

INDIAN AFFAIRS MANUAL

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Chapter 1

Aviation Management
Responsibilities and Overview

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1.1 Purpose. This chapter establishes management responsibilities and provides an overview of the use and operation of aircraft within the Bureau of Indian Affairs (BIA).

1.2 Scope.

A. Application.

This chapter applies to the use of aircraft by all BIA personnel and, in accordance with independent memoranda of understanding with other Federal and state agencies, to cooperators using aircraft on reservations when their activity is in conjunction with a BIA-operated program.

- 1) When a cooperator's policy is more restrictive than this part, the cooperator's policy will apply.
- 2) When a cooperator's policy is less restrictive than this part, this part will apply to the cooperator.

B. Exemptions or Waivers.

Exemptions or waivers to BIA or DOI aviation policy must be requested through the BIA Director of Aviation.

C. Exclusion.

This part does not apply to Tribal operations under Public Law 93-638 contracts, compacts, or cooperative agreements. Because many Tribal aviation activities are related to interagency wildland fire operations, Tribes are encouraged to meet DOI aviation policy standards so they may participate and cooperate with other partners in the interagency fire and aviation community.

1.3 Policy. Aircraft will be managed in accordance with all applicable regulations established by the Federal Aviation Administration and under the broad guidance specified by the Department of the Interior (DOI). Safe operations are paramount to flight support activities. All flight aviation management personnel share a key role in laying the groundwork for safety operations.

1.4 Authority.

A. Statutes and Regulations.

- 1) 5 United States Code (USC) §7902, Safety Programs
- 2) 29 USC §668, Safety Programs of Federal Agencies

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- 3) 49 USC §1131, General Authority, National Transportation Safety Board
- 4) 49 USC §1132, Civil Aircraft Accident Investigations
- 5) 14 Code of Federal Regulations (CFR), Chapter I, Subchapter F, Part 91, General Operating and Flight Rules
- 6) 29 CFR, Subtitle B, Chapter XVII, Part 1960, Basic Program Elements for Federal Employee Occupational Safety and Health Programs and Related Matters
- 7) 41 CFR, Subtitle C, Chapter 101, Subchapter G-Aviation Transportation and Motor Vehicles
- 8) 41 CFR Subtitle C, Chapter 102, Part 102-33, Management of Government Aircraft

B. Guidance.

- 1) Office of Management and Budget (OMB) Circular A-76, Performance of Commercial Activities (May 29, 2003)
- 2) OMB Circular A-126, Improving the Management and Use of Government Aircraft (May 2, 1992), Attachment A (Accounting for Aircraft Costs) and Attachment B (Standard Aircraft Program Cost Element Definitions)
- 3) Departmental Manual (DM) Part 112, Chapter 12, Office of Aviation Services (OAS)
- 4) DM Part 350, General Program Requirements
- 5) DM Part 351, Aviation Operations
- 6) DM Part 352, Aviation Safety
- 7) DM Part 353, Aviation Services Provided by OAS

C. Handbooks and Guides.

The following Interagency Aviation handbooks/guides have been formally adopted by BIA and are available on the OAS website www.doi.gov/aviation/library/guides:

- 1) Interagency Helicopter Operations Guide
- 2) Interagency Airspace Coordination Guide

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- 3) Interagency Air Tanker Base Operations Guide
- 4) Interagency Aerial Ignition Guide
- 5) Interagency Single Engine Air Tanker Operations Guide
- 6) Interagency Helicopter Rappel Guide
- 7) Interagency Aerial Supervision Guide

1.5 Responsibilities.

A. Deputy Bureau Director, Office of Trust Services is responsible for:

- 1) establishing overall Aviation Management and Safety Program policies, including aircraft accident prevention;
- 2) designating a Central Office manager to represent BIA on the DOI Executive Aviation Board;
- 3) providing appropriate resources for the education and training of staff, line managers, and field personnel as outlined in the DM Aviation User Training Program;
- 4) designating a Director of Aviation for BIA to serve at the National Interagency Fire Center (NIFC); and
- 5) designating a National Aviation Safety and Training Manager serving under the Director of Aviation.

B. Director of Aviation is responsible for:

- 1) providing overall leadership and guidance to the Aviation Program when implementing DOI policy;
- 2) as requested, providing assistance to Tribes operating compact/contract programs involving the use of aircraft;
- 3) serving as the primary point of contact for the OAS;
- 4) serving as a member of the DOI Executive Aviation Subcommittee;
- 5) ensuring that BIA personnel are on OAS aircraft incident and accident investigation teams when an occurrence involves BIA aviation activities;

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- 6) in concert with Regional Aviation Managers preparing and providing an annual report to the Assistant Secretary – Indian Affairs, which describes aviation activity, problems, opportunities for improvement, and other issues;
- 7) ensuring timely feedback to line officers on aviation activities that have been reviewed or evaluated;
- 8) piloting or crewing aircraft in conjunction with BIA and interagency partner operations; and
- 9) designating Regional Aviation Managers to serve at Geographical Area Coordination Centers in Albuquerque, NM, and Denver, CO.

C. National Aviation Safety and Training Manager is responsible for:

- 1) ensuring that Regional Aviation Managers and Regional and Agency Collateral Duty Aviation Officers annually visit and review operations at all “exclusive-use aircraft contract” sites;
- 2) visit each Regional Office annually to review and provide guidance in the safety of aviation activities;
- 3) ensuring that, in conjunction with Regional Aviation Managers, safety problems, issues or discrepancies in aviation operations are followed up in a timely manner;
- 4) maintaining communications with the OAS Safety Office to ensure that there is timely follow-up on Form OAS-34, Safety Communiqué Form (SAFECOM) reports pertinent to BIA operations;
- 5) ensuring that, in cooperation with Regional Aviation Managers and Collateral Duty Regional Aviation Officers, employees involved in BIA aviation activities have the requisite experience and training that meet DOI and interagency fire qualification standards;
- 6) working with OAS and other interagency partners to develop standard aviation training standards and materials; and
- 7) piloting or crewing aircraft in conjunction with BIA and interagency partner operations.

D. Regional Aviation Managers are responsible for:

- 1) providing technical aviation expertise to Regional and Agency personnel, Tribes and interagency partners;

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- 2) reviewing, evaluating and monitoring aviation operations and, upon Tribal request, reviewing and evaluating Tribal compact or contract programs;
- 3) participating in BIA aircraft incident and accident investigations and, upon Tribal request, participating in Tribal aircraft incident and accident investigations;
- 4) participating in interagency projects to develop or refine interagency aviation policy and procedures;
- 5) serving as a focal point for BIA and Tribal field level personnel on interagency policy and procedural issues;
- 6) providing aviation management, operations and safety training to Tribal and BIA personnel;
- 7) ensuring that employees involved in BIA aviation activities have the requisite experience and training that meet DOI and interagency fire qualification standards;
- 8) annually visiting all sites within the region having exclusive use aircraft contracts to review each site's operations;
- 9) visiting each Regional Office annually to review and provide guidance in the safety of aviation activities;
- 10) providing timely advice to Regional Directors and Agency Superintendents on aviation activity in their areas of responsibility;
- 11) ensuring that discrepancies in operations and SAFECOM reports generated by BIA are followed up in a timely manner;
- 12) piloting or crewing aircraft in conjunction with BIA and interagency partner program operations; and
- 13) in concert with the Director of Aviation preparing and providing an annual report to the Assistant Secretary – Indian Affairs, which describes aviation activity, problems, opportunities for improvement, and other issues.

E. Regional Directors are responsible for:

- 1) overseeing all aviation program activities within their jurisdictional area; and
- 2) designating a Collateral Duty Regional Aviation Officer.

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F. Collateral Duty Regional Aviation Officers are responsible for:

- 1) referring aviation program issues and questions, which cannot be dealt with at the local agency, to the Regional Aviation Manager;
- 2) apprising the Regional Aviation Manager of Regional and Agency aviation training needs that are required to comply with DOI and interagency fire and aviation management programs;
- 3) coordinating with the Regional Aviation Manager to ensure that Regional aviation program needs are being met and that employees involved in BIA aviation activities have the experience and training to meet DOI and interagency fire qualification standards;
- 4) developing, with assistance from the Regional Aviation Manager, a Regional Aviation Management Plan (see 57 IAM 2) that deals with aircraft procurement and use authorization for their respective areas;
- 5) maintaining a current set of aviation handbooks and manuals to help ensure safe and efficient operations;
- 6) advising Regional Aviation Managers when operations or safety issues are in need of attention, and;
- 7) attending both a DOI Aviation Management Seminar and a Contracting Officer's Representative (COR) training course during the first year of appointment and, at a minimum, once every three years thereafter.

G. Agency Superintendents are responsible for:

- 1) planning and executing aviation activities within their jurisdictional region;
- 2) designating a Collateral Duty Agency Aviation Officer at locations with exclusive use aircraft contracts, and at locations where no exclusive-use aircraft contracts are in place; Superintendents may designate a Collateral Duty Agency Aviation Officer, if, in their discretion, management and oversight of their local aviation activities require one; and
- 3) appointing an Aviation Project Manager to serve as the on-site aircraft manager for special-use aviation projects within their jurisdictional region.

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H. Collateral Duty Agency Aviation Officers are responsible for:

- 1) serving as the primary point of contact for Regional and Collateral Duty Regional Aviation Managers;
- 2) serving as the primary point of contact for agency employees with questions regarding aviation operations;
- 3) referring aviation program issues and questions, which cannot be dealt with at the local agency, to the Collateral Duty Regional Aviation Officer or Regional Aviation Manager;
- 4) advising Collateral Duty Regional Aviation Officer or Regional Aviation Manager of agency training, operations or safety issues needing attention;
- 5) coordinating with the Collateral Duty Regional Aviation Officer and Regional Aviation Manager to ensure that agency aviation program needs are being met;
- 6) maintaining a current set of aviation handbooks and manuals to help ensure safe and efficient operations; and
- 7) attending a DOI Aviation Management Seminar and a COR training course during the first year of appointment and, at a minimum, once every three years thereafter.

I. Aviation Project Managers are responsible for:

- 1) ensuring that special-use aviation projects are afforded proper oversight and are conducted in compliance with DOI and BIA policies; and
- 2) managing end product aircraft contracts at each agency location where various activities such as seeding operations and animal control efforts occur.

J. Exclusive-Use Aircraft Managers are responsible for:

- 1) ensuring that aviation activities comply with DOI and BIA policy in all aspects of operations;
- 2) serving as COR or Project Inspector (PI) on contracts for aircraft;
- 3) maintaining a current set of aviation handbooks and manuals to help ensure safe and efficient operations;
- 4) maintaining additional guidance materials listed in 1.4 C. of this chapter at locations with particular aviation activities such as helitac or retardant base operations;

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- 5) coordinating the management of the exclusive-use aircraft program with the Agency Aviation Officer, Regional Aviation Officer, Regional Aviation Manager, and Director of Aviation; and
- 6) maintaining experience and training qualification standards required in all Interagency Aviation Handbooks and Guides.

K. Flight Managers (the senior passenger onboard an aircraft for a flight) are responsible for ensuring that:

- 1) the aircraft and pilot are carded for the type of flight to be made;
- 2) personal protective equipment (PPE) is used when required;
- 3) training requirements for passengers or aircrew members are met when required (e.g. special use);
- 4) appropriate arrangements have been made for flight following; and
- 5) the payment document for a flight is correctly processed.

1.6 Definitions.

A. Carded.

For purposes of this policy, this term is defined as the process of verifying the credentials of project personnel.

B. Flight Following.

See National Interagency Mobilization Guide, Chapter 50 and Interagency Standards for Fire and Fire Aviation Operations, Chapter 16.

C. Exclusive Use Aircraft Program.

BIA Exclusive Use Fire contracted helicopters must meet the daily minimum staffing levels defined by Interagency Standards for Fire and Fire Aviation Operations (Chapter 16 – Aviation Operations and Resources), except when flight crew is placed in 1-hour callback status. BIA Exclusive Use Fire aircraft will be staffed for seven-day coverage throughout the contract period.

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D. Special-use Aviation Projects.

A Special Use Flight is defined as any flight other than point-to-point, conducted with the express purpose of performing (or directly supporting) an agency or resource management related task or tactical job such as fire suppression, wildlife census, reconnaissance, etc. DOI refers to many such missions as "Special Use" in OPM-29; these missions require special techniques, procedures and consideration. Aircraft and pilots must be approved for each specific activity prior to use. Mission flights require additional agency planning, active flight following, additional pilot and aircraft inspections and carding, and operational supervision by agency personnel.

Approval



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Date