

DEPARTMENT OF THE INTERIOR

**Bureau of Indian Affairs**



# National Aviation Plan



# BIA National Aviation Office

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Fire and Aviation Management  
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# 1.0 Bureau of Indian Affairs National Aviation Plan

## 1.1 Purpose

This document supports and does not replace the Bureau of Indian Affairs (BIA) Indian Affairs Manual Part 57 Aviation Management. The purpose is to detail the policy, organization, responsibilities and procedures for the BIA aviation program. The interaction and mutual requirements between the National Aviation Office (NAO) and the Regional Offices are outlined.

## 1.2 Mission Statement

The NAO is responsible for aviation policy, aviation program management, and aircraft acquisition in support of wildfire and resource management missions within the Bureau. Aircraft are Bureau owned or contracted and are obtained as exclusive use, call-when-needed (CWN) or aircraft rental agreement (ARA) to fill the mission requirements to meet BIA management objectives. Mission requirements include support of wildland fire and prescribed fire operations, disaster response, animal census, habitat management, range survey, law enforcement, range land management, photo mapping and search and rescue. Types of aircraft include helicopters, single engine air tankers (SEATS), air tactical aircraft, utility aircraft, aerial supervision modules (ASM), airtankers, smokejumper aircraft and large transport aircraft.

## 1.3 Philosophy

- **SAFETY:** The priority in any aviation activity is personal safety through risk identification, mitigating controls and accident prevention.
- Personnel performing aviation functions must meet all qualification requirements of the DOI Manual and published BIA standards. Aviation personnel need to be service oriented and exhibit professionalism and integrity.
- Individual development, employee wellness and workforce diversity will be emphasized at all levels of the BIA aviation program.

- The aviation management organization in every office will be developed and maintained at the most efficient level, commensurate with BIA aviation operations.
- Management is responsible for enhancing the aviation program with a commitment to aviation safety and efficiency. Region, agency, and field offices are empowered to accomplish their mission without undue restriction, regulation or oversight.
- Region, agency, and field offices must not implement policy or procedures *less* restrictive than national policy. The NAO must approve aviation policy that is more restrictive than the national policy. Request for exemption to DOI or Bureau policy or requests to implement more restrictive aviation policy must be requested in writing through the NAO.

#### 1.4 National Aircraft Management Strategy

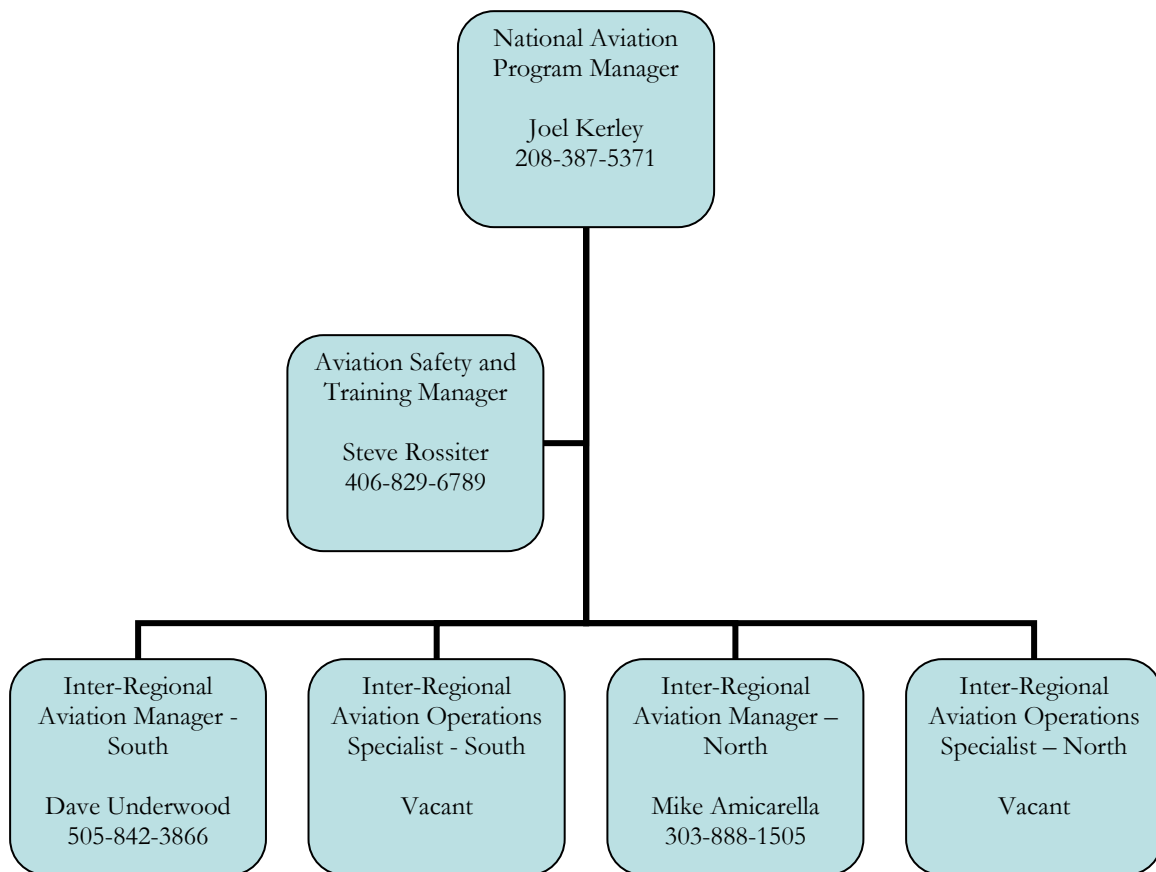
The BIA national aircraft management strategy requires that the Fire and Aviation Management provide oversight to all BIA fire aircraft acquisition and use. National interagency strategy considers all BIA fire aircraft and assigned personnel to be national resources available for assignment to areas of greatest need as determined by geographical or national multiagency coordinating groups. This national strategy will:

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

#### 1.5 References

- A. Title 14 CFR
- B. DOI Manual, Parts 112, 350-354
- C. Aviation Management Directorate (AMD) Operational Procedures Memoranda (OPMS)
- D. IAM Part 57
- E. Office of Management and Budget (OMB) Circulars A-76, A-123, A-126
- F. GSA Federal Property Management Regulation (FPMR) 101-37
- G. Interagency Aviation Operational Guides.

# 2.0 National Aviation Organization



## 2.2 NAO Roles and Responsibilities

### 2.2.1 National Aviation Manager:

- Serves as principle aviation advisor to the Director for the BIA Fire and Aviation office, and other staff, region and department aviation programs.
- Develops BIA aviation policies, methods and procedures.
- Is a member of the Department of the Interior (DOI) Aviation Working Team, and National Interagency Aviation Council (NIAC). Provides program budget and program evaluations.

### 2.2.2 Aviation Safety and Training Manager:

- Designs and implements aviation safety and accident prevention measures.
- Responds to aviation incident reports; serves as the BIA liaison to accident investigation teams.
- Compiles BIA aviation safety statistics and analysis.
- Serves on DOI aviation accident board of reviews.
- Manages the BIA SAFECOM program.
- Focal point for BIA aviation training.
- Provides aviation safety expertise to local, regional, and national offices.
- Develops and/or coordinates aviation training in support of BIA aviation programs.
- Serves as a member of the Interagency Aviation Training Steering Committee and other interagency training working groups.

### 2.2.3 Inter-Regional Aviation Manager (I-RAM):

- Provides a full range of aviation technical expertise and support to the region and agency aviation staff.
- Review, evaluate, and monitor BIA aviation operations and, upon request, tribal aviation programs.
- Conduct annual pre-work safety and operations briefing at the beginning of each exclusive use contract with contract and Bureau operations personnel.
- Conduct safety and operations briefing with contract and BIA personnel, as soon as possible, when a Call When Needed (CWN) or On Call fire aircraft contract is activated.
- Participate in BIA aircraft accident and incident investigations and, upon request, tribal aviation accidents and incidents investigations.

- Participate in interagency projects and programs where BIA aviation interests exist and, upon request, where tribal aviation interests exist.
- Conduct annual visit and review of all BIA aviation sites that support an exclusive use aircraft contract.
- Conduct annual visit of all region offices where aviation operations occur within the region.
- Provide follow up for SafeComs submitted by BIA personnel, where BIA has operational control of aviation operations, and where BIA aviation resources are involved.
- If qualified, pilot aircraft in support of the BIA missions.
- If qualified, participates in interagency fire support operations.

#### 2.2.4 Inter-Regional Aviation Operations Specialists (I-AOS):

- Provides a full range of aviation operations technical expertise and support to the region and agency aviation staff.
- Review BIA aviation personnel for proper qualification in accordance with BIA, Department, and interagency requirements.
- Upon request, participate in region aviation and fire readiness reviews.
- Review, evaluate, and monitor BIA aviation operations and, upon request, tribal aviation programs.
- Participate in BIA aircraft accident and incident investigations and, upon request, tribal aviation accidents and incidents investigations.
- Participate in interagency projects and programs where BIA aviation interests exist and, upon request, where tribal aviation interests exist.
- Conduct annual visit and review of all BIA aviation sites that support an exclusive use aircraft contract.
- Conduct annual visit of all region offices where aviation operations occur within the region.
- Provide follow up for SafeComs submitted by BIA personnel where BIA has operational control of aviation operations.
- If qualified, pilot aircraft in support of the BIA missions.
- If qualified, participates in interagency fire support operations.

#### 2.3 National Aviation Office is responsible for the following:

- Duties outlined in 350 DM 1 Appendix 3
- Authority to provide oversight of funding and acquisition of all BIA fire aircraft.
- Prioritizes the national allocation/reallocation of BIA fire aircraft.
- Manage BIA aviation exclusive use contract budget.



2.4 Regional Directors, Agency Superintendents, Field Office Managers, First Line Supervisors, Aviation User(s), and BIA pilots are responsible for the following:

- Duties outlined in 350 DM 1 Appendix 3

2.5 Regional Fire Management Officer (FMO):

- Responsible for providing oversight and approval of the acquisition and use of BIA aircraft within their region.
- Has the authority to prioritize the allocation, reallocation, pre-positioning and movement of all aircraft assigned to the BIA within their region.
- Manage and provide oversight of all BIA aircraft assigned to the region.
- Coordinate with Agencies, Geographical Coordination centers, NAO aircraft coordinators on aviation resources assigned to their region.
- Ensure all region assigned aviation resources are effectively utilized as efficient IA resources.
- Serves as the RAM when no RAM has been designated.

2.6 Region Aviation Manager (RAM):

The Region Aviation Manager (RAM) serves as the focal point for the BIA Aviation program in their respective region by providing the region technical and management expertise regarding the use of aviation resources. The RAM serves as the focal point for regional aviation safety and training and has functional responsibility in the following areas:

- Implements aviation program objectives and directives in support of Region and Agency aviation programs.
- Develops and implements the region wide aviation management plan, and establishes aircraft safety and accident prevention measures.
- May serve as the contracting officer's representative (COR) on BIA aviation exclusive use contracts assigned to the region.
- Nominates candidates to the contracting officer to appoint as Alternate CORs or Project Inspector (PI) for all BIA aviation exclusive use contracts in their region. At a minimum, candidates will consist of the primary aircraft manager for each exclusive use contract and each AAM that has an exclusive use contract.
- The RAM ensures all aircraft ordering and dispatching occurs via a dispatch office and may delegate this responsibility in writing to the local AAM as appropriate.

- Provides aviation training support to the Region Office, Agency/Field Offices, and other cooperative agencies. Provides region wide statistical analysis and A-126 reporting.
- Responsible for reporting region wide aircraft use for all aircraft under their operational control to the NAO.
- Coordinates with the I-RAM and I-AOS regarding aviation issues.
- Coordinates with other interagency partners on regional and state levels.
- RAM must maintain an up to date aviation reference library with all applicable aviation policy and procedural references.

#### 2.7 Agency Fire Management Officers (FMOs)

- Are responsible for hosting, supporting, providing daily management, and dispatching all BIA 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 BIA within their unit or zone.
- When directed by the Region Office, will mobilize BIA fire aircraft and assigned personnel as directed.
- Delegates or performs the function of AAM, when no AAM is assigned.

#### 2.8 Agency Aviation Manager (AAM):

The AAM manages the unit aviation program by providing technical and management direction of aviation resources to support Agency programs. The AAM has functional responsibility in the following areas:

- The AAM is authorized through the Agency FMO to provide daily management of all aviation resources.
- Ensures Agency flight compliance with USDI/BIA/Region and Agency policies & regulations.
- Develops and implements the Agency aviation management plan, as well as specific operating plans for other aviation programs (helitack, SEAT, and air tactical).
- Ensures completion of the project aviation plans.
- Ensures that appropriate training is provided to aviation users and supervisors.
- Designates and assigns an alternate aviation manager when needed.
- Ensures that visiting aircrews have received flight crew briefing/orientation guides.
- Confirms DOI/BIA/Office of Management and Budget (OMB) requirements are met; completes the cost analysis requirements and schedules the flight with a qualified vendor.

- Ensures the accuracy of the Aircraft Use Report, processes it, and maintains copies and records documenting the flight as required by the DOI manual.
- Confirms that a qualified Flight Manager is assigned to all project/resource flights.
- Is responsible for the distribution and use of the Aviation Boundary Plan/Checklist.
- Ensures Agency Aviation Security Plan is current and implemented in accordance with DOI policy.
- May serve as the COR, alternate COR or project inspector (PI) for BIA exclusive use aircraft on their unit.
- Responsible for submitting aircraft use reports for all aircraft under their operational control to the Region Aviation Manager.
- Authorized to order approved aircraft utilizing agency procurement documents and procedures.
- AAM must maintain an up to date aviation reference library with all applicable aviation policy and procedural references.

#### 2.9 Aircraft dispatcher:

Local dispatchers trained in aviation mission operations, policies, and procedures generally fulfill aircraft dispatching duties. Duties include:

- Confirms that the BLM Flight Request Form 9400-1A is utilized, completed and approved for one time resource and/or special-use flight.
- Coordinates with other agencies on flight following when air operations cross jurisdictional boundaries.
- Maintains an up to date Aviation Incident/Accident Response Guide and initiates emergency search-and-rescue procedures for overdue, missing, or crashed aircraft.
- Follows the procedures and guidelines established in the Geographic and National Mobilization Guides when flights are incident related.
- Utilizes required Boundary Plan Checklist when dispatching any aircraft into identified hazards.
- Provides appropriate notification to assist in airspace coordination and deconfliction. (FAA , Bordering Dispatches, Military)
- Authorized to order approved aircraft utilizing agency aviation management plan and procurement documents.

#### 2.10 Pilot:

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 on board. Other responsibilities include the following:

- Operates the aircraft in accordance with applicable federal aviation regulations (FARs) and DOI/BIA guides, policy and procedures within contract specifications.
- Develops, activates, and closes FAA or agency flight plans.
- Wears personal protective equipment as required.
- Does not deviate from the filed flight plan or mission profile unless prior authorization is received.
- Performs a thorough pre-flight inspection of the aircraft and briefs all passengers in accordance with 351 DM 1.5.
- Conducts mission planning.

#### 2.11 Aircraft Manager:

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

- Plans, coordinates, and supervises aircraft operations according to DOI/BIA policy.
- May serve as COR, alternate COR or project inspector (PI) for BIA exclusive use aircraft on their unit.
- Directs pilots and crews, and provides operational and safety briefings to aircrews, project leaders, and passengers.
- Conducts risk hazard analysis and completes flight invoices, daily diaries, and all related documentation.
- Conducts mission planning.
- Responsible for reporting aircraft use reports for aircraft they manage to the Agency Aviation Manager on a daily basis.

#### 2.12 Flight Manager:

The flight manager is the government representative who ensures compliance with procurement document requirements and is responsible for coordinating the given flight or project. He/She must have received approved flight manager training (reference OPM-04) within the last three years. Duties include:

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

## 3.0 Administration

### 3.1 General:

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

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

Aviation services provided to BIA shall be documented on an Aircraft Use Report (Form AMD 2A or AMD- 23). The accomplished document will be submitted to AMD for payment to the appropriate vendor of the aviation services provided.

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

### 3.2 Non-Fire Exclusive Use and On-Call Contract Request and Renewal Process:

Region, Agency Offices are required to submit Form AMD-13 to the Region Aviation Manager for approval of all aircraft. Region Aviation Managers will review and approve/disapprove all AMD-13s. Region Aviation Manager will work with the appropriate AMD contracting officers and National Office personnel to provide coordination, technical input, and decision making for each contract.

All “pre-validation of funds for Contract Award/Renewal” (AMD 16) will be authorized by an appropriate budget officer prior to awarding or renewing Non-

Fire aircraft contracts. After the award or renewal, AMD CO and BIA COR will assume their traditional roles and responsibilities of contract administration.

#### 3.2.1 Non-Fire Aircraft Contract Start/Modification/Extension:

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

#### 3.2 Fire Exclusive Use Contract Request and Renewal Process:

All exclusive use availability guarantees and fixed government ownership costs for aircraft are held at the host unit or the NAO. Any changes in aircraft type or capability must be supported and approved by the National Aviation Program Manager.

Agencies are required to submit Form AMD-13 through the Regional office to the NAO for approval of all aircraft. National Aviation Program Manager will review all AMD-13s and work with the appropriate contracting officers in providing coordination, technical input, and decision making for each contract.

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

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

**All** Use Rates will be charged to the appropriate office and benefiting activity.

Coordination: BIA Region Aviation Managers are responsible for ensuring that designated CORs, alternate CORs and aircraft managers are informed of all coding requirements and that flight invoices are properly completed. BIA pilots are similarly responsible for proper flight invoice coding for fleet aircraft.

#### 3.3 Aircraft Contracts:

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

### 3.3.1 Aircraft Contract Start/Modification/Extension:

CORs will provide the National Aviation Program Manager with a copy of any notice to proceed, request for modification and/or request for contract extension for any exclusive use aviation contract at the same time the original request is forwarded to the CO.

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

**Mutual Extension** - The exclusive use period may be extended on a day by day basis either prior to the established start date or subsequent to the ending date as established, provided that such extension is agreeable to both parties in writing prior to the extension. **An extension on the use period creates use “outside” of the normal use period and requires early planning, coordination and a contract modification by the CO. Also, during any extension, subsistence/per diem may be entitled to the contractor.** Extensions are not guaranteed; they require written mutual agreement (contract modification). They are normally used when additional work is anticipated and other funding sources are available.

### 3.4 BIA Supplemental Fire Aircraft Acquisition

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

3.4.1 Fire Aircraft Needed Immediately for Initial Attack. When a BIA Agency Office has an immediate need for additional aircraft to meet initial attack demands, they will:

1. Obtain BIA or cooperator aircraft from adjacent units under existing mutual aid agreements.

2. Coordinate with the RAM and NAO to obtain BIA exclusive use aircraft from other locations within the region.
3. Hire CWN/On-Call aircraft available locally.

3.4.2 Fire Aircraft Needed to Fill Large Fire Orders. Aircraft will be obtained through normal dispatch procedures. BIA exclusive use aircraft are initial attack resources. Assignment of these aircraft to on-going large fires will be the exception, and must be made after consultation with the appropriate Region FMO. Region FMOs will remain informed on the national situation, and will consult with the Fire and Aviation Management on assignment of BIA exclusive use aircraft to ongoing large fires.

3.4.3 Fire Aircraft Needed to Meet Severity or Multiple Fire Needs.

1. Agency offices will submit fire supplemental aircraft requests to their respective dispatch centers.
2. Region offices will consolidate and adjudicate region wide aircraft needs. Region-wide needs will be met with existing aircraft within the region, whenever possible. Regions will consult with the NAO whenever additional aviation resources are needed.
3. When region offices determine that supplemental aircraft are needed, they will submit a severity, or other funding request to the BIA Fire and Aviation office.
4. Region-wide supplemental aircraft requests will be consolidated and listed as Region Office resources on any region-wide request.
5. The BIA Fire and Aviation office will consolidate and adjudicate all Region Office supplemental aircraft requests, and determine the number/type/configuration of aircraft needed to meet current Bureau needs; procure them in the most expeditious and cost-effective manner; and allocate/reallocate them to BIA regions.

3.4.4 Aviation Related Severity Requests

1. Regions will consolidate and forward, through established procedures, requests for aviation related severity to the NAO.
2. The NAO will adjudicate and authorize region acquisition of aviation resources.



3. Once authorized and acquired, all BIA severity funded aviation resources will be considered national resources subject to allocation/reallocation by region FMOs within their region, and by the NAO on an inter-region basis. This includes aviation personnel such as SEAT Managers and Air Tactical Group Supervisors (ATGS).

### 3.5 Aircraft Rental Agreements:

The numbers of approved rental aircraft must be consistent with program objectives. Requests from the field to add new vendors must be carefully reviewed at the region and national level. All "Request for Rental Services" (AMD-20) will be reviewed and submitted by the RAM to the NAO. The NAO will review the request and, if approved, forward to the AMD for processing.

The procurement and payment process does not preclude aircraft charter services from meeting life-threatening emergencies. Under such circumstances, Bureaus are authorized to use the charter procedures set forth in the Federal Property Management Regulations (FPMR) under subpart 101-41.2, Transportation Services Furnished for the Account of the United States. See 352 DM 3

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

### 3.6 Service/End Product Contracts:

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

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

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

1. Service Contract Specifications. Specifications in the contract must only describe the desired quantity or quality of the service or contracted end-result. BIA contracting officers and resource specialists must consult with BIA aviation managers if the acceptable language guidelines are not followed or do not address a specific requirement. The following must not be identified in the contract:
  - aircraft or flight crew specifications
  - aircraft of pilot approvals
  - aircraft equipment
2. Operational Control. During the performance of service contracts, BIA will **not** exercise operational control of the aircraft in any way. BIA will not direct the contractor as to flight profiles, flight following, landing areas, fueling/loading procedures, use of personal protective equipment, etc. BIA personnel assigned to administer service contracts will have no aviation management responsibility or authority. Any directions to the contractor must be in terms of the service or end-result being specified; e.g. desired seed application coverage, number and disposition of animals captured, etc.
3. BIA Passengers or Aircrew. BIA personnel are not allowed to board any aircraft that is being provided by the contractor during performance of the service contract. Furthermore, BIA personnel must not become involved in any way with aircraft ground operations such as take-off and landing areas, loading, fueling, maintenance, etc.
4. Aircraft Use Reporting. Since aircraft utilized by the contractor under BIA service contracts are operating entirely within the applicable 14 CFR as a civil aircraft, and procurement is not through AMD, the Bureau will not submit AMD-23, Aircraft Use Report in conjunction with BIA service contracts. Any flight time incurred by the contractor will not be recorded or reported as DOI or Bureau aviation statistics.
5. Aircraft Incidents and Accidents. Since aircraft utilized by the contractor under BIA service contracts are operating entirely within the applicable 14 CFR as a civil aircraft, the Bureau will not report aviation incidents or accidents incurred by these contractors through the DOI Aviation Mishap Information System. These events should be noted in the Contract Daily Diary and reported through BIA channels as normally required for service contracts.
6. Reconnaissance/Observation Flights. Before, during or after the performance of a service contract it may be necessary for Bureau employees to aerially survey or inspect the project area. When flights transporting BIA personnel are required, an AMD aviation "flight service"

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

### 3.7 Cooperator Aircraft:

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

Note: When using USDA procured aircraft refer to [OPM-39](#).

### 3.8 Flight Requests:

All flight requests must have funding for the mission and have appropriate approval. BLM Form 9400-1A is required to be completed for all Non-fire flights. The AAM must review the 9400-1A Flight Request and obtain line manager approval when required.

#### 3.8.1 Administrative Senior Executive Service (SES) Flights:

An aircraft may be used to transport personnel to meetings, administrative activities, or training sessions when it is the most cost effective mode of transportation. These flights are requested through the Region Aviation Manager (RAM) and some of the responsibilities may be delegated to AAMs. 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. The requirements and procedures are outlined in [OMB Circular A-126](#) and [OPM -07](#). The OPM and AMD Forms may be found at the [AMD Document library](#).

### 3.9 Cost Analysis:

Each point to point flight request for chartered or government owned aircraft shall include an approved cost analysis, which clearly demonstrates the best value of the flight. For all orders placed against the DOI Aircraft Rental Agreement (ARA), the AMD "Best Value Determination" (BVD) form is the appropriate documentation tool. The AMD-110 may still be utilized for flights on government owned aircraft and must be utilized for all SES flight cost analyses submitted to the Solicitors Office. The BVD form can be found at

[http://amd.nbc.gov/fc/ara\\_order.htm](http://amd.nbc.gov/fc/ara_order.htm). The flight requestor or first-line supervisor coordinates with the AAM to complete a cost analysis that is kept on file for 3 years.

#### 3.10 Region/Agency/Field Office Aviation Plans:

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

#### 3.11 Documentation Requirements:

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

#### 3.12 Issue Resolution:

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

#### 3.13 Aviation Program Reviews:

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

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

Region reviews are conducted every five years. Reviews are administered by AMD, and the NAO will identify qualified individuals to conduct the review. Additional reviews may be conducted if a need is identified by the National Aviation Program Manager.

#### 3.14 New programs and program configurations, approval and start up procedures

Requests for new aviation programs or additional configurations to an existing program (i.e.; cargo let down, rappel) and contracts must be made formally by the Regional Office to the National Aviation Program Manager. The National Aviation Office will analyze and assess the request to determine approval or not.

Approval will be based upon; fire planning outputs, interagency cooperation, funds availability, aviation qualified staffing/organization structure, facilities, equipment and supplies. Upon approval the NAO and Region staff will develop a implementation time table and action plan for the new program.

## 4.0 BIA Aviation Training:

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

### 4.1 Aviation Training for Non-Fire Flight Activities and Positions

#### 4.1.1 Passenger

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

#### 4.1.2 Air crewmember

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

- A-101 Aviation Safety
- A-105 Aviation Life Support Equipment
- A-106 Aviation Mishap Reporting
- A-108 Preflight Checklist & Briefing/Debriefing
- A-113 Crash Survival

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

Additional training is required to function in higher level aircrew member positions such as fixed wing flight manager and Resource Helicopter Manager. A quick reference for the training requirements for **non-fire** aviation positions can be found in OPM-4 Appendix 1. A description of each position and role can be found in *Interagency Aviation Use and Management Qualifications Guide*. For **fire** aviation positions, the PMS 310-1 *Wildland Fire Incident Management System and Wildland Fire and Aviation Program Management and Operations Guide (Bluebook) Chapter 8* defines BIA's minimum standards for training and experience.

#### 4.1.3 Resource Helicopter Operations Position Training, Qualifications and Experience Requirements

In addition to meeting OPM-4, **Natural Resource** helicopter operations positions shall meet the requirements found in the *Interagency Helicopter Operations Guide (IHOG) Chapter 2*.

##### 4.1.3.1 Aerial Ignition Position Training, Qualifications and Experienced Requirements.

Aerial Ignition positions and instructor qualifications shall comply with the requirements found in the *Interagency Aerial Ignition Guide (IAIG) Chapter 2*. Approval and certification shall be the responsibility of the Regional Aviation Manager or the Inter-regional Aviation Operations Specialist. Presently all aerial ignition qualifications and experience must be documented by the individual and their supervisors. This documentation must be made available to the RAM or I-RAOS for approval and certification. Certification must be documented prior to local entry of qualifications to ICQS. The RAM or I-RAOS will maintain a list of certified Aerial Ignition employee's for their region(s).

#### 4.1.4 Personnel with Aviation Management Responsibilities

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

##### 4.1.4.1 Supervisory Personnel.

Supervisors are those individuals responsible for employees that use aircraft to accomplish Bureau programs. Training for supervisory personnel must include aviation safety, aviation policy, risk management, and supervisory responsibilities. Supervisors must attend the Aviation Management for Supervisors training course (M-3). BIA

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

#### 4.1.4.2 Line Managers

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

#### 4.1.4.3 Aviation managers at the Local, Region and National Level

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

#### 4.1.5 Aviation Contracting Responsibilities COR Training Requirements.

BIA COR's and alternate CORs, on BIA exclusive use contracts, are required to have training in DOI aviation policy, basic contract administration, and methods for verifying the work performed upon which payment is based and technical aspects of the contract. Initial and recurrent COR training requirements can be found in the DOI COR Manual (<http://www.doi.gov/pam/CORManual.doc>) or obtained from AMD contracting offices. Additional training requirements for CORs and Alternate CORs can be found in OPM-4, Appendix 1.

#### 4.1.6 Aircraft and pilot Requirements:

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



4.1.6 NWCG to IAT Functional Crosswalk

NWCG Position		IAT Positions												
		Passenger	Aircrew Member	Fixed Wing Fit Manger	Fixed Wing Fit Mgr Sp Use	Helicopter Flight Manager	Resource Helicopter Mgr	Aviation dispatcher	Project Aviation Mgr	aviation manager	Supervisor	COR/PI	Aviation Technical Spec.	
ACAC	Area Command Av Coordinator.													
AOBD	Air Ops Branch Director													
ASGS	Air Support Group Supervisor													
ATGS	Air Tactical Group Supervisor													
ABRO	Aircraft Base Radio Operator													
DECK	Deck Coordinator													
HEB1/2	Helibase Manager													
HLCO	Helicopter Coordinator													
HECM	Helicopter Crewmember													
HMGB	Helicopter Manager													
SEMG	SEAT Manager													
TOLC	Take off and Landing Coordinator													

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

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

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

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

## 5.0 Operational Policy

### 5.1 Flight Planning

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

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

### 5.2 Flight Following

Pilots are responsible for flight following: a) with the FAA, or b) With the appropriate ICAO entity, or c) in accordance with a Bureau approved flight following program, or d) in accordance with an AMD director- approved vendor flight following program specified in an AMD procurement document. All **mission flights** must utilize either Automated Flight Following (National Mobilization Guide, Section 24.3) and/or Radio Check-ins. **The default standard check-in for flight following is 15 minutes.** If this is not possible, frequency shall be established and briefed prior to the mission and position reporting shall not exceed one hour intervals. If the one hour time limitation is to be exceeded, prior approval by the RAM is required (351.DM.1.4.c.2.b)

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

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

#### 5.3 Operational Guides and Handbooks:

A multitude of Guides and Handbooks are available to assist the aviation user. The DOI Manuals, Aviation Management Operational Procedures Memorandums and Handbooks prevail when any other document conflicts or is less restrictive. In addition to DOI policy the following Guides, Plans and Handbooks constitute BIA Aviation policy as specified in the IAM 57 manual.

1. BIA National Aviation Plan
2. Region/Unit Aviation Plans
3. Interagency Aerial Ignition Guide (NFES 1080)
4. Interagency Air Tanker Base Operations Guide (NFES 2271)
5. Interagency Airspace Coordination Guide
6. Interagency Helicopter Operations Guide (NFES 1885)
7. Interagency Rappel Guide
8. Interagency Single Engine Air Tanker Operations Guide (NFES 1844)
9. Interagency Smokejumper Pilots Operation Guide
10. BIA Wildland fire and Aviation Program Management and Operations Guide (Blue Book)
11. Interagency Aerial Supervision Guide

#### 5.4 Websites:

- |                                     |                                                                 |
|-------------------------------------|-----------------------------------------------------------------|
| 1. BIA Aviation                     | <a href="http://aviation.BIA.gov">http://aviation.BIA.gov</a>   |
| 2. NIFC National Aviation Office    | <a href="http://aviation.nifc.gov">http://aviation.nifc.gov</a> |
| 3. Interagency Airspace             | <a href="http://airspace.nifc.gov">http://airspace.nifc.gov</a> |
| 4. National Interagency Fire Center | <a href="http://www.nifc.gov">http://www.nifc.gov</a>           |
| 5. AMD                              | <a href="http://amd.nbc.gov/">http://amd.nbc.gov/</a>           |
| 6. Interagency Aviation Training    | <a href="http://www.iat.gov">http://www.iat.gov</a>             |
| 7. Automated Flight Following       | <a href="http://aff.gov">http://aff.gov</a>                     |

## 6.0 Aviation Safety

### 6.1.0 Aviation Safety Program:

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

### 6.2.0 Aviation Safety Program Elements:

#### 6.2.1 Safety Standards:

All aviation safety standards and requirements identified in the Federal Aviation Regulations, DM 350-353, AMD- OPM's, IAM 57 manual , BIA Wildland Fire and Aviation Program Management and Operations Guide, National Aviation Plan, System Safety Assessments, Region and Agency Aviation Operational Plans as well as other guides and handbooks must be followed.

#### 6.2.2 Aviation Safety Education and Training:

Aviation training is the responsibility of all supervisors and is one of the positive controls to increase risk awareness and hazard identification. Training requirements are established in OPM-04, PMS 310-1, IAM 57 manual and other guides and handbooks. Additional education and support is provided to field units during on site visits by national and state aviation managers and by Aviation Safety Assistance Teams (ASAT).

#### 6.2.3 Aircraft Mishap Prevention Program:

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

These responsibilities include direct supervision, training and providing safe working conditions. Using feedback, managers can monitor programs, reduce hazards and implement controls to reduce risks to acceptable levels. Aviation operating plans and project aviation safety plans (PASP) provide proactive accident prevention measures and risk management procedures; they must be approved by a line manager or the delegated line manager.

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

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

**Special Use missions with doors removed must use an Aircrew Member Secondary Restraint System as specified in the ALSE Handbook, Chapter 2, section 2.4.**

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

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

#### 6.2.6 Aviation Safety Communiqué - SAFECOM

This form is located on the Safecom web page [www.safecom.gov](http://www.safecom.gov). It is used to report any condition, observance, act, maintenance problem, or circumstance which has the potential to cause an aviation-related mishap. All personnel involved in aviation activities are encouraged to submit Safecom, when they feel it is warranted. Personnel in doubt about completing a Safecom should contact their aviation manager.

\*See the BIA Safecom Management matrix at the end of this chapter which describes BIA Safecom procedures and responsibilities.

#### 6.2.7 Incident /Accident Response:

The Aviation Incident/Accident Response Guide outlines appropriate response to an aircraft incident or accident. The plan describes procedures and requirements, including initiation of SAR, fire and medical response, notification of DOI-AMD Safety (**1-888-4MISHAP**) and BIA management. This plan is specific to each Unit, it should be available

in all Dispatch Office's and updated annually by May 15 with current contacts and phone numbers.

#### 6.2.8 Aircraft Mishap Investigation:

DOI-AMD Safety is responsible for all DOI aircraft accident investigation. The NAO Aviation Safety Manager will coordinate BIA assistance and designate a BIA liaison in investigation of BIA accidents. The NAO Aviation Safety Manager will also coordinate BIA involvement in Accident Board of Review.

#### 6.2.9 Aviation Safety Awards Program:

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

#### 6.2.10 General-Use Flight Requirements:

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

1. Designated Flight Manager
2. Cost Analysis
3. Itinerary
4. Approved Aircraft Flight Request Form
5. AMD approved and carded pilot and aircraft
6. Flight Plan/Flight Following is filed with FAA or Agency as required by OPM -02
7. Briefing given to the pilot and safety briefing given to the passengers

#### 6.2.11 Special-Use Flight:

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

1. Aircraft and pilots must be approved for each special-use activity prior to use.
2. Special-use flights or missions except fire missions must have an approved PASP. The plan shall be reviewed by the AAM and approved by the appropriate line manager. Managers should be briefed by the AAM prior to their approval of the plan. A courtesy copy of all PASP will be routed to the RAM prior to implementation.
3. Passengers on a special-use flight must be essential to the mission.

4. Employees engaged in special-use activities must be qualified for the operation through required training (See OPM 04), PMS 310-1, Blue Book as appropriate) or have a qualified aircraft manager supervising the mission.

#### 6.2.12 Aviation Project Planning:

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

- Supervision
- Project Name/Objectives
- Justification
- Project Date and Location
- Projected cost of aviation resources
- Aircraft/ Pilot /Participants
- Flight following and emergency search and rescue
- Aerial Hazard Identification/Risk assessment
- Personal Protective clothing/equipment
- Load calculations and Weight and Balance information.
- Supervisor's and Line Officer's Approval signature

**\*A good resource for aviation project planning can be found in the IHOG Chapter 3. Personnel needing assistance with plan requirements, content or examples should contact their regional aviation manager or the National Aviation Office.**

##### 6.2.12.1 Prescribed Fire project planning

Prescribed Fire projects which include the use of aircraft (i.e.; observation, holding, medivac) **require a PASP**. Aerial Ignition **requires an Aerial Ignition Plan**

(examples found in the IAIG) which is reviewed by a Regional Aviation Manager or I-RAM and approved by the appropriate Line Officer.



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

## 7.0 Flight Operations

All Bureau aviation operations shall follow the requirements of the Federal Air Regulations, Departmental Manual Parts 350-354, Indian Affairs Manual Part 57, the BIA Wildland Fire and Aviation program Management and Operations guide, and appropriate Guides, Plans and program directives.

### 7.1 Large Airtanker Operations:

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

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

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

### 7.3 Smokejumper Operations:

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

### 7.4 Helicopter Operations:

Helicopter operations are accomplished in accordance with the IHOG.

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

#### 7.5 Single Engine Airtanker Operations:

SEAT operations are accomplished in accordance with the Interagency Single Engine Airtanker Operations Guide.

#### 7.6 Aerial Ignition Operations:

Aerial ignition operations and projects are accomplished in accordance with the Interagency Aerial Ignition Guide.

#### 7.7 Transportation of Hazardous Materials:

Any transportation of hazardous material must meet the requirements of the Aviation Transport of Hazardous Materials Handbook (351 DM 1).

#### 7.8 Aircraft Transponder Code (Fire Fighting):

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

#### 7.9 Unmanned Aerial Systems (UAS):

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

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

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

## 8.0 Airspace Coordination

### 8.1 Interagency Airspace Coordination

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

### 8.2 Airspace System Information

For current Airspace information pilots should call Flight Service at 1-800-992-7433, go to <http://www.faa.gov> or [Special interest NOTAMS](#)

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

### 8.3 The National Interagency Airspace Information System (NIAIS) <http://airspace.nifc.gov>

Mostly related to fire management, the NIAIS is a web-based system that displays comprehensive aviation airspace information.

This system provides complete graphical temporary flight restriction (TFR) information on current aeronautical charts, and is currently the only government website to graphically plot all TFR's. No login or password required.

### 8.4 Flight Planning, Hazards and Obstructions:

Extensive flight planning, hazard and obstruction information is available through the NIAIS website. The ability to reinforce NOTAM airspace by displaying the information on the website is also available.

Resource Flight Planning Login and Password information:

BLM Aviation	Login: <a href="mailto:BIA@BLM.gov">BIA@BLM.gov</a>	Password: BLMaviation
Helicopter	Login: <a href="mailto:copter@BLM.gov">copter@BLM.gov</a>	Password: BLMcopter
Smokejumper	Login: <a href="mailto:jumper@BLM.gov">jumper@BLM.gov</a>	Password: BLMjumper
Seat	Login: <a href="mailto:seat@BLM.gov">seat@BLM.gov</a>	Password: BLMseat
Dispatchers	Login: <a href="mailto:dispatcher@BLM.gov">dispatcher@BLM.gov</a>	Password: BLMdispatcher
National Park Service	Login: <a href="mailto:nps@BLM.gov">nps@BLM.gov</a>	Password: npsaviation
Fish & Wildlife Service	Login: <a href="mailto:ffws@BLM.gov">ffws@BLM.gov</a>	Password: fwsaviation
BIA	Login: <a href="mailto:bia@BLM.gov">bia@BLM.gov</a>	Password: biaaviation
USFS Aviation	Login: <a href="mailto:usfs@BLM.gov">usfs@BLM.gov</a>	Password: usfsaviation
OAS	Login: <a href="mailto:oas@BLM.gov">oas@BLM.gov</a>	Password: oasaviation
Minerals and Mining	Login: <a href="mailto:mms@BLM.gov">mms@BLM.gov</a>	Password: mmsaviation
USGS	Login: <a href="mailto:usgs@BLM.gov">usgs@BLM.gov</a>	Password: usgsaviation
Air National Guard	Login: <a href="mailto:ang@BLM.gov">ang@BLM.gov</a>	Password: angaviation
MAFFS	Login: <a href="mailto:maffs@BLM.gov">maffs@BLM.gov</a>	Password: maffsaviation
Air Tanker pilots	Login: <a href="mailto:tanker@BLM.gov">tanker@BLM.gov</a>	Password: tankeraviation

8.5 Fire Traffic Area:

The BIA will use the Fire Traffic Area procedures for all fire aviation operations. See the [Interagency Aerial Supervision Guide \(IASG\)](#)

8.6 Airspace Boundary Plan:

AIRSPACE BOUNDARY MANAGEMENT PLAN

1 Purpose:

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

2. Guidelines and procedures.

- A. An imaginary 10 nautical mile wide “neutral air” corridor will center on agency/cooperator boundaries. The “neutral air” for mutual or exchanged initial attack areas or zones will encompass the whole zone plus 5 nautical miles outside the zones boundaries.
- B. Any agency conducting aerial operations within a corridor or zone will immediately notify the adjoining agency/cooperator of such operations. This is accomplished to and from dispatch offices prior to the commencement of operations and when operations cease. Examples of aerial operations include recon, fire suppression missions, special aviation projects, resource management flights, helicopter logging, etc.

- C. Agency aircraft will establish contact on the assigned air-to-air frequency. Should contact not be made, the contact air-to-air frequency will be “Air Guard” 168.625 MHz. This frequency will be designated for initial contact and coordination between converging aircraft within corridors and zones only when contact is not otherwise possible. Because this frequency is programmed as the default receiver frequency in all agency and contract aircraft FM radios and is intended for initial contact and emergency purposes only, it is imperative that this frequency not be utilized for tactical or logistical purposes. If Guard is used to establish initial contact, aircraft must then switch to an alternate frequency (i.e. the local or incident air-air frequency, etc.).
- D. When aircraft from two or more adjoining agencies/cooperators are being committed to the same general area of a corridor/zone:
  - 1. Considering complexity, dispatch an Air Tactical Group Supervisor (ATGS).
  - 2. Approaching aircraft will establish air-to-air frequency contact prior to entering the area.
  - 3. Aircraft rely upon dispatch centers for current relevant information. Therefore, coordination between dispatch centers is critical.
  - 4. The dispatch initiating the flight will notify and coordinate with the adjoining agency/cooperator dispatch.
- E. When an aircraft is dispatched to an incident within a corridor/zone and no other aircraft are known to be present:
  - 1. The approaching aircraft will attempt to establish contact on the assigned frequency, if unsuccessful Guard frequency 168.625 will be utilized.
  - 2. Perform a high-level recon prior to low-level flight.
  - 3. Practice “see and avoid.”
  - 4. The dispatch initiating the flight will notify and coordinate with the adjoining agency/cooperator dispatch.
- F. Temporary Flight Restrictions (TFR’S) within or in close proximity to corridors/zones will be coordinated and information shared between the responsible dispatch offices.

8.7 Airspace Boundary Operations Checklist (Example):

AIRSPACE (1) Date: \_\_\_\_\_ Time: \_\_\_\_\_ dispatcher: \_\_\_\_\_  
BOUNDARY (2) Fire Name and/ or Number: \_\_\_\_\_  
OPERATIONS  
CHECKLIST (3) Geographic Location:: \_\_\_\_\_  
Latitude x Longitude: \_\_\_\_\_ x \_\_\_\_\_  
VOR Distance and Bearing: \_\_\_\_\_

(4) Aircraft Responding:

	<u>Tail #</u>	<u>Departure Point</u>
Air Attack	_____	_____
Lead	_____	_____
Air Tankers	_____	_____
	_____	_____
Helicopters	_____	_____
	_____	_____
	_____	_____

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

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

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

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

FIRE CENTER

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

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

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

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

## 8.8 Operations in the National Airspace System during Emergency Security Control of Air Traffic (ESCAT)

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

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

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

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

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

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

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

EATPL flights have different priority levels dependent on the nature of the aircraft's mission and the airspace in which it needs to fly. High priority flights include support of



defense missions while lower priority types of flights may include organized civil defense missions, disaster relief flights, agricultural and forest fire aviation flights.

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

- The Department of the Interior, Aviation Management has issued FAA recognized Telephony Designators to all Fleet Aircraft.

## 9.0 Aviation Facilities

### 9.1 Permanent Air Bases:

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

### 9.2 Construction and Maintenance:

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

### 9.3 Safety:

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

### 9.4 Temporary Bases:

Temporary bases are sites that are used on a temporary or intermittent basis (i.e., helispots and remote airstrips). Sites not located on BIA land must be pre-approved. Each site should be cataloged as to location, description, local hazards, use procedures, agreements, and

contacts. Preseason inspection and maintenance should be completed as necessary to meet agency safety standards.

#### 9.5 Security Risk Assessments.

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

# Chapter 10

## 10.0 Aviation Security

### 10.1 Aviation Security

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

### 10.2 BIA Security Risk Assessments

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

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

### 10.3 Department of Interior Security Policy

[DOI Aviation Security Policy 352 DM 10](#)

[BLM HSPD12 Policy](#)

[Aviation Security Questionnaire](#)

[Field Reference Guide for Aviation Security for Airport or other Aviation Facilities \(AAF\) PDF](#) or [Word](#)

### 10.4 USFS Security Policy

[USFS Aviation Security Policy](#)

## 10.5 General Aviation Security Awareness Programs.

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

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

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

**Help ensure the security of GA aircraft and airport operations across the country. Call (866) GA SECURE to report any suspicious activity at YOUR airport.**

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