANSI Z359). Examples: Petzl® Grillon Plus,

Petzl® Grillon International®, Yates® 571-DMM Rappel Master Adjustable Lanyard w/Shock Stop and DMM Captive Eye Carabiners.

The harness lanyard must adjust to prevent the attachment point from extending past the door plane of the helicopter. A connector is attached to the free end of the spotter lanyard connecting to an STC or manufacturer approved helicopter hard point, tower hard point, or other approved tether attachment point.

When a lanyard is adjusted to allow access beyond the door plane, it is considered a reportable event. The SAFECOM system will be used for facilitated learning purposes.

Inspection:

- Lanyard is inspected with spotter harness prior to operation.
- Inspect stitching and webbing for abrasion, wear, or other damage.
- Metal hardware should be free from cracks, dings, or other damage.

1.6.4 Cargo Letdown Spotter Tether Attachment

Cargo Letdown Spotter Tether (Lanyard) Attachment(s) will be manufactured in accordance with drawing # MTDC-946, or the Air Rescue Systems® Primary Anchor. The spotter tether attachment will secure the spotter harness tether to the aircraft. The spotter tether attachment will be installed in the aircraft according to model specific requirements.

Inspection:

- Inspected by a Spotter prior to each use.
- Inspect stitching and webbing for abrasion, wear, or other damage.
- Metal adjusters and attachment ring should be free from cracks, dings, or other damage.
- Meets lifetime criteria in accordance with manufacturer's specifications.

1.6.5 Carabiners and Connectors

Carabiners and connectors used in cargo letdown operations will meet the requirements of National Fire Protection Association (NFPA) 1983 General Use, 2012 or most recent edition, or American National Standards Institute (ANSI) Z359.12 2009, or most recent edition.

Exception: Carabiners specifically identified by an FAA Supplemental Type Certificate (STC) for direct attachment to an anchor.

Inspection:

- Inspect in accordance with manufactures data sheet
- Inspect to be sure that gates and locking mechanism function properly. If gate becomes sticky, remove from service.
- Look for abrasion, burrs, or rough edges. If there is any visual indication that raises question, retire it.
- When using for cargo letdown operations make certain that gates are locked when in use and that tension is not on gate.
- Are not dropped on ground or hard surface. Rough handling is avoided.
- Kept clean.
- Inspected by a Spotter prior to each use.

1.6.6 Knife / Knife Sheaths

Spotters are required to have a hook knife, with lanyard, readily accessible for emergency use. The Raptor® knife or Gerber®Vital Zip with Seber Blade is required for use by cargo letdown Spotters. The Spotter Raptor® knife must be enclosed within the MTDC rappel Spotter Raptor® sheath (MTDC drawing # 1042) and attached to the Spotter harness in the manner shown in rappel bulletin 051005.

Certain STC's for rappel anchor installations require an additional Raptor knife be installed inside the aircraft.

Inspection:

- Knife sheaths are to be inspected with any harness inspection.
- Knives shall be inspected annually or prior to being installed on a harness. Ensure knives used for rappel have properly installed blades.
- Knife blades must be changed after any use.
- Handle/body of knife should be free from damage, screws should be tight.
- The sheath should be in good condition.
- Ensure the lanyard is stowed and attached correctly.
- Pull snap(s) should close/open with enough resistance to prevent inadvertent opening.

1.6.7 Rappel Plate Anchors

Rappel anchors are evaluated for use by OAS for DOI. Each helicopter model will be evaluated for anchor hard points and design to determine the proper rappel bracket or brackets that may be used.

Inspection:

- Rappel Anchor inspection will occur in accordance with the applicable STC, continuing airworthiness instructions, or manufacturers standards in the flight manual or maintenance manual. In addition, an annual inspection shall also be conducted.
- The designer or manufacturer of the anchor is responsible for developing maintenance inspection criteria, which ensures the continued airworthiness of the anchor. The owner of the anchor is responsible for ensuring that the inspection(s) is conducted. Prior to each use, the rappel anchor will be visually inspected by the Spotter for general condition and documented on the daily diary.
- Additional information regarding existing rappel anchors is available from MTDC.

1.6.8 Figure 8 with ears

For BLM cargo letdown operations, the steel or aluminum CMC rescue 8 with ears is the approved letdown device.

Inspection:

- Inspect in accordance with manufactures data sheet

- Inspect for grooves developing or flaking occurring in aluminum figure 8's. When a groove develops beyond the anodized surface of the aluminum figure 8, wear will rapidly occur. If the groove is beyond 1/16-inch deep, the figure 8 must be retired.
- Inspect the figure 8 for aluminum flaking. The flaking develops rough edges that could cause excessive wear on the line. If flaking is evident, remove the figure 8 from service. Although the acquisition cost is higher than other models, steel figure 8's have proven more durable and service life is considerably longer than aluminum. However, steel may cause heat damage more easily because it does not dissipate heat as readily as aluminum.
- Inspect for cracks or breaks. If cracks are evident, retire figure 8.
- Figure 8's must be inspected by a Spotter prior to each use.
- Take care to avoid rough handling; do not drag or drop on ground and keep the device clean.

1.6.9 Cargo Letdown Line

To maintain even wear and maximize each lines useful life, line ends will be rotated after each use. To track line use, each end shall be marked A or B.

Let-down lines are available in lengths of 250ft or 300 ft. Both let-down lines shall conform to Mil-W-5625K Webbing, Textile, Nylon, Tubular, $\frac{3}{4}$ ". Webbing conforming to this standard has a minimum breaking strength of 2300lbs.

Let-down lines 250 feet in length will be of white tubular nylon webbing and conform to drawing #MTDC-983.

Let-down lines of 300 ft. will be of yellow tubular nylon webbing and conform to drawing #MTDC-983.

Accordion packs will be constructed as to easily identify a 250 ft. let-down line from a 300 ft. let-down line. Accordion packs for 250 ft. let-down lines will be constructed of white cotton duck cloth, and accordion packs for 300 ft. let-down lines will be made from white cotton duck cloth with yellow seam tape.

To further identify accordion packs, 1-inch stencils will be used to mark the outside surface of accordion packs with the length of let-down line to be used with each size accordion pack. 250 ft. Accordion Packs will conform to drawing #MTDC-974 and 300 ft Accordion Packs will conform to drawing number #MTDC-1037. Both lines will be packed in accordance with the Wildland Fire Helicopter Rappel Cargo Letdown Accordion Pack video produced by MTDC. Edge Protection may be necessary along helicopter door edge or helicopter skids to prevent abrasion of the line.

- **250-foot line:** White $\frac{3}{4}$ " tubular nylon webbing, dyed appropriately, with stenciled accordion pack.
- **300-foot line:** Yellow $\frac{3}{4}$ " tubular nylon webbing, dyed appropriately, with stenciled accordion pack

Inspection:

- Let-down lines will be inspected for wear and burns after cargo deployment, and ends reversed for the next let-down sequence.
- Inspect stitching and webbing for abrasion, wear, cuts, chemical contamination, or other damage.

Marking:

- A twenty-five-foot section from each end of the let-down lines shall be clearly marked in red and a ten-foot section in the center of the line should be marked with a contrasting color.
- Use only Rit dye to mark lines.

1.6.10 Let-Down Containers

Bags are to be manufactured with high strength abrasion-resistant materials. The attachment points on the bag must be reinforced to ensure there is not a failure during deployment. Sources for approved cargo letdown containers are also listed on the USFS rappel website. Maximum allowable suspended weight per internal cargo let down container shall be 125 lbs. Approved cargo let down containers shall pass a static strength test with no failure or ruptured stitches when loaded to a minimum weight of 468.75 lbs. (safety factor of 3.75 to 1).

Internal cargo letdown containers shall consist of the following:

- Cardboard box with harness, the cardboard box shall consist of double wall construction and shall be certified by manufacturer as having passed Edge Crush Test of 71 pounds (71-ECT). Cargo boxes must be girded with an approved box harness for deployment.
- The box harness and attachment hardware shall have a minimum tensile strength of 1125 lbs.
- Metolius style haul bag.
- Large Klamath Bag.
- Small Klamath Bag.

External cargo letdown containers shall consist of the following:

- Tuna Net (NFES #000795).
- Metolius style haul bag.
- Large Klamath Bag.
- Small Klamath Bag.

The maximum weight and the minimum weight for the large and small Klamath bags will be stenciled on the container with 3-inch letters in a high contrast color.

The limitations will be illustrated on opposing sides of the container.

Maximum weight and minimum weight for external cargo deployment containers.

- Large Klamath Bag
 - Maximum Weight: 300 lbs.
 - Minimum Weight: 150 lbs.
- Small Klamath Bag
 - Maximum Weight: 300 lbs.

- Minimum Weight: 80 lbs.
- Tuna Net
 - Maximum Weight: 300 lbs.
 - Minimum Weight: 40 lbs.

Bags and other containers should be frequently inspected and not used if damaged. During flight testing of external containers, loads became unstable above 60 knots indicated airspeed. External load operations shall be conducted at an airspeed that ensures the load remain stable.

1.6.11 External Cargo Deployment (Break-away strap and Cargo Strap)

For external cargo deployment the break-away strap which is the connecting line between the external load or cargo strap and cargo let down line shall conform to Mil-W-5625K and be 1” tubular nylon. The minimum breaking strength of 1” tubular is 4000 lbs. External cargo operations shall use the model specific Break Away and Cargo Straps manufactured in accordance with drawing # MTDC 980 Helicopter Rappel External Cargo Break Away strap and drawing # MTDC 982 Helicopter Rappel External Cargo Strap.

Inspection:

- Equipment will be inspected prior to use by a qualified Spotter.
- Inspect stitching and webbing for abrasion, wear, cuts, chemical contamination, or other damage.

1.6.12 Figure 8 Extender

Relocates the Figure 8 away from an aircraft hardpoint. Figure 8 extender conforms to MTDC Drawing # 1040.

Inspection:

- Equipment will be inspected prior to use by a qualified Spotter.
- Inspect stitching and webbing for abrasion, wear, cuts, chemical contamination, or other damage.

1.6.13 External Cargo Swivel

All external cargo-letdown loads must be attached to the helicopter with an approved swivel. The Petzl P58 S, P58 L and swivels approved for cargo in the ISHO are the approved swivels for external cargo letdown operations.

Inspection:

- Inspect in accordance with manufactures data sheet,
- Equipment will be inspected prior to use by a qualified Spotter.
- Spinning action of the swivel,
- Physical damage
- Inspection criteria as outlined in chapter 9 of NSHO approved equipment.

1.7 Cargo Letdown Documentation

For fire operations, copies of certifying and recertifying documentation will be maintained in

individual permanent records and forwarded to the Incident Qualifications Certification Systems (IQCS) Account Manager. All documentation logs are official documents and will be kept electronically or in hard copy format.

1.7.1 Cargo Letdown Spotter

The Helicopter Cargo Letdown Spotter Qualification Record will document each individual step in the training. Competency at each level of the training must be demonstrated by the trainee before the Spotter will permit advancement to the next step. Each Spotter will maintain a record of training, proficiency and operational cargo letdowns in a unit log or other format.

1.7.2 Equipment Logs

All equipment requiring documentation will be assigned a unique identification number. The number will be retired with the piece of equipment. The following equipment must have a log assigned: Spotter Harness, Cargo Letdown Line, and Rappel Tower Anchor.

1.7.3 Spotter Harness

Harness will be inspected annually and recorded. Any deficiencies during pre-use inspections and/or repairs or component replacement will be noted on the harness log or the electronic equivalent.

1.7.4 Cargo Letdown Line

All cargo letdown line use must be documented. After inspection, any irregularities will be noted. Use the Letdown Line Log or electronic equivalent.

1.7.5 Rappel Tower Anchor

Use and inspection of rappel tower anchors must be documented. The forms will provide at a minimum the information listed below.

- Date put in service
- ID number
- Remarks/problems
- Inspector's name/date inspected

1.8 Internal Cargo Deployment Procedures

All training and actual deployment missions will use the following steps and procedures. The intent is to standardize and maintain continuity between units.

1.8.1 Pre-Flight Duties for Cargo Only Missions

- Prior to departure, the pilot(s) and involved personnel shall receive a briefing on mission objectives, communications, known hazards, and emergency procedures.
- Load calculations and manifests complete and posted.
- Spotter puts on harness, ensures raptor knife is attached to harness.
- Spotter completes necessary pre-flight inspections.

1.8.2 Equipment Check of Spotter

Prior to flight, the Spotter must receive a Spotter equipment check. When ground personnel are unavailable, the Spotter shall have the pilot perform this check. Positive communication between the Spotter and pilot must occur to ensure Spotter has attached their tether to an approved hard point.

- Flight Helmet

- Good Condition - no cracks or damage, avionics in place
- Eye protection
- Chin strap secured, adjusted to fit snugly, with no loose ends
- Nomex Shirt/Flight Suit
 - Good condition, shirt tucked in collar up, buttoned to the top, flight suit fully zipped up
 - Sleeves rolled down covering arms (no holes, clean & tight at wrist)
- Gloves
 - Gloves in good condition, fastened with no loose ends, and free of pitch or contaminants
- Harness – Front Side
 - Risers
 - Visible webbing & stitching in good condition
 - No twists, buckles secured with no cracks, keepers in place
 - Chest Strap
 - Positioned mid-chest
 - Buckled & snugly fit
 - Leg Straps
 - Buckles attached; no fabric caught
 - Visible webbing & stitching in good condition
 - No twists, snug fit, loose ends secured, keepers in place
 - Raptor Knife
 - Secured in sheath on left riser
 - Horn facing to left side
 - Lanyard stowed
- Nomex & Boots
 - Nomex pants/flight suit in good condition, no Velcro showing
 - Pant cuffs over approved boots

Indicate Spotter to turn around with a tap on the left shoulder.

- Spotter's Back Side
 - Helmet in good condition
 - Collar up
 - Harness - visible webbing & stitching in good condition with no twists
 - Spotter tether attached to dorsal O-Ring through double pass adjuster and tacked when using Miller Harness and MTDC specified tethers. Extendable tether stowed, all snaps in place, or Spotter tether attached to front or waist O-ring when utilizing a Yates 388 or ARS 338 Heli Ops Harness front or waist attachment
 - Ensure carabiner or connector is in place at end of tether
 - Buckles & loose ends secured
 - Nomex shirt, pants or flight suit in good condition, no Velcro showing
 - Pant cuffs over approved boots

Tap on shoulder to indicate Spotter to turn around.

- Exchange thumbs-up - "YOU ARE O.K., I AGREE"

1.8.3 Rigging and Loading Cargo

- Spotter will configure helicopter to meet the needs of the specific cargo mission.
- Rig cargo with carabiners and secure in helicopter. Cargo should be secured in accordance with model specific configurations in Appendix B
- Check cargo delivery equipment to ensure proper number of letdown lines, extra carabiners, and figure 8 are available and secured in accessible location.
- Spotter visually inspects anchor. (See Chapter 3, Rappel Anchor Inspection)
- Spotter boards aircraft, connects tether, plugs into avionics, and secures seatbelt.
- Spotter tells pilot, "Tether attached OK to depart,"
- Pilot responds, "Tether attached, departing."

1.8.4 Pre-Cargo Delivery Sequence

- Pilot(s) flies a reconnaissance of the area to look for hazards and works with Spotter to select an appropriate cargo delivery site.
- Contact appropriate flight following authority (ATGS, HLCO, dispatch, etc.) prior to commencing the cargo operation. Spotter communicates with flight following authority & pilot regarding number of loads to be deployed.
- Inform ground personnel to stay clear of cargo during deployment.
- Adjust radios as needed to ensure pilot and Spotter communication will not be compromised by excessive radio chatter. Radios must remain on and dialed to the appropriate flight following frequency.
- Where possible helicopter should maintain at least 50 ft. clearance above any obstacles before starting a cargo operation.
- If this is not possible and helicopter must descend below the canopy, helicopter will operate within an opening no less than 1 1/2 times the main rotor diameter (e.g., an aircraft with a 36 ft. main rotor diameter would require a 54 ft. diameter opening).
- Before starting cargo operations, A HOGE Power assurance check is accomplished at an altitude comparable to the cargo site or greater. A positive rate of climb must be established without exceeding aircraft limitations. Pilot states "Hover established, positive rate of climb, power is good."
- Spotter responds "Power is good"
- Spotter activates hot mic if not done already
- If not performed on the ground, Spotter rigs Figure 8 with cargo letdown line and attaches figure 8
 - If using overhead bracket on a type III helicopter connect two (2) carabiners in anchor bracket, barrel down, gate facing inboard. Connect one (1) carabiner to the upper carabiners, barrel down, gate facing aft.
 - If using floor bracket connect one (1) carabiner in anchor bracket, (barrel inboard, gate facing aft) with extender strap and one (1) additional carabiner attached to figure 8.
- Cargo letdown pack must be connected to a hard point.

- Spotter removes restraining straps from cargo, ensure remaining cargo is secure, and positions cargo in doorway. Spotter relays to pilot when rigging is complete.
- Aircraft with sliding doors in the closed position will follow the procedures in the following three (3) bullets
 - Pilot states to Spotter “Clear to open door(s)”.
 - Spotter states to pilot, “Opening aircraft door(s)”. Once Spotter has opened aircraft door, Spotter states to pilot “Door open and locked”.
- Spotter finalizes proper position over cargo site. Using pilot’s perspective (left, right, forward, back, and up or down relative to altitude above the ground.)

1.8.5 Cargo Deployment Sequence

- Spotter will communicate with pilot regarding adequate main and tail rotor clearance, power assessments, and cargo spot status throughout the cargo operation. Using pilot’s perspective (left, right, forward, back, and up or down relative to altitude above the ground)
- Spotter states to pilot, “Cargo ready. How is the power?”
- Pilot “Powers good send cargo”.
- Spotter states to pilot, “Sending Cargo” then eases cargo out the door, over the flight step and skid (Bell 206L4 cargo goes between skids).
- Begin lowering cargo with positive control of letdown line; do not allow un-arrested descent of cargo. Keep pilot informed of actions and progress of cargo descent:
 - “Cargo out the door”
 - “Cargo halfway down”
 - “Cargo on the ground”
- When cargo is on the ground, unhook figure 8 from carabiner/Anchor and remove letdown line. Hold slack in line to prevent billowing and unhook letdown line bag from hard point. Wrap excess letdown line around bag and throw clear of aircraft.
- Inform pilot if more cargo is to be lowered. Pilot/Spotter will determine whether to hold hover or orbit area until cargo is ready for subsequent deployment.
- When cargo deployment is complete Spotter states to pilot, “Lines are away, clear to depart.”
- Pilot responds, “Lines away, clear to depart”.
- Spotter closes doors (if necessary), returns to seat, and fastens seatbelt.
- Radio returned to normal operational mode and flight following authority is informed that cargo operation has been completed.

1.9 External Cargo Deployment Procedures

All training and actual deployment missions will use the following steps and procedures. The intent is to standardize and maintain continuity between units.

1.9.1 Pre-Flight Duties for Cargo Only Missions

- Prior to departure, the pilot(s) and involved personnel shall receive a briefing on mission objectives, communications, known hazards, and emergency procedures.
- Load calculations and manifests complete and posted.

- Spotter puts on harness, ensures safety knife is attached to harness.
- Spotter completes necessary pre-flight inspections.
- Prior to flight, the Spotter must receive a Spotter equipment check (see Internal Cargo Deployment Procedures above). When ground personnel are unavailable, the Spotter shall have the pilot perform this check. Positive communication between the Spotter and pilot must occur to ensure Spotter has attached their tether to an approved hard point.

1.9.2 Rigging and Loading Cargo

- Loaded cargo container is set up in the front of the helicopter.
- Attach one end of the cargo strap to the cargo container and the other end to the swivel
 - External cargo must be attached to the belly hook, utilizing approved equipment.
- Spotter performs all appropriate hook checks, attaches single hard loop end of breakaway strap to the top end of the swivel hardware, and then connects swivel system and cargo to helicopter cargo hook.
- Rig letdown line through figure 8 and attach a carabiner to the hard loop on the free end of the line.
- Anchor
 - Overhead Anchor: Attach the rigged figure 8 to the overhead anchor carabiners with a third carabiner barrel down, gate facing aft. Once complete, pull the free end of the line and carabiner down to the floor and attach to the Velcro® loop on the breakaway strap. Spotter must secure the breakaway strap attached to the carabiner during flight. (Add drawing or a photo)
 - Floor anchor: Attach the rigged figure 8 with extender strap to the forward attach point on of the floor anchor, typically the opposite side of the pilot. Attach locking carabiner on rigged letdown line to the Velcro® loop on the breakaway strap.
- Lock off letdown line on figure 8.
- Cargo letdown pack must be connected to an appropriate hard point.
- Spotter connects tether, plugs into avionics, completes necessary external cargo checks, boards aircraft, and secures seatbelt.
- Spotter tells pilot, "Tether attached, load on the hook, OK to depart,"
- Pilot Responds, "Tether attached, load on the hook, departing."

1.9.3 Pre-Cargo Delivery Sequence

- Pilot(s) flies a reconnaissance of the area to look for hazards and works with Spotter to select an appropriate cargo delivery site.
- Contact appropriate flight following authority (ATGS, HLCO, dispatch, etc.) prior to commencing the cargo operation. Spotter communicates with flight following authority & pilot regarding number of loads to be deployed.
- Inform ground personnel to stay clear of cargo during deployment.
- Adjust radios as needed to ensure pilot and Spotter communication will not be compromised by excessive radio chatter. Radios must remain on and dialed to the appropriate flight following frequency.
- Where possible helicopter should maintain at least 50ft. clearance above any obstacles before starting a cargo operation.

- If this is not possible and helicopter must descend below the canopy, helicopter will operate within an opening no less than 1 1/2 times the main rotor diameter (e.g., an aircraft with a 36 ft. main rotor diameter would require a 54 ft. diameter opening).
- Before starting cargo operations, A HOGE Power check is accomplished at an altitude comparable to the cargo site or greater. A Positive rate of climb must be established without exceeding aircraft limitations. Pilot states “hover established, positive rate of climb, power is good.”
- Spotter responds” Power is good”
- Spotter activates hot mic if not done already
- Spotter states to pilot “Removing seatbelt” and “moving into position”. (Some Spotters may elect to remain in the seat with seatbelt fastened).
- Spotter attaches hard loop on the breakaway strap and ensures carabiner is locked. Spotter states to pilot “Hard Loop Connected” Pilot confirms “Hard Loop Connected.”
- Spotter unlocks the figure 8 and ensures the carabiner is clear of the skid.
- Spotter finalizes proper position over cargo site. Using pilot’s perspective (left, right, forward, back, and up or down relative to altitude above the ground.)

1.9.4 Cargo Delivery Sequence

- Spotter will communicate with pilot regarding adequate main and tail rotor clearance, power assessments, and cargo spot status throughout the cargo operation. Using pilot’s perspective (left, right, forward, back, and up or down relative to altitude above the ground).
- Spotter states to pilot, “Cargo is ready for deployment on your count.”
- Pilot gives a three (3) count and releases cargo from belly hook.
- Spotter begins lowering cargo with positive control of letdown line; do not allow un-arrested descent of cargo. Keep pilot informed of actions and progress of cargo descent:
 - “Cargo away”
 - “Cargo halfway down”
 - “Cargo on the ground”
- When cargo is on the ground, unhook figure 8 from carabiner/anchor and remove letdown line. Hold slack in line to prevent billowing and unhook letdown line bag from hard point. Wrap excess letdown line around bag and throw clear of aircraft.
- When cargo deployment is complete Spotter states to pilot, “Lines are away, clear to depart.”
- Pilot responds, “Lines away, clear to depart”.
- Spotter closes doors (if necessary), returns to seat, and fastens seatbelt.
- Radio returned to normal operational mode and flight following authority is informed that cargo operation has been completed

1.10 Cargo Letdown Emergency Procedures

There are many circumstances that can constitute an in-flight emergency. Pilots and Spotters must understand that the consequences of an emergency change significantly once cargo have been deployed. It is extremely important for a pilot and Spotter to have a firm understanding of the situation and discuss up front as many circumstances as possible prior to operations.

“Emergency procedures” are defined as the standard established procedures used to respond to

a situation, serious in nature, developing suddenly or unexpectedly, and demanding immediate action. In the cargo delivery environment, clear and concise communication culminating in a coordinated response between the Spotter and pilot is critical to a successful outcome. There are two (2) basic categories of emergencies:

1. Those that require an immediate response:

There are a limited number of emergencies that fall into this category. In the cargo delivery environment these emergencies are characterized by a need to depart the hover without delay. In this type of emergency, the possibility of affecting a positive outcome will be impacted by the ability to jettison lines quickly.

Examples of possible emergencies that require an immediate response:

- Engine Failure
- Tail Rotor Failure
- Hard over of controls
- Engine over speed/driveshaft failure
- Compressor Stall (Single engine)
- Governor Failure Low Side (Twin Engine)
- Governor Failure (Single Engine)

2. Those that permit a delayed response:

There are any numbers of events, typically mechanical or environmental, that fall into this category. In the cargo delivery environment, these events are characterized by an ability to delay the departure from the hover. In events of this nature there is typically time to complete a cargo sequence prior to departing the hover.

Caution: These procedures may not require immediate action and responses can vary in time from seconds to minutes. Examples of possible events that may permit a delayed response:

- Transmission/Engine/Tail Rotor Gear Box Chip Light
- Hydraulic Failure
- Oil temp/Oil pressure light
- Hydraulic temp or pressure light
- Unknown Master Caution
- Fire light (require pilot check of controls and for fire on board)
- Stuck pedal
- Fuel control or governor failure high side (Twin Engine)
- Electrical failure
- Fuel/air filter clog
- Fuel pump failure
- Decrease in rotor RPM
- Compressor Stall (twin engine)
- Severe up or down drafts

1.10.1 Cargo Letdown Emergency Procedures: Internal Cargo

Challenge/Response Communications - Immediate Response Emergency

Pilot States “Abort, Abort”

- Spotter:
 - If cargo is still secure:
 - Spotter states “Clear”
 - Immediately take seat and fasten seatbelt
 - Aircraft will depart immediately, and pilot will comply with Rotorcraft Flight Manual direction.
 - If the cargo process has begun and the cargo has been unsecured:
 - Spotter states, “Clearing cargo” and:
 - If cargo is still in the aircraft:
 - Re-secure cargo or Cut line directly above cargo container and Jettison cargo out open door.
 - Spotter states “Clear”
 - Take seat and buckle-up.
 - If cargo has been delivered outside the aircraft:
 - Cut line
 - Spotter states “Clear” when the cargo container has cleared the aircraft
 - Take seat and buckle-up.

NOTE: The “Abort, Abort ...” and the subsequent actions taken by the pilot and Spotter will occur almost simultaneously. Pilot will attempt to gain forward flight, if possible, which will require that the Spotter clear the cargo without hesitation. The pilot is not expected to wait for the “Clear” from the Spotter before acting to appropriately respond to the emergency. Any failure to immediately clear the aircraft of cargo and line may pose a threat to the aircraft and personnel onboard.

Challenge and Response Communications - Delayed Response Emergency

When experiencing this type of emergency, “EXPEDITE, EXPEDITE” is intended as the initial alert for the crew communicating that the cargo deployment must be curtailed due to an aircraft malfunction or environmental condition. Communication shall not be limited, and pilot should advise the crew of the status of the aircraft and the intended duration of the flight.

Unnecessary delays should be avoided due to the critical nature of the flight profile. The only time there should be any delay is during the cargo deployment sequence. If there is to be a delay, the Spotter should advise the pilot as to the amount of time needed to get the cargo on the ground and cut line.

Events of a mechanical nature require termination of the cargo mission until such problem(s) can be resolved. An event of this nature requires that the pilot announce the problem, describe the problem, and inform the Spotter of the actions required to address the event. The ensuing discussion between pilot and Spotter will determine a course of action and the time available.

Pilot states “Expedite, Expedite.”

- Spotter
 - If cargo is still secure:
 - Spotter states “Clear”
 - Immediately take seat and buckle-up.
 - Aircraft will depart immediately, and pilot will comply with Rotorcraft Flight Manual direction.
 - If cargo has been unsecured but not delivered outside the aircraft:
 - Spotter states “Clear”
 - Secure the cargo as quickly as possible
 - Take seat and buckle seatbelt.
 - If you are in mid sequence (cargo has been delivered past the skids)
 - Continuation of the cargo delivery may be permissible if circumstances warrant.
 - Once cargo is on the ground the Spotter will cut the line freeing the aircraft for immediate departure and compliance with RFM direction

Events of an environmental nature may be resolved by waiting for the event to subside or relocating to an alternate cargo site. An event of this nature requires that the pilot inform the Spotter of the actions required to address the event. The ensuing discussion between pilot and Spotter will determine a course of action and whether relocation is necessary.

- If relocation is not required:
 - Once the pilot and Spotter concur that the event is no longer of concern cargo operations can resume.
- If relocation is required: Pilot states “Expedite, Expedite.”
 - If cargo is still secure:
 - Spotter states “Clear”
 - Immediately take seat and buckle-up.
 - Aircraft will depart immediately, and pilot will comply with Rotorcraft Flight Manual direction.
 - If cargo has been unsecured but not delivered outside the aircraft:
 - Spotter states “Clear”
 - Secure the cargo as a quickly as possible
 - Take seat and buckle seatbelt.
 - If you are in mid sequence (cargo has been delivered past the skids)
 - Continuation of the cargo delivery may be permissible if circumstances warrant.
 - Once cargo is on the ground the Spotter will cut the line freeing the aircraft for immediate departure and compliance with Rotorcraft Flight Manual direction.

1.10.2 Cargo Letdown Emergency Procedures: External Cargo

Challenge/Response Communications - Immediate Response Emergency

Pilot states “Abort, Abort”

- Cargo still secure on the belly hook and cargo process has not yet commenced while aircraft is in a hover or in forward flight with breakaway strap hooked “Soft”.
 - Pilot jettisons external cargo from the aircraft
 - Spotter states “Clear” and
 - Immediately take seat and fasten seatbelt
- If cargo process has started, break away strap is hooked “hard” w/ figure 8 locked off and cargo is still on the hook.
 - Spotter states “Cutting Line”
 - Spotter cuts line below the figure 8
 - Spotter states “Clear- Jettison Load” and
 - Immediately take seat and fasten seatbelt
- If cargo process has started break away strap is hooked “hard” w/ figure 8 unlocked and cargo still on the belly hook
 - Spotter states “Cutting Line”
 - Spotter cuts line below the figure 8
 - Spotter states “Clear- Jettison Load” and
 - Immediately take seat and fastens seatbelt
- If the cargo process has begun and the cargo has been released off the belly hook.
 - Spotter states “Cutting Line”
 - Spotter cuts line below the figure 8
 - Spotter state “Clear” when the letdown line has cleared the aircraft and
 - Immediately take seat and buckle-up.

NOTE: The “Abort, Abort ...” and the subsequent actions taken by the pilot and Spotter will occur almost simultaneously. Pilot will attempt to gain forward flight, if possible, which will require that the Spotter clear the cargo without hesitation. The pilot is not expected to wait for the “Clear” from the Spotter before acting to appropriately respond to the emergency. Any failure to immediately clear the aircraft of cargo and line may pose a threat to the aircraft and personnel onboard.

Challenge/Response Communications - Delayed Response Emergency

When experiencing this type of emergency, “Expedite, Expedite” is intended as the initial alert for the crew communicating that the cargo deployment must be curtailed due to an aircraft malfunction or environmental condition. Communication shall not be limited, and pilot should advise the crew of the status of the aircraft and the intended duration of the flight.

Unnecessary delays should be avoided due to the critical nature of the flight profile. The only time there should be any delay is during the cargo deployment sequence. If there is to be a delay, the Spotter should advise the pilot as to the amount of time needed to get the cargo on the ground and cut line.

Events of a mechanical nature require termination of the cargo mission until such problem(s) can be resolved. An event of this nature requires that the pilot announce the problem, describe the problem, and inform the Spotter of the actions required to address the event. The ensuing discussion between pilot and Spotter will determine a course of action and the time available.

Pilot states: “Expedite, Expedite.”

- If cargo is still secure on the belly hook and cargo process has not yet commenced while aircraft is in a hover or in forward flight with breakaway strap hooked “Soft”.
 - Spotter states “Clear” Cargo can be jettisoned at pilot discretion
 - Spotter immediately takes seat and fastens seat belt.
 - Aircraft will depart immediately, and pilot will comply with Rotorcraft Flight Manual direction.
- If cargo process has started, break away strap is hooked “hard” w/ figure 8 locked off and cargo is still on the hook.
 - Spotter states “Going to soft loop”
 - Spotter disconnects breakaway strap from carabiner and connects carabiner to soft loop. Spotter states “Clear- to Jettison Load” at pilot discretion
 - Spotter immediately takes seat and fastens seatbelt.
- If cargo process has started break away strap is hooked “hard” w/ figure 8 unlocked and cargo still on the belly hook
 - Spotter states “Clearing Breakaway Strap”
 - Spotter disconnects Breakaway strap from carabineer or cuts letdown line below the figure 8
 - Spotter states “Clear to Jettison Load” at pilot discretion
 - Spotter immediately takes seat and fastens seatbelt
- If the cargo process has begun and the cargo has been released off the belly hook.
 - Continuation of the cargo delivery may be permissible if circumstances warrant.
 - Once cargo is on the ground the Spotter will cut the line below the figure 8 freeing the aircraft for immediate departure and compliance with RFM direction.
 - Spotter states “Clear” when the letdown line has cleared the aircraft
 - Spotter immediately takes seat and buckles up.

Events of an environmental nature may be resolved by waiting for the event to subside or relocating to an alternate cargo site. An event of this nature requires that the pilot inform the Spotter of the actions required to address the event. The ensuing discussion between pilot and Spotter will determine a course of action and whether relocation is necessary.

- If relocation is not required:
 - Once the pilot and Spotter concur that the event is no longer of concern cargo operations can resume.
- If relocation is required **Pilot states “Expedite, Expedite”**.
 - Cargo still secure on the belly hook and cargo process has not yet commenced while aircraft is in a hover or in forward flight with breakaway strap hooked “Soft”.
 - Spotter states “Clear” Cargo can be jettisoned at pilot discretion
 - Spotter immediately takes seat and fastens seatbelt.
 - Aircraft will depart immediately, and pilot will comply with Rotorcraft Flight Manual direction.
 - If cargo process has started, break away strap is hooked “hard” w/ figure 8 locked off and cargo is still on the hook.
 - Spotter states “Going to soft loop”

- Spotter disconnects breakaway strap from carabiner and connects carabiner to soft loop. Spotter states “Clear- to Jettison Load” at pilot discretion
- Spotter immediately takes seat and fastens seatbelt.
- If cargo process has started break away strap is hooked “hard” w/ figure 8 unlocked and cargo still on the belly hook
 - Spotter states “Clearing Breakaway Strap”
 - Spotter disconnects Breakaway strap from carabineer or cuts letdown line below the figure 8
 - Spotter states “Clear to Jettison Load” at pilot discretion
 - Spotter immediately takes seat and fastens seatbelt.
- If the cargo process has begun and the cargo has been released off the belly hook.
 - Continuation of the cargo delivery may be permissible if circumstances warrant.
 - Once cargo is on the ground the Spotter will cut the line below the figure 8 freeing the aircraft for immediate departure and compliance with Rotorcraft Flight Manual direction.
 - Spotter states “Clear” when the letdown line has cleared the aircraft
 - Spotter immediately takes seat and fastens seatbelt.

1.11 Cargo Letdown Activities in Support of Extended Attack or Large Fire Operations

Integration of cargo letdown activities into complex airspace associated with extended attack and large fire operations necessitates risk assessment and operational planning to ensure the safety of aircraft and ground personnel.

While working on extended attack and large fire incidents where cargo letdown operations are planned (medical response, IA within the incident response zone, division requests, line resupply, proficiency, etc.), the following conditions should be met:

- Identified in the Incident Action Plan in the ICS-220 and the ICS-204 for the location where the cargo letdown operation is planned to occur.
- Reviewed by the highest-level aviation position assigned.
- Completed operational risk assessment and briefing.
- Coordinated with the helibase manager prior to conducting operations at the helibase.

Costs associated with routine proficiency operations and/or cargo letdown will be the responsibility of the agency contracting the helicopter.

1.12 Cargo Letdown Training

Objectives:

- Describe the function of all cargo letdown equipment
- Demonstrate proper cargo letdown configuration
- Demonstrate proper cargo letdown procedures without error

- Demonstrate effective communications with pilot

Key Points

- Gather cargo letdown equipment
- Reference procedures, Challenge and Response in the Interagency Helicopter Rappel Guide (IHRG), Appendix B
- Pilot should be present during this phase of the training
- Utilize BLM Cargo Letdown Trainee Qualification Record

Lesson Outline

Ground Training

- Review cargo letdown procedures
 - Familiarize trainee with equipment
 - Review applicable portions of IHRG
- Familiarize trainee with Spotter equipment checks and Spotter “buddy check.”
 - Stress that the Spotter is responsible to ensure all equipment is in good condition and properly fitted
- Cargo letdown training should be accomplished utilizing a Cargo Letdown tower in addition to helicopter mock-ups but utilizing helicopter mock-ups as the sole means of ground training is acceptable.
- Demonstrate anchor inspection.
- Demonstrate placement and securing of cargo.
- Demonstrate pre-flight checks, e.g., Spotter equipment check, hook checks, etc.
- Demonstrate cargo configuration procedures.
- Demonstrate cargo letdown procedures, including Spotter and pilot communications, and emergency procedures.
- Trainee will perform the following until instructor deems competency is accomplished (minimum of three (3) complete cycles without procedural error):
 - Anchor inspection
 - Secure of cargo
 - Cargo letdown procedures
 - Spotter and pilot communications
 - Emergency procedures

Helicopter Deployment

- Under the supervision of a qualified Spotter, trainee will inspect equipment, prepare cargo load, configure the helicopter, and deploy a minimum of ten cargo letdown cycles, without procedural error, at low, medium, and high heights. Five (5) of these deployments will be in typical terrain. Final evaluation will be completed by a Check Spotter.
- Should at any point during live cargo deployment the trainee makes repetitive procedural errors, the instructor will return the trainee to ground training for additional training.

BLM Cargo Letdown Trainee Qualification Record

INSTRUCTIONS FOR COMPLETING QUALIFICATION RECORDS

Each requirement or task for each qualification record shall be completed under the direct supervision of a qualified HERS/HCLS and signed and dated by the evaluating Spotter Trainer. Comments should be included in the space provided to ensure appropriate documentation of performance and to provide feedback to trainees. The number of evaluations of each task is not limited to the number of signature lines provided within the Evaluator/Date column.

CARGO LETDOWN TRAINEE:

TRAINEE'S NAME	DUTY STATION	PHONE NUMBER

TRAINEE RECOMMENDED BY:

NAME	TITLE	PHONE NUMBER

QUALIFICATION RECORD INITIATED BY:

NAME	TITLE	PHONE NUMBER

Helicopter Make/Model:

Notes:

SIGNATURE

DATE

Position: CARGO LETDOWN SPOTTER

Trainee:

TASK: CARGO LETDOWN GROUND TRAINING		Evaluator	Date	Comments
1	Review IHRG Chapters 3,4,7, and Appendix B			
2	Equipment inspections procedures			
3	Documentation of equipment			
4	Discuss model specific procedures			
5	Review Go-No Go checklist & Discuss mission specific Risk Mgt.			
6	Discuss CRM and Spotter directions with pilot			
7	Discuss emergency procedures with pilot present			
TASK: CARGO LETDOWN SIMULATOR (optional)		Evaluator	Date	Comments
1	Tower, simulator briefing			
2	Cabin configuration and rigging (model specific)			
3	Challenge and Response with pilot			
4	Proper equipment checks			
5.	Cargo configuration			
6	Cargo equipment orientation			
7	Rigging and deploying cargo			
8	Maintain visual on cargo			
9	Emergency procedures			
TASK: CARGO LETDOWN MOCK-UPS		Evaluator	Date	Comments
1	Proper Briefing crew /pilot			
2	Proper rigging /model specific			
3	Verbalization with pilot			
4	Proper equipment checks			
5	Cargo configuration			
6	Cargo equipment orientation			
7	Maintain control during deployment			

8	Maintain focus and control of mission			
9	Emergency procedures			
TASK: CARGO LETDOWN INITIAL LIVE HELICOPTER		Evaluator	Date	Comments
1	Proper rigging /model specific			
2	Proper Briefing crew /pilot			
3	Proper Equipment Checks			
4	Proper Verbalization			
5	Ensure power check completed			
6	Select adequate cargo letdown site and alternate sites and notify ground resources of mission (Stay Clear)			
7	Maintain aircraft and rotor clearance throughout sequence			
8	Maintain visual on cargo letdown line and cargo			
9	Maintain controlled decent of load to the ground			
10	Maintain focus and control of mission			
TASK: CARGO LETDOWN CHECKRIDE		Evaluator	Date	Comments
1	Configure helicopter with proper Cargo rigging and perform appropriate equipment checks			
2	Maintain communication with appropriate flight following authority			
3	Identify flight hazards			
4	Identify adequate cargo letdown and alternate emergency sites			
5	Assess helicopter performance capabilities at local temp. and altitude, perform power check			
6	Assist pilot to position helicopter over cargo letdown site			
7	Deploy cargo using appropriate verbiage with pilot			
8	Maintain clearance of cargo from all obstacles			

9	Maintain aircraft and rotor clearance throughout cargo sequence			
10	Deploy cargo maintaining controlled decent at all times			
11	Establish communication with firefighters on the ground. Report to appropriate flight following authority			
12	Debrief with HERS/HCCS			
TASK: ASSIST IN INSTRUCTION OF CARGO LETDOWN TRAINING		Evaluator	Date	Comments
BASE NAME: <input type="text"/>				
1				
2				
3				
TASK: CHECKRIDE PROCEDURAL ERROR FREE CYCLES		Evaluator	Date	Comments
1	Low < 75' AGL			
2	Low < 75' AGL			
3	Medium 75' to 150' AGL			
4	Medium 75' to 150' AGL			
5	High Above 150" AGL			
6	Low - Typical Terrain			
7	Medium - Typical Terrain			
8	Medium - Typical Terrain			
9	High - Typical Terrain			
10	High - Typical Terrain			

CARGO LETDOWN SPOTTER TRAINEE APPROVAL RECOMMENDATION

Additional Cargo Letdown Training Recommended			
	No	Yes	Date

<p>Recommendation:</p>

Spotter Trainer Name	Signature	Date
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Successful Completion of Cargo Letdown Training			
	No	Yes	Date

Annual Recertification		
Annual Recertification		
Annual Recertification		
Annual Recertification		

Date	Certifying Official
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<p>Comments:</p> 		

Mission Conditions	Yes	No
Is this CLD mission necessary? (Pilot and Spotter in agreement)		
Is this a time critical mission?		
Site Conditions		
Does vegetation exceed limitations?		
Is there a helispot location nearby that could be utilized instead?		
Do the main and tail rotors have adequate clearance from terrain and trees?		
Is terrain conducive to receiving cargo? (Too steep? Etc.)		
Aircraft/Pilot		
Are pilot and aircraft approved for the mission?		
Pilot completed pre-flight checks?		
Intercom and radio communications set and checked?		
Load calculation completed for the CLD deployment site?		
Remove or secure all loose items within the aircraft?		
Pilot briefed for the intended mission and communication procedures?		
Weather/Time		
Are winds within an acceptable range to perform a CLD operation?		
Is there enough time to complete the operation before sunset (pumpkin time)?		
Spotter		
Is the Spotter qualified and proficient to perform this operation?		
Preflight walk around check of helicopter performed by Spotter?		
Spotter checks completed?		
Spotter harness and tether in working order and installed correctly?		
Spotter PPE utilized?		
Completed a pre-deployment briefing to all parties involved?		
Completed an emergency procedures briefing with the pilot?		
Equipment		
Is all CLD equipment approved and in good working order?		
Internal cargo rigged and checked by Spotter?		
Operations		
All personnel briefed for the operation, emergency plan in place?		
Ground personnel briefed? (Remain away from site)		
Communication with pilot is good?		
High hover power check is good, positive rate of climb established. Power is Good?		
Completed By:		
CLD Operation Approved By:		

Check Spotter Name

Signature

Date

BLM Cargo Letdown Decision Matrix

BLM Cargo Letdown GAR Risk Model

Operation:	Scheduled Date:	
Objective(s):		
Supervision	Circle the number as appropriate	
Supervisor has perfect knowledge about the mission, personnel, capabilities and limitations, and can apply the appropriate control to minimize risk	<1 2 3 4 5 6 7 8 9 10>	Supervisor has little knowledge about the mission, personnel, capabilities, and limitations, and lacks skill, knowledge, or ability to apply the appropriate control to minimize risk.
Planning		
There is a well-designed plan that is reviewed and revised as needed to meet the demands for safety and efficiency and to account for adaptation. Time is well managed.	<1 2 3 4 5 6 7 8 9 10>	There is no plan, or the plan doesn't address many current adaptations made in response of demands for efficiency. Time constraints have a strong effect on ability to plan.
Contingency Resources		
Reliable alternative equipment and personnel are available, easily accessed and informed about the mission requirements	<1 2 3 4 5 6 7 8 9 10>	The outcome depends on the equipment and personnel assigned completing the mission perfectly. Failure is not an option
Communication		
Interpersonal communications are clear and there is a high level of trust in the organization. Adequate personnel and technology are available to relay information accurately to those who make the decisions	<1 2 3 4 5 6 7 8 9 10>	There is low trust in the organization or the personnel/communication equipment is unreliable based on the expected needs for the mission.
Team Selection		
Multiple personnel with skill, knowledge and ability are available to fulfill the requirements of the mission. Selection and preparation are done well in advance so there is plenty of time for personnel to get personal and job related demands addressed.	<1 2 3 4 5 6 7 8 9 10>	Only one person is available and the success of the mission depends on that person juggling many responsibilities to squeeze this mission into the work schedule. Additional time will be donated to keep up with the workload

Team Fitness		
Personnel are trained, proficient, healthy, and rested prior to starting the mission. Personal issues are addressed and little external stress is being exerted.	<1 2 3 4 5 6 7 8 9 10>	Personnel lack one or more critical component in their training. These persons have been squeezing in many additional duties as assigned distracting them from their proficiency or personal life.
Environment		
Weather and visibility are conducive to the best possible chance for success in the mission. Operational tempo is appropriate for the mission	<1 2 3 4 5 6 7 8 9 10>	Winds are unpredictable, temperature is extreme, low ceilings and visibilities, precipitation, sun angle creates strong shadows, etc. Mission tempo is too low or high.
Mission Complexity		
A single agency is involved with personnel from the same unit who regularly work together. Mission is straight forward and covered by standard operating procedures.	<1 2 3 4 5 6 7 8 9 10>	Multiple agencies are involved in a mission that defies definition or has ever been attempted. Personnel are new to each other and come from different cultures. Many leaders are emerging and working toward different objectives.
Mission Total		
Benefit Statement:		
GAR Assessment Completed by:		
Operation Approved by:	Title:	
	Date:	

GREEN ZONE (1-35)	AMBER ZONE (36-60)	RED ZONE (61-80)
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BLM Risk Assessment for Cargo Letdown

BLM RISK ASSESSMENT MATRIX FOR CARGO LETDOWN			HAZARD PROBABILITY				
			Frequent	Probable	Occasional	Remote	Improbable
			A	B	C	D	E
EFFECT	Catastrophic	I	High (4)				Medium
	Critical	II			Serious (3)	Medium	
	Marginal	III	Serious	Medium (2)			
	Negligible	IV	Medium			Low (1)	

Assignment: Internal Cargo Let-Down		Date: 2009	
Pre-Mitigation hazards rate out as: Medium (2)			
Describe Hazard:	Probability (A-E)	Effect (I-IV)	Risk Level
1. Aircraft Performance, allowable weight limits	E	I	Med (2)
2. Unsecured items	E	I	Med (2)
3. Mechanical failure	E	I	Med (2)
4. Equipment malfunction	E	I	Med (2)
5. Environmental-hot, high, gusty winds	C	II	Serious (3)
6. Unqualified personnel	E	II	Low (1)
Mitigation Controls:	Probability (A-E)	Effect (I-IV)	Risk Level
Post-Mitigation hazards rate out as: Low (1)			
1. Aircraft Performance – use HOGE performance charts, proper fuel load, c/g calculation, load calc complete, manifest complete/correct	E	II	Low (1)
2. Unsecured items—secure loose items, clear aircraft of unnecessary items, double check	E	II	Low (1)
3. Mechanical failure—power checks complete, emergency procedures known and followed, follow IHRG, qualified mechanic	E	II	Low (1)
4. Equipment malfunction—complete logbook as per IHRG, inspect equip as per IHRG complete Spotter checks	E	II	Low (1)
5. Environmental—OGE power check, check weather forecast, identify/utilize alternate sites	D	III	Low (1)
6. Unqualified personnel—check pilot card, CLD Spotter carded and proficient	E	III	Low (1)
Operation Approved by:	Title:	Date:	

Appendix 7 - BLM Fleet Aircraft Standard Operations Procedures

The Bureau of Land Management currently operates seven fleet aircraft, N49SJ, N190PE, N700FW, N618, N162GC, N437CC and N32PX. The following procedures will be utilized for all BLM fleet aircraft.

Administration Aircraft

N49SJ, N190PE, N32PX, N700FW, N618, N162GC, and N437CC are DOI owned aircraft operated by the BLM. N49SJ, N618, N162GC and N190PE are Boise based and maintenance is managed through OAS Headquarters in Boise ID. N32PX, N700FW and N437CC are Alaska based and maintenance is managed through Alaska Region OAS in Anchorage.

N49SJ – DE Havilland DHC-6-300 Twin Otter

BLM NAO maintains overall management responsibility. The aircraft is assigned to the Boise Smokejumpers.

N618 and N162GC – Beechcraft Super King Air B200

BLM NAO maintains overall management responsibility. The aircraft is assigned to the National Aviation Office.

N190PE – Pilatus PC-12

BLM NAO maintains overall management responsibility. The aircraft is assigned to Alaska Fire Service a portion of the year and Boise NAO the balance of that year.

N190PE core use period will be mid-April through mid-September as dictated by conditions.

The Aircraft will transition to Alaska as negotiated with AFS and the BLM National Flight Operations Manager. That will usually occur on or around mid-April depending upon anticipated needs.

The Aircraft will transition to Boise from Alaska when negotiated by AFS and the NAO Flight Operations Manager.

Funding for the transition to Boise will be done under a resource order or as designated by the NAO Flight Operations Manager.

N700FW – Quest Kodiak K-100

BLM NAO maintains overall management responsibility. The aircraft is assigned to Alaska Fire Service a portion of the year and Boise NAO the balance of that year.

N700FW core use period will be mid-April through mid-September as dictated by conditions.

The Aircraft will transition to Alaska as negotiated with AFS and the BLM National Flight Operations Manager. That will usually occur on or around mid-April depending upon anticipated needs.

The Aircraft will transition to Boise from Alaska when negotiated by AFS and the NAO Flight Operations Manager.

Funding for the transition to Boise will be done under a resource order or as designated by the NAO Flight Operations Manager.

N32PX – Cessna U206F

The BLM Alaska-Office of Law Enforcement and Security will have primary use of the aircraft through the calendar year flown by OAS carded BLM-AK law enforcement pilots. The

management of the aircraft will fall under the State Aviation Office with mission management under ADO and Anchorage Interagency Dispatch Center.

N437CC – Cub Crafters CC-18-180

The BLM Alaska-Office of Law Enforcement and Security will have primary use of the aircraft through the calendar year flown by OAS carded BLM-AK law enforcement pilots. The management of the aircraft will fall under the State Aviation Office with mission management under FDO and Anchorage Interagency Dispatch Center.

Pilots

Pilots seeking to be qualified in BLM aircraft will be approved through the NAO and must attend an approved simulator training course in that aircraft type. If no simulator training is available, a training plan will be developed to meet the training needs of the Pilot and approved by the NAO.

Staffing

BLM aircraft are staffed to meet the appropriate mission as denoted below.

Lower 48 Staffing

N49SJ: Primary staffing will be provided by FA-500. During the fire season the goal is that the aircraft is staffed 7 days a week.

N190PE, N700FW: Primary staffing will be provided by BLM Alaska during the core operational use.

N618 and N162GC: Primary staffing will be provided by the BLM NAO.

N437CC: N/A

N32PX: N/A

The Temporary Duty Assignment for the Alaska pilot while in the L48 will allow travel to the domicile or equivalent at the end of a 27-day period.

Outside of the core use period the NAO Flight Operations Manager will prescribe staffing levels with available pilots.

Alaska Staffing

N190PE, N700FW: The aircraft will be staffed on a 12 on, 2 off schedule during the Alaska use period. Days off will be established to not coincide with the scheduled days off of other logistics aircraft.

N32PX: The aircraft will be staffed to meet the needs of the Anchorage Field Office.

N437CC: The aircraft will be staffed to meet the needs of the Fairbanks Field Office.

Fleet Aircraft Use Report Manager (AURM)

The AURM is used within DOI for government owned "Fleet" aircraft billing to create aircraft use report data files which are emailed to OASfleetmanager@ios.doi.gov for uploading into the FBMS system. Download the latest version of the AURM from the OAS website. OAS Technical Services has also developed a "next generation" Aircraft Use Report Manager application for iPads. Because the **AURMA** is not released to the public, it is not available on the iTunes app store. Instead, contact Sherry Lambert (208-433-5084, shery_lambert@ios.doi.gov)

Fuel

Lower 48

When utilizing either the Government Multiservice Aircard or the OAS MasterCard, fleet aircraft will attempt to purchase fuel at a DOD Vendor.

Record flight time under the pay item code "FW" (Wet Rate) on the OASAURM when receiving fuel from these locations.

Receipts for fuel purchased through the Government Aircard Multiservice program will be mailed directly to OAS Fleet Activities Specialist (Andrea Peckham) weekly.

Fuel or other items (oil, maintenance, etc.) purchased with the OAS MasterCard will follow OAS requirements, and signed statements with receipts will be provided in the requisite time and format to the appropriate authority.

Both fleet aircraft may purchase fuel through the NIFC ramp, and no charge code is required. Fuel is part of the flight rate on both fleet aircraft.

NIFC ramp fuel receipts must be submitted in the same manner as the Government Aircard program, IE weekly to OAS Fleet Activities Specialist.

Alaska

Alaska Fire Service has fueling contracts for Fort Wainwright and Galena. Record flight time under the pay item code "DF" (Dry Rate) on the OAS AURM when receiving fuel from these locations. Fuel received at these locations will be recorded on an OAS-59 provided to the pilot by the fueler.

Navigation/Charting data base updates

The data bases will be purchased by the BLM Aviation Office through the aircraft account. Those services (electronic and paper) will be updated by the pilot currently assigned to the aircraft in the requisite time intervals specified.

Aircraft Mission N49SJ

Primary mission is as a Smokejumper aircraft.

During fire season the aircraft is staffed 7 days a week.

Outside of fire season this aircraft is staffed during normal business hours.

While this aircraft is not in fire season aircraft maintenance is should occur during normal business hours.

During fire season maintenance support is encouraged to use extraordinary measures (overtime, AOG parts, charter aircraft to transport maintenance personnel and/or parts, etc.) to keep the aircraft in flight status per the maintenance procedures that follow.

N190PE

Primary mission as a multi-role utility, Air Attack, and logistics aircraft.

During the core use period this aircraft is staffed at single pilot duty requirements. 12 on 2 off or 6 on and 1 off with a maximum of 14-hour duty days.

During the non-core use period the aircraft is staffed as the NAO Flight Operations Manager requires.

During all operations maintenance support is sought during normal business hours as determined by the maintenance procedures that follow.

There is currently no provision for a relief pilot in the core use period.

The in-flight opening door is approved for use for photogrammetry.

Special Use (<500" AGL) require an ALSE approved flight helmet.

N700FW

Primary mission as a multi-role utility, Air Attack, and logistics aircraft.

During the core use period this aircraft is staffed at single pilot duty requirements which are 12 on 2 off or 6 on and 1 off with a maximum of 14-hour duty days.

During the non-core use period the aircraft is staffed as the NAO Flight Operations Manager requires.

During all operations maintenance support is sought during normal business hours as determined by the maintenance procedures that follow.

There is currently no provision for a relief pilot in the core use period. Special Use (<500" AGL) require an ALSE approved flight helmet.

N618 and N162GC

Primary mission as an ASM/lead plane aircraft.

During the core use period these aircraft is staffed at single pilot duty requirements which are 12 on 2 off or 6 on and 1 off with a maximum of 14-hour duty days.

During the non-core use period these aircraft is staffed as the NAO Flight Operations Manager requires.

While these aircraft are not in fire season aircraft maintenance is sought during normal business hours.

During fire season maintenance support is encouraged to use extraordinary measures (overtime, AOG parts, charter aircraft to transport maintenance personnel and/or parts, etc.) to keep the aircraft in flight status per the maintenance procedures that follow.

N618 and N162GC meet all the requirements to perform ASM and lead plane missions; Air Tactical missions must be conducted only with qualified ATP/LPIL/AITS.

There is currently no provision for a relief pilot in the core use period.

The in-flight opening door is not approved for use at this time.

N32PX

Primary mission to support the BLM's Law Enforcement program.

Enhanced patrol and investigative coverage to lands and resources that were previously unpatrolled for their remoteness and distance from Anchorage and the state's road system.

N437CC

Primary mission to support the BLM's Law Enforcement program.

Enhanced patrol and investigative coverage to lands and resources that were previously unpatrolled for their remoteness and distance from Fairbanks and the state's road system.

Single Engine Operations

351 DM 1.3 provides authorization for DOI aircraft to perform night and IFR operations in Single Engine aircraft.

United States Forest Service FSM 5716 provides authorization for the Forest Service to perform night and IFR operations in Single Engine aircraft.

Aircraft Scheduling N49SJ

Scheduled through the Boise Smokejumpers.

N190PE

Scheduled by Alaska Interagency Coordination Center (AICC), Aircraft Desk while in Alaska or the National Interagency Coordination Center (NICC) while in the Lower 48. During the non-core use period the NAO Flight Operations Manager will schedule the aircraft.

N618 and N162GC

Scheduled through NAO Flight Operations Manager/Boise Interagency Dispatch Center.

N700FW

Scheduled by Upper Yukon Dispatch Center, Aircraft Desk while in Alaska or the National Interagency Coordination Center (NICC) while in the Lower 48. During the non-core use period the NAO Flight Operations Manager will schedule the aircraft.

N32PX

Scheduled by Anchorage Interagency Dispatch Center.

N437CC

Scheduled by Anchorage Interagency Dispatch Center.

Maintenance

Use of a government contract requires the permission of the appropriate Contracting Officer. For unscheduled maintenance or scheduled maintenance from other than the Boise contractor, a list of government contract maintenance facilities is included in each airplane. Flight Crew members will contact OAS to assure the proper payment schedule is in place (i.e., credit cards or purchase order) and that the facility has the pertinent expertise, manuals, tools, and parts to perform the work. Flight crewmembers will need to assure that the repair facility understands the BLM discrepancy reporting and sign-off procedures.

If a maintenance issue arises in the field, the Flight Crew Member on duty will contact the OAS Aircraft Maintenance Specialist as soon as possible.

If they are not available, you may then contact the appropriate maintenance facility directly. For minor unscheduled maintenance, Flight crewmembers may contact the vendors directly. The OAS Aircraft Maintenance Specialist shall be contacted as soon as possible.

Appendix 8 – Acting vs Point of Contact



State Aviation Manager (SAM) and Unit Aviation Manager (UAM) “Acting” vs “Point of Contact” Definitions and Expectations

Acting: Authority by position to make and implement decisions directly related to aviation operations

- Signs documents at the appropriate level.
- Clear direction is given during in-brief on COR roles, if qualified to perform COR duties or as a PI as delegated by the COR.
- Will be provided copies/access to State/Unit Aviation Plans, contacts, and related documents.
- Brief aviation crews and Incident Management Teams as applicable.
- Must receive a briefing from SAM or UAM.
- Working knowledge of Aviation Policy and operations.

Longer Term Detail:

- Must have "Manage" access to edit SAFECOMs and make public for their state
- Letter of Delegation as per state aviation plan on Project Aviation Safety Plan (PASP) signature levels
- Qualifications: At a minimum meets currency for Aviation Manager (OPM-04) and COR or PI roles if applicable.

Point of Contact (POC): aka “Messenger”

Forwards/refers aviation information and questions to a qualified UAM, SAM or Duty Officer as per chain-of command. Does not give direction, sign, or authorize flight or Project Aviation Safety Plans (PASPs).

Ultimately, the POC “messages” information to the identified next in chain-of-command (AFMO, FMO, Duty Officer, Dispatch) who has the authority and qualifications to make aviation decisions.

- Will be provided a copy/access to State/Unit Aviation Plans and related aviation documents.
- Must receive a briefing from SAM or UAM.
- General working knowledge of Aviation Policy and operations.

Qualifications: At a minimum, have at least **one aviation related red-card qualification** (HECM, HMGB, SEMG, ATGS etc.) **or IAT aircrew member currency or a Duty Officer.**

SAM & UAM responsibilities Reference [BLM NAP 2.5](#) BLM State/District/Field Office Organizations

Appendix 9 - Acronyms

Acronym	Definition
310-1	Wildland Fire Incident Management System
9400-1a	BLM Flight Request Form
AAF	Aviation Airport Facilities
ABC	BLM Airbase Committee
ABOD	Aviation Board of Directors
ACETA	Aerial Capture Eradication and Tagging of Animals
ACMIS	Acquisition Career Management Information System
ACOR	Alternate COR
AD	Administratively Determined
AFF	Automated Flight Following
AFS	BLM Alaska Fire Service
AGL	Above Ground Level
AIRS	Aviation Information Reporting Support
ALDI	BLM Aviation Leadership Development Initiative
ALSE	Aviation Life Support Equipment Handbook
AMD-23E	Aircraft Use Report Form
AMG	BLM Aviation Management Group
AMOC	Air Marine Operations Center - US Border Patrol
AMS	IBC Aviation Management Systems
AOA	Aircraft Operations Area (AOA)
AQD	Acquisition Services Directorate
AQD-13	Request for Contract Services
AQD-16	Contract Award/Renewal Recommendation and Funding Availability Certification
AQD-19	Notice to Proceed
AQD-20	Request for Rental Services
AQD-91	Flight Services Request Form
ARA	Aircraft Rental Agreement
ARTCC	Air Route Traffic Control
ASAT	Aviation Safety Assistance Team
ASM	Aerial Supervision Module
ATC	Air Traffic Control
ATGS	Air Tactical Group Supervisor
ATP	Air Tactical Pilot
AITS	Air Tactical Supervisor
AURM	Aircraft Use Report Manager (Fleet)
AV	Exclusive Use Contract Availability
BLM	Bureau of Land Management
BPA	Blanket Purchase Agreement
BVC	Best Value Comparison (Part of AQD-91)
CO	Contracting Officer
COA	Certificate of Authorizations
COR	Contracting Officer's Representative
COTR	Contracting Officer Technical Representative
CFA	Controlled Firing Areas
CWN	Call When Needed
DHS	Department of Homeland Security
DINS	Internet NOTAM Service - DOD
DM	Departmental Manual

Acronym	Definition
DOD	Department Of Defense
DOI	Department of the Interior
EAB	Executive Aviation Board
EAC	Executive Aviation Committee
EAS	Executive Aviation Sub-Committee
EATPL	Emergency Air Traffic Priority List
ESCAT	Emergency Security Control of Air Traffic
ETA	Estimated Time of Arrival
FAA	Federal Aviation Administration
FAIRS	Federal Aviation for Interactive Reporting System
FAO	Forest Aviation Officer
FAR	Federal Acquisition Regulations
FAR	Federal Aviation Regulations
FBMS	Financial and Business Management System
FLT	BLM Fire Leadership Team
FMO	Fire Management Officer
FOR	Fixed Operating Rate
FPMR	Federal Property Management Regulations
FTA	Fire Traffic Area
FWFM	Fixed Wing Flight Managers
GA	General Aviation
GACC	Geographical Area Coordination Centers
GTR	Government Transportation Request
HB	Handbooks
HOGE	Hover Out of Ground Effect
IAA	Interagency Agreement
IASC	Interagency Airspace Subcommittee
FWFM	Fixed Wing Flight Managers
IASG	Interagency Aerial Supervision Guide
IASS	Interagency Aerial Supervision Subcommittee
IAT	Interagency Aviation Training
IATS	Interagency Aviation Training Subcommittee
IBC	Interior Business Center
IBS	Incident Business System
IC	Incident Commander
IES	Illuminating Engineering Society
IFR	Instrument Flight Rules
IHOps	Interagency Helicopters Operations Subcommittee
IHRG	Interagency Helicopter Rappel Guide
IIC	OAS Safety Investigator-In-Charge
IPAC	Intra-Governmental Payment and Collection
IPP	Internet Payment Platform
IROC	Interagency Resource Ordering Capability
ISPOG	Interagency Smokejumper Pilots Operations Guide
IWP	Incident With Potential
LAT	Large Airtanker
LATN	Low Altitude Tactical Navigation Areas
LE	Law Enforcement Operations
LPIL	Lead plane Pilot
LOA	Letter of Authorization
M3	Aviation Management for Supervisors training course

Acronym	Definition
M-410	Facilitative Instructor
MAC	Multi-Agency Coordination
MACAP	Mid Air Collision Avoidance Program
MAP	Mandatory Availability Period
MAFFS	Modular Airborne Fire Fighting System
MOU	Memorandum of Understanding
SDS	Safety Data Sheet
NAO	BLM National Aviation Office
NAP	BLM National Aviation Plan
NIAC	National Interagency Aviation Committee
NIAIS	National Interagency Airspace Information System
NICC	National Interagency Coordination Center
NM	Nautical Mile
NMAC	National Multi-Agency Coordinating Group
NORAD	North American Aerospace Defense Command
NOTAM	Notice to Airmen
NSHO	NWCG Standards for Helicopter Operations
NTSB	National Transportation Safety Board
NWCG	National Wildfire Coordinating Group
OAS	Office of Aviation Services
OAS-2	Fleet Use Report
OPM	Operational Procedures Memorandums
OSHA	Occupational Safety and Health Administration
PASP	Project Aviation Safety Plan
PI	Project Inspector
PPE	Personal Protective Equipment
PRISM	Procurement Information System for Management
QPL	Qualified Products List
RADS	Rope Assisted Deployment
Redbook	Interagency Standards for Fire and Fire Aviation Operations
RMP	Resource Management Plans
SABO	NWCG Standards for Airtanker Base Operations
SAM	BLM State Aviation Manager
SAP	FBMS related Systems, Applications, and Products data processing software
SAR	Search and Rescue
SAS	NWCG Standards for Aerial Supervision
SASES	Smokejumper Aircraft Screening Equipment & Evaluation Subcommittee
SDS	Safety Data Sheet
SEAT	Single Engine Airtanker
SECO	SEAT Coordinator
SEMG	Single Engine Airtanker Manager
SES	Senior Executive Service
SFMO	State Fire Management Officer
SGI	Special Government Interest Waiver
SME	Subject Matter Expert
SMS	Safety Management System
SR's	Slow Routes
SUA	Special Use Airspace
TFR	Temporary Flight Restriction
TSA	Transportation Security Administration
UAM	Unit Aviation Manager

Acronym	Definition
UAO	Unit Aviation Officer
UAS	Unmanned Aircraft Systems
USDA	United States Department of Agriculture
USFS	United States Forest Service
VFR	Visual Flight Rules
VLAT	Very Large Airtanker
WFCS	Wildland Fire Chemical Systems
WH&B	Wild Horse and Burro

2022

BLM Oregon and Washington Law Enforcement Aviation Plan Supplement



This document is a supplement to the [2022 BLM Oregon and Washington State Aviation Plan](#) and is incorporated by reference as policy for BLM Oregon and Washington. It will be updated yearly along with the BLM Oregon and Washington State Aviation Plan. Suggested changes to the document can be sent at any time to the BLM Oregon and Washington State Aviation Manager and/or State Fire Management Officer.

This document has been designed as an easy-to-read reference guide for law enforcement officers in the Bureau of Land Management Oregon and Washington 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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Appendix 1: Aviation Mission Planning Document

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Appendix 3: Reference Material

1. Oregon and Washington BLM – Law Enforcement Aviation Supplement

1.1 Introduction

The Bureau of Land Management (BLM) Office of Law Enforcement and Security (OLES) - Region 2 (OR, WA, IS, AK), supports resource management within Oregon and Washington, 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 Oregon and Washington BLM aviation project planning and approval standards as described in the Oregon and Washington BLM SAP. Typically, these situations occur when other agencies enlist cooperators 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. MOUs 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.

1.2 Purpose

The purpose of this document is to enhance the safety of Oregon and Washington 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 Oregon and Washington BLM and OLES R-2 employees regarding the law enforcement aviation program and activities. This supplement will serve as the OLES PASP/MASP in combination with a Mission Planning sheet and/or form [9400-1a](#) 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/MASP development and approval process. However, in place of the PASP/MASP a [9400-1a](#) (or Mission Planning Sheet) must be completed. (See pg. 11).

2. Organizations

2.1 Management Positions

2.1.1 State Director

The State Director has overall responsibility for the aviation program, which is delegated to the SFMO.

2.1.2 Special Agent-in-Charge, BLM OLES Region 2 (OR, WA)

The Special Agent-in-Charge (SAC) has overall responsibility for law enforcement in Oregon and Washington and is an approving official for the SAP which is a parent to this document.

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

The SCR and ASAC have delegated responsibilities from the SAC. The SCR/ASAC is an approving official for PASPs in Oregon and Washington BLM.

2.1.4 State Aviation Manager

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

2.1.5 District Manager

The DM has overall responsibility for aviation activities conducted within the district. Aviation management and operational authorities and responsibilities are delegated to the district FMO, UAM/UAO, and dispatch center manager.

2.1.6 UAM/UAO

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

2.2 Aviation Position Definitions

2.2.1 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.

2.2.2 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.

2.2.3 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.

2.2.4 Flight Manager

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

3. 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.

a. 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/UAO or SAM, in advance of operations. The UAM/UAO will review all LE PASP/MASPs, Mission Plan Sheet, and/or 9400-1a (or Mission Planning Sheet) 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 can 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.

b. 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.

Oregon and Washington BLM currently have MOUs in place. To check the currency of a particular MOU, contact the SAM or visit <https://www.doi.gov/aviation/library/mou>

3.2.1 Drug Enforcement Administration (DEA) MOU

Currently 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.

3.2.2 Department of Defense (DoD) MOU

Currently 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).
- 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.

Reference MOU regarding flight time documentation requirements

3.2.3 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), PASPs, 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.

a. EU Fire Contract Aircraft

Law enforcement may use BLM EU contracted fire aircraft to conduct missions that are 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 EU helitack crew will require a PASP/MASP and/or [9400-1a](#) (or Mission Planning Sheet) to be completed and signed.

b. 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:

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

b. 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/MASP's, Mission Planning Sheet and/or [9400-1a](#) (or Mission Planning Sheet) should include details regarding how flight following will be conducted.

3.3.1 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.

3.3.2 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/MASP, Mission Planning Sheet and/or on a 9400-1a (or Mission Planning Sheet). 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.

d. 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.

3.4.1 Small Arms Ammunition

Law enforcement officers 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.).

3.4.2 Defensive Aerosols

Law enforcement officers 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.

3.4.3 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.

a. 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.

3.5.1 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.

3.5.2 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.

3.5.3 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.

a. 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 (SCR) in concurrence with UAM or SAM. DOI Employees, who take part in this mission profile, when it is not categorized as “Covert Operations”, must adhere to all applicable DOI Policy.

3.6.1 BLM Contracted Aircraft

BLM EU (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 Mission Planning Sheet) must be reviewed and approved by UAM/UAO (SAM if there are multiple districts involved) prior to flight. Dispatch must be provided with 9400-1a (or Mission Planning Sheet) 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 Mission Planning Sheet). 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.

3.6.2 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 Mission Planning Sheet) must be reviewed and approved by UAM/UAO (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 Mission Planning Sheet). BLM employees flying on cooperator aircraft during spotting mission is 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 "Special Use." A PASP/MASP may be required depending upon the complexity and associated risk of a "Special Use" flight mission. Consult the district UAM/UAO/UAO for help in determining if a PASP/MASP or Mission Planning Sheet is needed.

a. 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.

b. 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 are 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.

c. BLM EU Aircraft

Request for BLM aircraft to assist is typically routed through BLM law enforcement officials to the DM. Aircraft and crew that have been contracted for EU by the BLM will not be released from their contract for non-agency SAR operations. Law enforcement officers (LEO's) should work with UAMs and/or SAM to ensure proper procedures and policy is followed.

d. 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, MOUs, and/or LOA's (example: DOI has an MOU with the Oregon and Washington National Guard which allows LEO's to fly on NG aircraft).

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](#))

e. 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.

f. 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.

g. New Program

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

4. 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.

a. 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 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 "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

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 Short haul (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:

4.1.4.1 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.

4.1.4.2 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.

4.1.4.3 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.

4.1.4.4 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.

4.1.4.5 Boots

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

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.

a. 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.

4.2.1 PASP/MASP

A PASP/MASP is required prior to all law enforcement aviation flights. The size and detail of the PASP/MASP should be proportionate with the complexity of the project. For templates and guidance on completing a PASP/MASP, contact the UAM/UAO/UAO 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 or Mission Planning sheet)
- 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 near 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)
- Load calculations and/or weight and balance information requirements
- UAMs/UAO 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 Mission Planning Sheet) form in

place of a formal PASP/MASP. A Mission Planning Sheet is considered equivalent to the 9400-1a when used in connection with an approved reoccurring PASP/MASP. These forms document the required 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 Mission Planning Sheet) form may be used in conjunction with a PASP/MASP for projects that occur periodically over a season or fiscal year. In this situation a PASP/MASP is prepared and approved to cover all similar flights in a span of time. The 9400-1a (or Mission Planning Sheet) form will be required for each periodic flight associated with that one time PASP/MASP. When using the form in conjunction with a PASP/MASP 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/UAO 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 Mission Planning Sheet). Exception to this is when the 9400-1a (or Mission Planning Sheet) is used to support a PASP/MASP that has already been approved and signed by a line officer.

5. 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.

a. Interagency Aviation Training (IAT)

The OAS is responsible for all DOI aviation training. Training is conducted and managed using 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:

5.1.1 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 three years)
- A-200 Mishap Review (every three years)

5.1.2 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.

5.1.3 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 three years)
- A-200 Mishap Review (every three years)
- A-110 Aviation Transportation of HAZMAT (every three years)
- A-116 General Awareness Security Training (one time only)

5.1.4 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 three years)
- A-109 Aviation Radio Use (one time only)
- A-110 Aviation Transportation of HAZMAT (if applicable, every three years)
- A-112 Mission Planning and Flight Request Process (every three years)
- A-116 General Awareness Security Training (one time only)
- A-200 Mishap Review (every three years)

5.1.5 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 three years)
- A-109 Aviation Radio Use (one time only)
- A-110 Aviation Transportation of HAZMAT (if applicable, every three years)
- A-112 Mission Planning and Flight Request Process (every three years)
- A-115 Automated Flight Following (one time only)
- A-116 General Awareness Security Training (one time only)
- A-200 Mishap Review (every three 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)

5.1.6 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 three years)
- A-109 Aviation Radio Use (one time only)
- A-110 Aviation Transportation of HAZMAT (if applicable, every three 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 three years)
- A-204 Aircraft Capabilities and Limitations (one time only)
- 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)

a. 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.

5.2.1 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

5.2.2 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.

a. 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.)

5.3.1 Law Enforcement Short Haul

BLM LEO's participation in law enforcement short haul missions in Oregon and Washington 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 \(version 1.7, 2011\)](#).

5.3.2 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.

Appendix 1: Aviation Mission Planning Document

Helicopter Missions

Mission	Requirement			
	P.P.E.	Flight	Approval	Additional
		Following	Document	Documentation
National Guard Drug Mission	Yes	Yes	MOU (current)	*Report Flight Hours
National Guard Non-Drug Mission	Yes	Yes	LOA *** <u>9400-1a</u> PASP/MASP	*Report Flight Hours
BLM/USFS Contract	Yes	Yes	Contract <u>9400-1a</u> PASP	Payment Documentation
DEA/CBP Drug Mission	Yes	Yes	MOU (current) <u>9400-1a</u> PASP	*Report Flight Hours
DEA/CBP Non- Drug Mission	Yes	Yes	MOU (current) <u>9400-1A</u> PASP	*Report Flight Hours
DOD Drug Mission	Yes	Yes	MOU (current) <u>9400-1a</u> PASP	*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	<u>SAFECOM</u>

*Report flight hours to UAM/UAO 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/MASP?

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 <u>9400-1a</u>
BLM/USFS contract Below 500'	Yes	Yes	Contract PASP	Payment Documentation
CBP Drug Mission Above 500'	No <i>But recommended</i>	Yes	MOU (current) <u>9400-1a</u>	*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 <u>9400-1a</u>	*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 flights. Contact UAM or SAM to clarify any questions

Appendix 10: Aviation Memorandums of Understanding and Cooperator Letters of Agreements

The following MOUs are in place and current. Please keep in mind when using an MOU that the scope of the document may be specific to one 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 SAM 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](#).

ORNG – [MOU between DOI and Oregon and Washington 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](#).

Appendix 11: 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> [Oregon and](#)

[Washington 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

[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 [NWCG](#)

[Standards for Aviation Transportation of Hazardous Materials](#):

<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

[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>