

TETON INTERAGENCY AVIATION MANAGEMENT PLAN, 2021



Bridger-Teton National Forest

(BTNF)



Grand Teton National Park

(GRTE)

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Summary of Changes for 2021

1. Updated Aviation Business Systems (ABS) with Incident Business Systems (IBS) throughout the document
2. Replaced BTF with BTNF (Bridger Teton National Forest) through out the document.
3. Replaced TDC with TIDC (Teton Interagency Dispatch Center) through out the document.
4. Under Organization and Responsibility updated responsibilities for BTNF North Zone FMO, Teton Airbase Manager and Helitack Supervisor.
5. Updated verbiage under Teton Interagency Dispatch delineating between how flights are approved. Non-emergency vs emergency.
6. Under flight followers required training removed A-204 and replaced with A-104.
7. Section F pg. 25 paragraph 2 added verbiage concerning deconfliction responsibilities.
8. Added table for BTNF and GRTE helispots.
9. Section G Single-Engine Night Flights reference changed from DOI 351 DM Chapter 1 Sections 1.5 and 1.7, to 1.3

Summary of Changes for 2020

1. Removed verbiage on page 10 under the Fixed Wing Flight manager section regarding complex and non-complex mission. All fixed wing flights will have a flight manager or qualified Air Attack Group Supervisor, ATGS providing flight management.
2. Added to the Law Enforcement section on page 21 the following: Forest Service Intermountain Region has a regional law enforcement (LE) MASP for implementation of LE missions.
3. Replaced the position title of FS National Aviation Safety and Training Manager with FS Branch Chief, Aviation Safety Management Systems, on page 23 under the Aircraft Accidents/Incidents/Mishap Response/Overdue Aircraft section.
4. Added Appendix J. GRTE/North Zone BTNF Air Ambulance Temporary Helispots
5. Added Cottonwood Helispot to list of pre-identified helispots on page 18.
6. Updated the naming convention of NWCG aviation standards and policy references found throughout this plan.
7. Added a Protocol for Search and Rescue Flight Requests from Cooperating Agencies on page 15 with the intent of streamlining our interagency mission approval and acceptance process and delivery of customer service to our cooperators.

Summary of Changes for 2019

1. Replaced the old webpage link for Teton Interagency Fire with the new webpage link.
2. Replaced the prior Interagency Flight Request Form (Appendix E) with the new TIDC Aircraft Flight Scheduling Form.
3. Updated the Use of UAS section to include approval authorities and local capability.

Summary of Changes for 2018

1. Added Coburn, Shadow Mountain, and Dugway/Sawmill Ponds Helispots to the approved list on page 16.
2. Air Ambulance coordination added to page 18.
3. Added reference to the new BTNF Unmanned Aircraft System Project Aviation Safety Plan to pages 4 and 17.
4. Removal of nebulous and duplicative statements throughout the document.

Summary of Changes for 2017

1. The clarity of direction found in the 2016 Interagency Aviation Management Plan Summary of Changes has been merged into the 2017 version Purpose Statement. Significant effort was placed in the review of the 2015 Aviation Plan to acknowledge alignment of National Park Service and Forest Service aviation policy resulting in a more concise 2016 plan.
2. The required number of applicable agency administrator or line officer signatures on the

interagency project aviation safety plan (MASP) has been reduced to one. A single signature of approval by the agency administrator or line officer on page one of the MASP represents acceptance and approval of the plan in its entirety. Previously there were three signature blocks within the MASP which was duplicative and unnecessary.

3. The basic information needed to request a temporary flight restriction (TFR) has been added to the Airspace Coordination section on page 23.
4. Clarification regarding who shall submit SAFECOM's when reportable incidents occur, the requirements to brief the Interagency Aviation Officer, and what should be reported other than MISHAPS has been provided on page 24.
5. Currently the Department of Interior All Hazard Helicopter Manager position (HEAM) is unrecognized by the National Park Service (NPS). Reference to the utilization of the HEAM position on page 10, is void until further clarification of prerequisite and requisite training and experience is clarified by NPS.
6. Appendix I has been added to this plan to incorporate the interagency unit Scooper Operations Plan.

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APPENDICES (Detached and available at: <https://gacc.nifc.gov/gbcc/dispatch/wy-TIDC/home/operations/aviation> or from the IAO.

- A. TIDC Flight Following and Flight Plan Procedures
 - B. FS 5700-10 Flight Request/Justification for Administrative Use
 - C. FS 5700-11 Cost Comparison Travel Worksheet
 - D. FS 5700-12 Day Trip Authorization
 - E. TIDC Aircraft Flight Scheduling Form
 - F. NPS Aviation Life Support Equipment (ALSE) Waivers
 - a. GRTE Jenny Lake District Ranger Environmental PPE waiver
 - b. GRTE Science and Resource Management Environmental PPE waiver
 - G. NPS Short Haul Enhancements
 - a. GRTE Short-haul Enhancement
 - b. GRTE/Teton County Wyoming Short-haul Enhancement
 - H. Programmatic MASP's and Project Specific MASP's *
 - 1. GRTE and the BTNF have five programmatic MASP's for recurring missions
 - a. Communication Sites (Radio Repeater, RAWS, SNOTEL, and Webcam maintenance) - GRTE/BTNF
 - b. Fire Detection/Aerial Reconnaissance – GRTE/BTNF
 - c. Short Haul Training – BTNF
 - d. UAS MASP – BTNF/GRTE
 - 2. Project Specific MASP's
- *All the above MASP's are reviewed annually by the local program managers, the IAO, and by regional aviation managers when applicable. They are approved locally by the appropriate level agency administrator or line officer prior to implementation. Program managers and the IAO store these MASP's electronically and file them at the local unit.
- I. Scooper Operations Plan
 - J. GRTE/North Zone BTNF Air Ambulance Temporary Helispots

A. PURPOSE

The purpose of this plan is to align aviation planning and operations with National and Regional standards. This plan provides unit specific guidance and merges where possible National Park Service and Forest Service aviation policy and procedures to provide planning and operational direction to program managers, flight managers, and operators within a complex interagency program. Emphasis is placed on assurance that operations reflect how management perceives them to be. Sensitivity to operations is achieved by removing redundant information, providing general duties and responsibilities within the organization, providing clarity on where procedures are alike and awareness of where they differ.

Objectives:

The purpose of aviation management for the Bridger Teton National Forest (BTNF) and Grand Teton National Park (GRTE) are to provide safe, efficient and economic use of aircraft in completing resource management, visitor protection, and fire management work. These objectives can be accomplished with thorough risk assessment, planning and management. GRTE and the John D. Rockefeller, Jr. Memorial Parkway and the BTNF have a significant aviation workload. This document is a tool with which effective planning may be accomplished. Responsibility and the corresponding authority for management is assigned to individuals within the organization to maintain vigilance and hold to the standards established in this and other plans in order to assure management of risks in all aspects of our operations.

National Park Service (NPS) Director Orders 60 (DO-60), Reference Manual 60 (RM-60), and Forest Service Manual (FSM 5700) require that Aviation Management Plans be completed for all Parks and Forests with significant administrative aviation operations. This plan fulfills these requirements. Furthermore, as the administrative use of aircraft within the BTNF and GRTE have the potential to affect the wilderness character and “soundscape” to a large degree, as well as having obvious safety related implications; this plan is viewed as an important management document.

This plan is an action document for the management of administrative aircraft use within GRTE and BTNF. It establishes guidelines and specific operational procedures for the use of aircraft on GRTE and BTNF. It is designed to enhance safety, protect resources (including natural quiet) and facilities and comply with National Park Service/Forest Service Management policies.

This plan applies only to aircraft on Department of Interior (DOI) and Department of Agriculture (DOA) business or interagency cooperation and does not cover private, general, or commercial aviation operations in and around GRTE and the BTNF.

Program Overview:

Fixed wing and rotary wing aircraft are used for management and administrative purposes, such as wildland fire management, search and rescue (SAR) operations, emergency medical response, cultural and natural resources management, and the construction and maintenance of facilities. Multiple approved special use missions take place on this interagency unit. Specialized helicopter techniques used include short haul for search and rescue operations, aerial ignition operations for prescribed burning, and other external load missions.

GRTE encompasses an area of approximately 334,299 acres and the BTNF 3.4 million acres in Northwestern Wyoming. Most of the land area is remote and rugged, accessed only by foot and horse trails in many cases. Elevation ranges from below 6,000 feet along the Snake River, to the summit of the Grand Teton at 13,776 feet. Topography includes braided river systems, sagebrush/grass, timber and one

of the most rugged mountain ranges in the world. In winter, heavy snow cover prevents timely access to many areas, except by air.

Much of the aviation use is concentrated during the period covered by the exclusive use helicopter contract season (June –October). During this period, helicopter use primarily for fire operations and Search and Rescue ranges from 300 – 500 hours/year (over a ten year period). Fixed wing use, primarily for fire detection and wildlife management purposes is near 150 hours/year and takes place year-round over GRTE and BTNF lands. During the winter months GRTE occasionally utilizes a helicopter contracted by Teton County, Wyoming, to support SAR missions. Retardant aircraft use is occasional. Use of military aircraft is rare.

GRTE and BTNF are both partners in the Greater Yellowstone Coordinating Committee through the Wildland Fire Sub-committee. Through the GYA agreement local wildland fire aviation resources may be shared or exchanged directly between GYA units.

The aviation missions described in this plan are all within the scope and expertise of the Aviation organization to plan and supervise.

B. ORGANIZATION AND RESPONSIBILITY

Agency Administrators:

Agency Administrators, (AA's), will ensure that the aviation program is adequately planned and implemented, and that the Interagency Aviation Management Plan (IAMP) is reviewed annually.

Forest Supervisor:

Overall responsibility of aviation management for the BTNF lies with the Forest Supervisor. The Forest Supervisor is responsible for managing aviation use within Departmental and U.S. Forest Service policy and all relevant legal requirements. The Forest Supervisor oversees implementation of the plan, as delegated to the Interagency Aviation Officer (IAO).

Park Superintendent:

Overall responsibility of aviation management for GRTE lies with the Park Superintendent. The Superintendent is responsible for managing aviation use within Departmental and National Park Service policy and all relevant legal requirements. The Superintendent will resolve disputes related to the denial of routine flight requests, as outlined in this plan. The Superintendent otherwise, delegates implementation of this plan annually to the IAO.

GRTE Chief Ranger:

The Chief Park Ranger is responsible for the operational management of the Aviation Program. The Chief Park Ranger refers unresolved operational procedures or project conflicts to the Superintendent's Office for resolution and oversees implementation of the plan, as delegated to the IAO.

GRTE FMO:

The Park Fire Management Officer is responsible and accountable for providing leadership for the local fire aviation program. The FMO represents the AA on fire aviation related groups/issues.

1. Jointly supervises the Interagency Aviation Officer officer with the Forest AFMO and supervises the Teton Interagency Dispatch (TIDC) Center Manager.
2. Reviews Unit Aviation Plan.
3. Assists in developing IAO workload and setting work priorities.
4. Coordinates NPS budget planning with the Airbase Manager and Interagency Fire Planner.
5. Provides training guidance and approvals; Position Task Book initiation and review of IQCS qualifications and training for GRTE members of Teton Helitack.
6. Provides guidance in reconciling multiple GRTE aviation issues.
7. Act as the Unit Aviation Officer when the IAO is absent and no alternate is in place.
8. Ensures the following in regards to fire aviation activities at GRTE:
 - maintain and contribute to a culture that instills the foundation of safety throughout the fire aviation program
 - ensure only trained and qualified personnel are assigned in fire aviation incidents
 - develop, implement, evaluate, and document a training program to meet current/expected needs
 - ensure staffs understand their role, responsibility, authority, and accountability
 - ensure policies are understood, followed, and coordinated with other agencies
 - ensure incoming resources are briefed prior to assignments
 - monitor seasonal conditions to ensure adequate fire aviation resources are available
 - ensure MOUs, AOPs, and IAAs are established and adequately address the nature of the fire aviation program
 - ensure fiscal accountability in managing fire aviation resources and personnel

BTNF Fire Staff and Deputy Common Duties

1. Reviews Unit Aviation Plan.
2. Ensure all fire management activities on the BTNF are conducted with firefighter and public safety as the highest priority. Ensure all incidents are staffed and managed in a safe and cost-effective manner while enhancing stakeholder support for our management actions.
3. Coordinate aviation resources in response to current and anticipated area fire concerns.
4. Request and oversee distribution of funding for the BTNF Fire and Aviation program.
5. Acts as the Unit Aviation Officer when the IAO is absent and no alternate is in place.
6. In conjunction with GRTE Duty Officer, the Forest Duty Officer will determine out of area availability of Teton wide resources including the helicopters and modules. The Forest Duty Officer will jointly decide with the Park Duty Officer the availability of aviation assets for all non- fire related missions.

BTNF FAFMO

1. Jointly supervises the aviation officer with the GRTE FMO.

Interagency Aviation Officer:

The BTNF and GRTE have an Interagency Aviation Officer (IAO) whose responsibilities are assigned via delegation of authority from the respective Agency Administrators. The IAO must meet training and qualification requirements found in the FSM 5700, NPS RM60, and OPM-04. IAO responsibilities include:

1. Ensures compliance with agency aviation policy, safety compliance, and standard operating procedures.
2. Provides aviation mishap reporting, SAFECOM completion and submission, and provides aid for accident investigation.

3. Conducts periodic safety evaluations of aviation operations for quality assurance.
4. Evaluates aircraft effectiveness, including cost and utilization.
5. Serves as the COR for the interagency exclusive use helicopter contract and fixed wing contracts which may support other aviation operations.
6. Ensures that IAMP and Mission Aviation Safety Plans are updated annually, reviewed, supplemented, and approved at the appropriate management level.
7. Requests waivers, exemptions, or exceptions to policies, standards or procedures or other instructions.
8. Coordinates with regional office aviation management as necessary.
9. Coordinates GRTE and BTNF aviation training and tracks employee training compliance as the unit aviation training administrator.
10. Provides guidance for special use permits involving aviation operations.
11. A broader description of duties can be found within the FSM 5700 and NPS RM60.

BTNF North Zone FMO:

The BTNF North Zone FMO or in his/her absence the North Zone Duty Officer provides supervision of the Teton Airbase Manager, including daily minimum staffing direction for the contract helicopters, and project work coordination. Specific responsibilities include:

1. Provides guidance on local daily staffing for operations.
2. Coordinates budget planning with the Airbase Manager and Interagency Fire Planner.
3. Provides training guidance and approvals; Position Task Book initiation and review of IQCS qualifications and training for BTNF members of Teton Helitack.
4. Employee housing coordination.
5. Provides hiring and facilities guidance and support.

Teton Airbase Manager:

Responsible for overseeing all Teton Helitack operations – wildfire response and logistical support, SAR to include short haul, aviation projects, base management, training, and personnel management. Duties include:

1. Alternate Contracting Officers Representative (ACOR) for the exclusive use helicopter contract, as designated by the Contracting Officer.
2. Annually updates the Teton Interagency Helicopter Operations Plan.
3. Provides guidance and develops Mission Aviation Safety Plans.
4. The Airbase Manager is the BTNF Short-haul Manager.
5. As delegated, serve as Regional Short-haul check spotter.
6. Ensure Performance Evaluations and Individual Development Plans are completed for Helitack Supervisor.
7. Timely and accurate completion of Helicopter Contract 15-day reports and bi-weekly contract documents.
8. Responsible for year-end helicopter contract reports.
9. IQCS Account Manager for Teton Helitack.
10. Represent Teton Helitack on the Forest Training Committee and overall training manager.

Helitack Supervisor:

The Helitack Supervisor reports to the Airbase Manager and supervises the subordinate organization of Teton Helitack. Duties include:

1. Assist with annual updates of the Teton Interagency Helicopter Operations Plan.

2. Provides guidance and develops Mission Aviation Safety Plans.
3. Ensures that crewmember Performance Evaluations are initiated and completed.
4. Ensures timely submission of crew time and per diem.
5. Timely and accurate completion of Helicopter Contract 15 day reports and bi-weekly contract documents as delegated by the Teton Airbase Manager.
6. Ensures timely submission of crew time and per diem.
7. Assist with completion of year-end helicopter contract reports.
8. IQCS Account Manager.

Jenny Lake District Ranger:

The Jenny Lake District Ranger is the GRTE Short Haul (SH) program manager. The SH Program Manager will coordinate aviation activities through the IAO. Duties include:

1. Ensure compliance with aviation policies to include the Interagency Aviation Management Plan.
2. Update the GRTE SH Plan annually.
3. Coordinate GRTE SH training exercises.
4. Maintain SH program equipment and staff documentation.
5. Maintain relationship with Teton Interagency Helitack work group.
6. Represent GRTE on the SH Working Group.

Helicopter Manager:

A qualified Helicopter Manager (HMGB) or Resource Helicopter Manager will be assigned, as applicable, to each helicopter mission.

1. Coordinates with scheduling office, pilot, and users on flight planning.
2. Completes required contractual, administrative, and operational documents.
3. Ensures that vendors complete records and reports as required by the contract.
4. Ensures required personal protective equipment is available and utilized correctly.
5. Performs preflight briefing and ensures a preflight passenger briefing by the pilot is accomplished prior to the flight; verifies that the aircraft and pilot are approved and authorized for the type of operation to be conducted.
6. Ensures that flight following and resource tracking are performed.
7. Ensure that load calculations, personnel, and cargo manifests are completed.
8. Limits deviation from established flight plan or mission plan.
9. Assists the Pilot in aerial hazard identification; ensures a high-level reconnaissance is made prior to a low-level flight.
10. Reports any deviation from planned flight or normal operations immediately utilizing agency incident/hazard report, for example SAFECOM.
11. A more detailed description of duties can be found in the NWCG Standards for Helicopter Operations (SHO), or in the Teton Interagency Helicopter Operations Plan.

Resource Helicopter Manager or All Hazard Project Helicopter Manager (HEAM):

GRTE employs Resource Helicopter Managers for search and rescue (SAR), SAR training or nonemergency projects. SAR Helicopter Managers are occasionally needed to manage aircraft during out-of-GRTE Mutual Aid responses, conducted under MOUs with neighboring state or county agencies. Resource Helicopter Managers will satisfy Interagency Aviation Training Guide (IAT) requirements. HEAM's will satisfy the requirements found in the DOI Incident Position and Qualifications Guide. It is the responsibility of the Resource Helicopter Manager or HEAM to satisfy the duties described in the Helicopter Manager section above.

Fixed Wing Flight Manager and Special Use Flight Manager:

Flight Managers will meet training requirements found in the IAT Guide for the specific mission profiles. A Flight Manager or qualified Air Attack Group Supervisor, ATGS, will supervise all missions; see information below for description of duties.

1. Coordinates with scheduling office and vendor pilot for flight planning.
2. Completes and/or reviews required administrative and operational forms (Project Aviation Safety Plan and/or Risk Assessment).
3. Ensures required personal protective equipment is available and utilized correctly.
4. Performs preflight briefing and ensures a preflight passenger briefing by the pilot is accomplished prior to the flight. Verifies that the pilot and aircraft are approved and authorized for the type of operation to be conducted by checking Pilot Qualification Card and Aircraft Data Card.
5. Ensures that flight following and, if applicable, resource tracking is performed, and performs a preflight radio check.
6. Ensures that load calculation and manifests are completed correctly.
7. Ensures that, except in an emergency, there is no deviation from established flight plan or type of intended use unless such deviation is relayed and/or approved through identified procedures and that any requirements of such a deviation are met.
8. Assists the pilot in aerial hazard identification; ensures a high-level reconnaissance is made prior to low-level flight.
9. Reports any deviations from planned flight or normal operations immediately utilizing agency incident/hazard report.
10. When requested, assists pilot in loading and unloading passengers and cargo.
11. In conjunction with pilot, completes their portion of agency flight payment document (OAS 23E or IBS input as appropriate).

Teton Interagency Dispatch Center:

All non- fire flights are approved through the IAO and TIDC. All fire and SAR flights will be ordered directly through TIDC. TIDC dispatches all fire and emergency related flights, assigns air to ground and air to air frequencies, and monitors aircraft within the dispatch area.

Aircraft Dispatchers and Flight Followers:

An aviation dispatcher is one who may receive, process, and place orders for aircraft, provide flight following and other aviation support services. Reference the IAT Guide for specific training requirements which are higher than that required of the Flight Follower.

Flight followers provide aircraft flight following via Automated Flight Following (AFF) and radio communication. Flight followers must have as a minimum the following training: A-100, A-104, A-107, A-109, A-115, A-200, A-207 (all available on line), and an orientation by an aircraft dispatcher or the IAO, with emphasis on how to initiate a response to aircraft mishaps, overdue and missing aircraft.

Incident Commanders:

Whenever an aircraft is used for a non-routine mission (search and rescue, fire suppression, law enforcement emergency, or medical evacuation etc.) there will be an Incident Commander for that incident.

It is the Incident Commander's responsibility to:

1. Ensure appropriate risk management processes are completed.
2. Ensure that the aircraft service is procured in compliance with the guidelines contained in this plan (order through Teton Dispatch).
3. Ensure that qualified personnel properly manage all aircraft. When applicable the IC should request and assign appropriate helibase management.
4. The Incident Commander in emergency situations must justify and document deviations from established PPE use during flight operations, in accordance with any established PPE waivers.

Passengers:

It is the Passenger's responsibility to:

1. Share responsibility for aviation safety and are expected to take timely action to prevent unsafe operations.
2. Not ride in any aircraft or with pilots not properly approved and carded.
3. Not hesitate to request pilots to produce approval evidence.
4. Discuss with the pilot, the mission, any concerns with agency policy, or anything that appears to be of issue. Remember, the pilot is in charge of the aircraft and responsible for the overall safety of the flight. Do not pressure your pilot to fly unsafe missions.
5. Terminate or cancel the flight if you feel that the pilot is operating the aircraft in an unsafe manner, or in violation of agency policy or procedures, and immediately contact your agency's aviation representative.
6. Follow the instructions of the Flight Manager or Helicopter Manager and the pilot.
7. Advise the pilot of hazards or unsafe conditions.
8. Leave behind unnecessary gear and inform pilot of any hazardous materials to be carried.
9. Wear proper PPE.
10. Secure loose gear in the cabin of the aircraft.
11. Carry proper clothing for weather, etc.
12. Refrain from any actions that may damage the aircraft.
13. Properly adjust seat belts.

Authorized Passengers:

Unless approval is obtained, only Federal employees on official business or those that are essential to the mission will be authorized to fly. Agency Administrators may approve non-federal employees and media to fly if their presence is advantageous to the Government. For Forest Service missions, approval must be documented on a Day Trip Authorization form (FS-5700-12) Appendix D. NPS RM 60 addresses when the Department of the Interior solicitor's approval is required for Senior Executive Service employees to travel on government aircraft.

Staffing Needs, Qualifications and Training:

For the aviation program to be well managed, and operate both safely and effectively, there are several formal qualifications that should be present. It is recognized that GRTE and BTNF have diverse needs and that some qualification standards vary. Standards and qualifications are outlined in the SHO and NWCG PMS 310-1. Additional standards for GRTE employees can be found in DM 350-354, OPM-04, RM-60 and Intermountain Regional supplements.

The aviation program should maintain an appropriate level of qualified personnel due to the complexity of the program for air operations supervision. Due to the highly technical nature of search and rescue missions performed to include short haul operations qualified GRTE and BTNF personnel must be

represented on a regular basis at pertinent NPS and FS meetings regarding these techniques as well be informed on policy and procedures updates.

New employees should receive a general briefing on the aviation program and elements of this plan from their supervisor or IAO. Agency Administrators, Line Managers, and Supervisors shall satisfy agency specific IAT Guide required training.

C. AVIATION POLICY

All aviation activities shall comply with the following policy, regulations, direction, and guides as applicable. The latest version applies.

- Applicable Federal Aviation Regulations (FARs) Parts 61, 91 and 135
- Forest Service Manual, FSM 5700, Aviation Management
- U.S. Department of the Interior/Office of Aircraft Services Policy, Departmental Manuals (DM 350 through 354, and Operational Procedures Memoranda (OPMs)
- National Park Service Policy, Directors Order 60 (DO-60), Reference Manual 60 (RM-60)
- NWCG Standards for Helicopter Operations (SHO)
- NWCG Standards for Aviation Transport of Hazardous Materials
- NWCG Standards for Aerial Ignition
- NWCG Standards for Fire Unmanned Aircraft System (UAS) Operations
- Interagency Airspace Coordination Guide
- Interagency Aerial Supervision Guide and NWCG Standards for Airspace Coordination
- Interagency Aviation Life Support Equipment Handbook
- NPS Short Haul Operations Plan
- OPM 32 Short Haul Operations
- Forest Service Emergency Medical Short Haul Operations Plan
- FAA Advisory Circular No 91-36D entitled "Visual Flight Rules (VFR) Flight Near Noise Sensitive Areas"
- Code of Federal Regulations, Titles 36, 41 and 49, title 41, Section 114-38.5003 as it pertains to the use of motor vehicles (aircraft) by employees other than while on official duty, and Departmental Rules 20.735-15, which address misuse of government vehicles or aircraft. These rules state, in part, "Employees shall not willfully use or authorize the use of a Government-owned or leased passenger motor vehicle (aircraft) for other than official purposes. Violation of this provision shall automatically result in suspension from duty.

Below are hyperlinks to applicable departmental and agency policy, standards, and guides:

<https://www.nwcg.gov/publications> - NWCG publications

<https://www.fs.fed.us/managing-land/fire/aviation/publications> - U.S. Forest Service and Interagency Aviation Publications

<https://www.nps.gov/subjects/aviation/aviation-policy.htm> - NPS Aviation Policy

<https://www.iat.gov/> - IAT Website

<https://edit.doi.gov/aviation/library/opm> - DOI Operational Procedures Memoranda Index

These documents are incorporated into this aviation plan for reference and are by no means an exhaustive list of applicable policy and operating guidelines. Variances between Forest Service and

Department of Interior policy do exist. Other information specific to helicopter and helibase operations is contained in the Teton Interagency Helicopter Operations Plan.

Aircraft Management Responsibilities:

All aviation operations within the BTNF and GRTE will have a designated flight manager responsible for the execution of the operation and compliance with the policies and operational procedures contained in this plan. This person will be a qualified Helicopter Manager for rotor wing flights and a Fixed-Wing Flight Manager for fixed wing flights.

Aviation Security:

All aviation facilities will satisfy the USFS National Aviation Safety and Management Plan and DOI DM, Part 352, Chapter 10- Aircraft and Aviation Facility Security and a supplement, the Field Reference Guide for Aviation Security for Airport and other Aviation Facilities. Facilities and identified helispots will be annually reviewed for security issues with reports sent to the appropriate agency administrator. All identified issues will be resolved in a timely manner.

Flight Approval Process and Ordering Procedures:

Non-emergent project flight requests will be coordinated through the IAO and Dispatch using the TIDC Flight Schedule Form found in Appendix E.

Life, Wildfire, and Law Enforcement Emergency incident requests will be placed through TIDC and be approved via preplanned dispatch run cards or GRTE and BTNF Duty Officers.

Routine Flight Requests:

"Routine flights" are defined as those that can be scheduled in advance and meet the other requirements of this section. If a routine flight does not take place, there will be no significant threat to life, property, resources or services and the flight can be rescheduled.

Examples of "routine flights" are activities such as research, routine maintenance, helicopter training activities, special use and filming permit administration, animal and visitor surveys, VIP orientation, non-emergency personnel transports, and other administrative uses.

When competition for available aviation resources exist or there are scheduling conflicts mission requests will be prioritized using the following criteria:

Flight Priorities:

1. Life Threatening Emergency
2. Fire Emergency
3. Law Enforcement Emergency (non-life threatening)
4. Non-Life Threatening Emergency
5. Routine mission requests

Search and Rescue Flight Requests from Local Cooperating Agencies:

Cooperating federal agencies, State, and local municipalities occasionally request helicopter support from TIDC for search and rescue or law enforcement missions on lands within their respective jurisdictions. Several national policies and guidelines, including the National Response Plan (NRP) and the National Search and Rescue Plan of the United States recognize the expertise in land-based SAR of the DOI-

National Park Service. Emergency Support Function #9 Search and Rescue Annex of the NRP identifies the DOI-National Park Service as the Primary Agency for inland, backcountry, remote area SAR operations. These plans authorize the use of NPS resources to assist and aid SAR authorities in neighboring jurisdictions (other Federal lands, State, Tribal, and local areas under certain conditions). In addition, 54 USC allows for the “Rendering of emergency rescue, firefighting, and cooperative assistance to nearby law enforcement and fire prevention agencies, and for related purposes outside of the National Park System.” BTNF Line Officers also have authority from the FSM 1599 for providing aid to support lead agencies in search and rescue operations. The NRP and National SAR Plan authorities specifically do not commit the federal agencies to provide air ambulance services to local entities, but rather assist with the resources (aircraft, personnel, and specialized rescue techniques) that the agencies can bring to a lifesaving effort. Cooperator requests for SAR will be facilitated using the protocol on the following page.

Protocol for Search and Rescue Flight Requests from Cooperating Agencies Teton Interagency Dispatch

1. SAR call received by TIDC for use of interagency helicopter from cooperating agency dispatch.
2. TIDC places cooperating agency IC in communication with a permanent Jenny Lake Ranger.
3. Jenny Lake Ranger enters dialogue with IC to determine the following:
 - i. Is this a life or limb emergency or is the nature of the emergency such that air evacuation is the most appropriate extraction method? (Develop the mission profile and understand the resources needed)
 - ii. Are we providing a skill and/or resource that is not readily available from another venue? (Assures alignment of the commitment of federal resources with line officer authority)
 - iii. Can this request be satisfied within one operational period? (Enables understanding of the estimated duration of federal resource commitment)
 - iv. Are the Federal personnel resources needed limited to Teton Helitack and/or park service personnel? (Enables understanding of quantity of federal resource commitment)
4. TIDC gets approval from Park and Forest Duty Officers for use of aircraft based on nature of the emergency and mission profile received from the Jenny Lake Ranger. Jenny Lake Ranger and Duty Officers enter discussion if necessary.
5. TIDC shares Duty Officers’ approval with the Jenny Lake Ranger and cooperating agency dispatch.
6. TIDC notifies Teton Helitack Helicopter Manager that an aircraft request has been approved and places them in contact with the Jenny Lake Ranger and/or IC for team selection and mission planning details.

Note:

Inquiries regarding the status of the Teton Interagency Helicopters should be made through TIDC.

Aircraft Use in Wilderness Areas:

The Wilderness Act generally prohibits motorized equipment or mechanized transport in designated wilderness areas; however, it allows them "as necessary to meet minimum requirements for the administration of the area for the purpose of this Act." In protecting wilderness character and resources and in managing wilderness use in accordance with the Wilderness Act, the National Park Service and U.S. Forest Service will adhere to the "minimum tool" concept. Agency Administrators, in accordance with the appropriate Wilderness Management Plan, will select the minimum tool or administrative practice necessary to successfully and safely accomplish the management objective with the least adverse impact on wilderness character and resources. All decisions pertaining to administrative practices and use of equipment in wilderness will be based on this concept. Potential disruption of wilderness character and resources and applicable safety concerns will be considered before and given significantly more weight than economic efficiency. If some compromise of wilderness resources or character is unavoidable, only those actions that have localized, short-term adverse impacts will be acceptable.

Administrative use of motorized equipment or mechanical transport, will be authorized in accordance with GRTE's Backcountry Management Plan, FSM 2320, and the BTNF SAR Plan; (1) if determined by the Park Superintendent, Forest Supervisor or delegated official to be the minimum tool needed by management to achieve the purposes of the area, and (2) in emergency situations involving human health or safety or the protection of wilderness values. Such management activities will be conducted in accordance with all applicable regulations, policies, and guidelines and, where practical, will be scheduled to avoid creating adverse resource impacts or conflicts with visitor use. During specific periods of high fire danger, (local preparedness levels 4 and 5) the Forest Supervisor/Park Superintendent may choose to provide preauthorization, through Pre-Planned dispatch, regarding use of mechanized equipment for wildland fire response.

Use of fixed wing aircraft for detection and fire size-up will be at the discretion of the Fire Duty Officers. At certain fire danger levels, preplanned dispatch recommends dispatch of a plane and aerial observer. Aerial observers should limit low level flying to reconnaissance of an actual fire area. If deemed appropriate by the Fire Duty Officer, a helicopter may be used for initial detection and size-up but will limit low level flight to actual reconnaissance required to size-up, and if needed, determine cause. The helicopter will not land without Agency Administrator approval either through preauthorization or delegated authority of a subordinate line officer. Wilderness landing approvals and preauthorization for these landings are found in Appendix G, of the BTNF SAR Plan.

No permanent heliports, helipads, or airstrips will be allowed in the wilderness. Temporary landing facilities may be used to meet the minimum requirements of emergency situations. Site improvements determined to be essential for safety reasons during individual emergency situations may be authorized, but the site will be restored to natural conditions after the emergency has ended. Natural openings may be used for authorized non-emergency aircraft landings, but no permanent site markings or improvements of any kind may be installed. Agency resource advisors should be consulted in the event multiple landings are required.

GRTE currently has no Congressional designated wilderness but portions of GRTE are identified as both recommended and potential wilderness. Management policies dictate that management of recommended and potential wilderness should be treated as Congressional designated wilderness.

The aviation program will strive to preserve the natural quiet and the natural sounds associated with the physical and biological resources of GRTE and BTNF. Activities causing excessive or unnecessary unnatural sounds in and adjacent to GRTE and BTNF, including low-elevation aircraft over flights, may be monitored, and action should be taken to prevent or minimize unnatural sounds that adversely affect resources or values or visitors' enjoyment of them.

Resource Tracking and Flight Following:

Resource tracking procedures are outlined in the National Interagency Mobilization Guide and the Great Basin

Mobilization Guide. Resource tracking may be performed by phone or radio. Check-ins shall be made prior to takeoff, at each stop en route, and upon arrival at destination. Flight following is the knowledge of an aircraft's location and condition with a reasonable degree of certainty that, in the event of a mishap, the survivors may be rescued. Flight following is required for all special use missions.

Flight Following:

TIDC or the local flight follower is responsible for flight following and will continue monitoring the radio until the aircraft is handed off to another dispatch center or the aircraft has landed.

- Incident Commander or Flight Manager or Pilot will contact TIDC or local flight following Radio Operator (RADO) to initiate flight following and establish 15-minute flight following intervals.
 - Communicate to Dispatcher/RADO the following:
 - Communication frequency.
 - Type of mission.
 - Aircraft type and identification number ("N" number).
 - Number of passengers and pilots.
 - Proposed flight route or destination.
 - Confirm AFF is working (RADO's may not have connectivity to use the AFF application).

- Depending on aircraft communication capabilities the following procedures will be adhered to:

When flight following **WITHOUT AFF**, relay the following information to dispatch every 15 minutes:

 - Current location (geographic, legal location, or latitude / longitude).
 - Current direction of flight.
 - Next destination or area to be surveyed.
 - Estimated time on ground (if landing).

When flight following **WITH AFF**, the aircraft dispatcher or flight follower will check the status of the aircraft every 15 minutes.

- Flight Manager or Pilot will communicate to dispatch any deviations to the last report of flight intentions.
- Aircraft dispatcher or flight follower will call the aircraft if there is any unexpected change or deviation from last report.

- Terminate flight following with Dispatch at end of mission or advise intent to contact or positive contact with adjacent dispatch center. TIDC will contact that dispatch center for positive handoff. Refer to Appendix A for more detail.

Helispots:

Helispots for project missions and emergencies may be identified and approved by the appropriate level of management and qualified aviation personnel. Consideration for selecting a helispot can be found in the SHO.

BTNF and GRTE pre-determined helispots (D MM.MM)

BTNF Helispots		
Blackrock	N 43 49.64	W110 20.93
Bryan Flats	N 43 16.58	W110 38.76
McCain Meadows	N 43 05.31	W110 43.26
LaBarge Meadows	N 42 30.65	W110 41.26
Coburn	N 43 19.85	W 110 47.99
Cottonwood	N 43 17.52	W110 47.67

GRTE Helispots		
Lupine Meadows - SAR Cache	N 43 44.61	W 110 43.82
Gros Ventre River site	N 43 38.438	W 110 35.039
Colter Bay Dump Road	N 43 54.53	W 110 37.23
Moran Ball Field	N 43 50.49	W110 30.39
Flagg Gravel Pit	N 44 05.436	W110 40.830
Shadow Mountain	N 43 42.354	W110 37.219
Dugway/Sawmill Ponds	N 43 39.220	W110 44.292 – winter ops

Additional Helicopter Parking:

Coordination with private landowners or municipal airports to establish land use agreements for additional aircraft landing areas will be facilitated by the IAO or his/her acting through the applicable BTNF or GRTE grants and agreements personnel.

Aircraft Transponder Code (Fire Fighting):

As directed by DOI Information Bulletin No. 97-5 a transponder code 1255 must be utilized by aircraft responding to and operating over fire suppression operations. It is not to be used for repositioning or during cross-country flights. Unless a code is assigned by Air Traffic Control VFR code 1200 will be used for all other flights. It is important that aircraft transponders are in good operating condition and turned on for Traffic Alert and Collision Avoidance Systems (TCAS) to function in surrounding airspace.

D. AVIATION MANAGEMENT ACTIVITIES

The predominant aircraft uses on this interagency unit are for fire management and SAR to include fire detection/reconnaissance, initial attack, personnel transport, water and cargo delivery, short haul operations, prescribed fire aerial ignition, and use of cooperator aircraft. Of no less significance are the other resource management missions including various external load deliveries via helicopter, vegetation and wildlife surveys, law enforcement, administrative flights, and ACETA contract operations.

Reconnaissance/Detection:

Reconnaissance and detection flights will remain above 500 feet AGL unless appropriate PPE, flight management, and pilot requirements are met. All fire detection flights will be requested through TIDC by the BTNF or GRTE Duty Officer. TIDC will process requests for aviation resources available for detection missions.Unmanned Aircraft Systems (UAS):

Definition: “Unmanned aircraft” means a device that is used or intended to be used for flight in the air without the possibility of direct human intervention from within or on the device, and the associated operational elements and components that are required for the pilot or system operator in command to operator or control the device (such as cameras, sensors, communication links). This term includes all types of devices that meet this definition (e.g., model airplanes, quadcopters, and drones) that are used for any purpose, including for recreation or commerce.

BTNF

UAS will be used in accordance with the direction found in the National Aviation and Safety Management Plan. The R4 RAO shall be included in any proposed UAS operations and the Forest Supervisor must approve all missions.

UAS use by the BTNF or that which the BTNF permits via special use permit will comply with the guidance found in the FSM 5700, Forest Service UAS Desk Guide, and the BTNF UAS MASP. This desk guide is to be updated quarterly and has been developed to provide policy references and procedural information for Forest Service use of UAS as well as commercial UAS and recreational UAS use on National Forest System (NFS) lands. Those requesting permits for commercial activities using UAS shall have their FAA operator and aircraft credentials subject to review by local unit permit administrators prior to permit issuance.

GRTE

Closure and Use: In 2014, Policy Memorandum 14-05, was issued by the Director of the National Park Service, which included closure language: Launching, landing or operating an unmanned aircraft from or on lands and waters administered by the National Park Service within the boundaries of the park is prohibited except as approved in writing by the superintendent. All UAS operations and requests, should be coordinated with the Park Aviation Manager and/or Regional Aviation Manager.

Special Use Permit (SUP): Requests shall follow guidelines in Policy Memorandum 14-05 Exhibit B for such activities. For more detailed information on the use of UAS in certain circumstances, refer to Policy Memorandum 14-05 and Policy Memorandum from the Acting Director, Mike Reynolds ([*PM 14-05 Reassignment of Unmanned Aircraft Systems \(UAS\) Approval Authority to the Regional Directors*](#)).

NPS Emergency or Urgent Use Approval Authority: The March 11, 2019, Deputy Director letter “Reassignment of UAS Approval Authority for Emergency and Urgent Missions to Park Superintendents, ...approval authority for operations of UAS from National Park Service (NPS) lands and waters during All-Hazard “emergency” and “urgent” operational events is reassigned from regional directors to park superintendents. This authority is in addition to the previous August 28, 2017, memorandum reassigning approval authority for the use of UAS during wildfire operations from regional directors to parksuperintendents.

The NPS Reference Manual-55 Incident Management Program describes All-Hazard operations as incidents and events that are not related to wildland fire, fire use or prescribed fire. Department of the Interior (DOI) Aviation Management Departmental Manual 350 DM 1.4, defines “emergency” and “urgent” operations as:

1. Emergency – Situations or occurrences of a serious nature, developing suddenly, unexpectedly and demanding immediate action to prevent loss of life.
2. Urgent Operational – An unforeseen combination of circumstances that calls for immediate action, but is not life threatening.

An example of an “emergency” is use of a UAS to prevent loss of life during a search and rescue. Examples of “urgent” operational missions are use of a UAS to document evidence for a law enforcement case before evidence deteriorates, or cultural/natural resource condition assessments before or after a severe weather or geological event occurs.

This authority only alleviates the requirement for Regional Director approval per Policy Memorandum 14-05 for intra-agency and interagency UAS use for “emergency” and “urgent” unplanned events as defined above. All UAS operations must follow Federal Aviation Administration, DOI and NPS aviation requirements. Parks utilizing this delegation must notify their respective regional aviation managers as soon as practicable to ensure regional leadership remains informed.

Other Agency Operator Requirements:

The Regional Director's Memo signed March 19, 2019, provides UAS operator requirements for outside agencies that may provide UAS support to NPS units under emergency and urgent mission circumstances. Those requirements are:

1. Operators must be FAA Certified
2. And fall under existing mutual aid agreements (county sheriff's offices, Dept. of Public Safety, etc.) or federally (interagency) carded UAS operators

Other NPS UAS Operations:

All UAS operations shall comply with the DOI and NPS policies: DM 350-353, OPM-11, RM 60, and Policy Memorandum 14-05. Current Federal Aviation Administration (FAA) policy is provided in 14 CFR Parts 91 and 107 and/or FAA Order 8900.1, Volume 16, Unmanned Aircraft Systems (UAS). For DOI Fleet management, Contractor provided UAS Flight Services procurement and acquisition refer to OAS (www.doi.gov/aviation/uas).

For the use of UAS on wildland fires refer to the Memorandum Reassignment of Unmanned Aircraft Systems (UAS) Approval Authority for Wildland fires to Park Superintendents, dated Aug. 28th, 2017. These operations must follow the requirements outlined in the Interagency Fire Unmanned Aircraft Systems Operations Guide (PMS 515).

Wildland Fire Operations:

Fixed and rotary-wing aircraft may be used for initial actions and support in fire management activities. Request for aircraft will be made through TIDC following preplanned dispatch procedures or the discretion of Fire Management. Fixed wing resources will be assigned from the GBCC, neighboring GACC's, or NICC.

Search and Rescue and Short Haul Operations:

Fixed wing and rotary-wing aircraft may be used to support search and rescue activities. These activities will be in support of the GRTE Visitor and Resource Protection Division, BTNF Agency personnel, and local county jurisdictions with federal agency line officer approval. Specialized missions for search and rescue may include reconnaissance, low-level flight, hovering out of ground effect, and short haul rescue. Short haul operations are implemented under the National Park Service Short Haul Operations Plan and the Forest Service Emergency Medical Short Haul Operations Plan, EMSHOP. Park Service rescue personnel may be exempt from meeting certain ALSE requirements but only to the extent defined in an approved waiver/enhancement for specific environmental condition (Appendix F). All such deviations will be approved and documented by the Incident Commander.

Air Ambulance Coordination

Air Ambulance services will be requested through TIDC by personnel in the field when the need arises. These requests will include incident personnel contact name or identifier, command and air to ground frequencies, and position location (latitude and longitude). The IAO will coordinate with common service providers to share BTNF and GRTE frequency plans and standard operating procedures.

Administrative Travel:

Small fixed wing aircraft may be used for moving firefighters to fires or other personnel to training/meetings when it is the most efficient method of travel. In addition to the pilot filing an FAA flight plan, the sending dispatcher is responsible for resource tracking and informing pilots of flight following procedures. Pilots will be instructed to check in at intermediate stops (schedule permitting) and at the destination. OMB Circular No. A-123 and OMB Circular No. A-126 require a cost analysis to justify the use of government owned or leased aircraft for NPS employees. Completion of Forest Service form FS-5700-11 will meet this requirement for USFS employees.

Aerial Ignition:

Aerial ignition projects will be planned in accordance with the NWCG Standards for Aerial Ignition. Two mix transfer system with four Helitorches and two Plastic Sphere Dispensers are available from Teton Helibase. Qualified personnel will implement the project and appropriate checklists will be used. Aerial ignition plans and checklists are available in the NWCG Standards for Aerial Ignition and in the appendix of this document.

External Loads:

An appropriately carded pilot will fly all external load missions. All external load missions will be done in accordance with the SHO.

Heli-skiing Permit Administration:

The BTNF Jackson District administers a Helicopter Skiing permit. No BTNF employee shall fly aboard the Heli-Ski vendor's aircraft without satisfying project aviation safety planning requirements found in the FSM 5711 and the aircraft being approved for agency personnel transport. The Forest Service Intermountain Region operations guide, regional policy, and NASMP should be followed if an employee is to fly for permit administration.

Resource Management:

There are recurring GRTE, BTNF, and cooperators resource management projects that include aircraft supported telemetry missions. Mission profiles often include low level reconnaissance for locating targeted animals. PPE is required although an existing ALSE waiver has been granted to GRTE employees and other emergency support personnel for certain environmental conditions (see Appendix F).

Law Enforcement:

Exclusive use aviation resources may be utilized for special missions to support law enforcement responses on GRTE and BTNF. All safety programs apply to these missions regarding PPE and flight following. The pilot and air crew must be briefed on any additional hazards expected to be encountered in the completion of the mission. Policy does allow for the carrying of handguns and long guns under prescribed conditions described in SHO. Additionally, the carrying of ammunition is subject to the provisions of the Aviation Transport of Hazardous Materials Handbook. Forest Service Intermountain Region has a regional law enforcement (LE) MASP for implementation of LE missions.

Other Aviation Projects:

Other occasional aviation uses include Aerial Photography, Aerial Application, and media flights. These projects should be addressed on a case-by-case basis and a Mission Aviation Safety Plans must be prepared and approved prior to implementation. Flights involving the use of external photographic or aerial application

equipment will be accomplished only using FAA approved equipment.

E. AIRCRAFT

Except for scheduled air carrier service, all aircraft shall carry a current aircraft data card issued by the Forest Service or DOI. The aircraft will only be used for missions it is approved for. Approved missions are listed on the Data Card. Some cooperator and military aircraft are approved through written agreements. These aircraft will carry an approval letter from the Regional Aviation Officer or Aviation Management Directorate. Pilots must also carry a pilot approval card issued by the Forest Service or DOI. The Forest Service or DOI will utilize no aircraft, pilot or crew that has not been federally carded and/or approved for the mission to be flown with the exception of an unforeseen exigency.

Exclusive Use Contract Aircraft:

The BTNF and GRTE share two exclusive use contract helicopters. They are both high performance Type 3 aircraft. Details are more fully defined in the current year's contract. Other exclusive use helicopters are available within the Greater Yellowstone Area and may be ordered directly through the GYA Agreement or the GBCC. Operating procedures are outlined within this plan or the Exclusive Use Helicopter Contracts.

Call When Needed (CWN) and On-Call Contracts:

These aircraft are on contract to the federal agencies to be used as needed for administrative, fire, fire detection, or project work. These aircraft may include helicopters, single engine airplanes, or multi-engine airplanes. These aircraft are ordered through established dispatch procedures and are available for those specific missions covered under their respective contracts.

Retardant Aircraft and Water Scoopers:

Air tankers are used for the delivery of fire retardant on wildfires. Incident Commanders, Air-Attack, or Operations Chiefs may order these aircraft through established dispatch procedures. Water scoopers are a national resource and should be managed and used much like heavy helicopters. Operations will be in compliance with a Water Scooper Evaluation and Operations Plan developed by the local unit per the National Aviation Safety and Management Plan, Appendix I – Scooper Operations Plan

NMAC Type I Helicopters:

Type 1 exclusive use helicopters may be ordered through TIDC. Special consideration needs to be given regarding the location that these aircraft are to be positioned on the BTNF and GRTE to accommodate the vendor flight and maintenance crew and equipment required by the contracts prior to ordering.

Smokejumpers:

Smokejumpers and associated aircraft are used to supplement the BTNF and GRTE initial attack resources and may be ordered through TIDC. Smokejumper dispatch and ordering are accomplished in accordance with the Geographic and National Mobilization Guides and Interagency Smokejumper Operations Guide (ISMOG).

Cooperator and Military Aircraft:

Use of State / local government, military, or other federal agencies require prior approval for DOI and

approval/inspection for USFS. Written approval for the use of military aircraft must come from the National Office or the Director of OAS. Proposed flights on these aircraft must be requested, and consultation with the IAO is mandatory. National Guard aircraft is considered to be a cooperator and other military aircraft are considered as active military.

NPS Use of Teton County, WY contracted helicopter:

This use is approved by the NPS Associate Director of Visitor and Resource Protection, Cooperator Letter of Approval, and MOU between Teton County and GRTE. NPS Rangers may utilize the Teton County, WY, contracted helicopter to accomplish search and rescue missions within GRTE and may provide support to Teton County on missions under their jurisdiction.

F. PRE-OPERATIONAL PLANNING

The BTNF and GRTE considers it essential to safeguard against human injury or loss of life, property loss and damage to the environment. Accident prevention is accomplished through vigilant planning, risk management, hazard mitigation, adherence to policy and guidelines, and participating party coordination. The [FS Aviation Safety Management System \(SMS\) Guide](#), will be used to incorporate a proactive approach using hazard identification and risk management to achieve accident prevention.

Risk Management will be given priority for operational planning of all aviation activities. This involves the identification of hazards associated with the operation, probability of encountering the hazards, measure of the effects of the encounter, identification of mitigation measures, and an assignment of final risk effect.

When planning and time allow, a Deliberate Risk Assessment will be completed. When the urgency of the situation does not allow for a Deliberate Risk Assessment then a Rapid Risk Assessment should be made. “Rapid” does not mean “hasty” or “uninformed”. These situations may include SAR and fire suppression operations when there are high values at risk. Chapter 3 of the SHO should be used as a guide for completing a comprehensive risk analysis for a given mission.

Risk Decisions will be based on the following principles

1. Accept no unnecessary risk.
2. Decisions should be made at a level that corresponds to the degree of risk.
3. Accept risks only if the benefits clearly outweigh the potential consequences.
4. Safety is given priority over mission accomplishment.

Mission Aviation Safety Plans:

Mission Aviation Safety Plans will be required for all non-fire projects that utilize aviation resources and all special use missions. All projects will have either a programmatic or project specific MASP reviewed and approved at the appropriate level. Helicopter or fixed wing projects on BTNF/GRTE requiring a MASP will be developed and annually reviewed by the program benefitting from the activity in coordination with the IAO. The IAO will then submit MASP’s to the appropriate Regional Aviation Officer/Manager for review and get appropriate local unit agency approval. For the BTNF and GRTE, Special Use Project Aviation Plans will be reviewed by the IAO and forwarded to the appropriate Regional Aviation Officer or Manager. Programmatic MASP’s can be found within Appendix H on the Teton Interagency Fire website at: <https://gacc.nifc.gov/gbcc/dispatch/wy-TIDC/home/operations/aviation>

Briefings:

Briefings for pilots, crewmembers, and associated personnel will be held prior to any operation or project. Pilots assigned to the BTNF/GRTE and visiting pilots and crews will be briefed on pertinent portions of the Aviation Plan, Teton Interagency Helicopter Operations Plan, Radio Communications systems, local hazards and conditions, navigation aids, incidents, prominent landmarks, safety and emergency procedures (helispots and emergency equipment available), dispatching procedures (flight scheduling and reporting during flights) and the unit Flight Hazard Map. A briefing package for this purpose is available at: <https://gacc.nifc.gov/gbcc/dispatch/wy-TIDC/home/operations/aviation>, or from the IAO or Duty Officer.

Smokejumper pilots and spotters will be briefed by incident commanders, duty officers, or TIDC while en route or over incidents to which they are responding. These briefings will include pertinent aviation and ground operations intelligence.

Prior to each flight passengers will be given a passenger safety briefing by the pilot, Flight Manager, or qualified Helitack personnel. Operators and participants within each aviation mission will receive a briefing which includes the mission specific MASP information as described within the MASP. It is required that the MASP Briefing Form or a template with like elements is completed by the flight manager submitted to the IAO within five days of the completion of the project. The exception to this rule is Short-haul training events. GAR risk assessments and typical Short-haul operational briefings will be completed rather than the MASP Safety Briefing so that training events mimic emergent Short-haul operations.

Aerial Hazard Maps:

The IAO will ensure that an Aerial Hazard Map is compiled and updated annually. The Hazard Map will be available with each copy of this plan, at TIDC and each BTNF/GRTE aviation facility for review by flight crews. Hazard maps are available at: <https://gacc.nifc.gov/gbcc/dispatch/wy-TIDC/home/operations/aviation>, or from the IAO or Duty Officer.

Airspace Coordination:

The IAO, Dispatchers, and On-scene Aviation personnel are all responsible for airspace coordination. Personnel involved in aviation operations shall follow process and procedures outlined in the Interagency Airspace Coordination Guide (IACG).

A Temporary Flight Restriction (TFR) will normally be requested when an aviation operation involves multiple aircraft of different types, is near or in an area with a high concentration of aircraft (i.e. near navigation aids), over or near a congested area, or is likely to attract media and public attention. TIDC is responsible for submitting TFR requests. When requesting a TFR the following should be provided to TIDC: the latitude and longitude of the desired center point in degrees minutes seconds, the radius (typically 5NM), and altitude that is 2000' AGL above the highest operating level.

Due to the high number aircraft operating in the vicinity of the Jackson Hole airport, managers and pilots should consider advising the air traffic control tower of our emergent aircraft operations when they are in the vicinity of the controlled airspace. When applicable, pilots should monitor the tower frequency (VHF 118.075) for traffic advisories and airport information.

No Special Use Airspace exists over the BTNF or GRTE. One Military Training Route bisects the BTNF. MTR IR 499 and begins SE of Cody, WY and ends near Palisades Lake, ID. Altitude of the route is from 100 feet AGL to 13,000 feet MSL 1-4 nautical miles either side of centerline. Hours of operation are continuous. Scheduling Activity is through Offutt AFB. Originating activity is through Ellsworth Air

Force Base, South Dakota (phone # 605-385-1230) or (on call # 605-431-3025). Any need for deconfliction will be done by Teton Interagency Dispatch Center.

Aircraft Accidents/Incidents/Mishap Response/Overdue Aircraft:

All aviation mishaps will be reported immediately to the Teton Interagency Dispatch Center for proper notification of appropriate managers as outlined in the Interagency Aviation Mishap Response Plan, (1-888-4MISHAP).

When an aircraft accident has occurred, it is imperative that the crash site be preserved much the same way a crime scene is protected. After necessary EMS activities are concluded, the accident site will be secured and a perimeter established with flagging or evidence tape. Personnel must make sure that everything inside the perimeter remains as it was found until accident investigators arrive on the scene.

An aircraft accident (as defined by OAS) is an occurrence associated with the operation of an aircraft that takes place between the time any person boards the aircraft with the intention of flight and all such persons have disembarked, and in which any person suffers death or serious injury, or in which the aircraft receives substantial damage. (Reference 352 DM 6).

An incident with potential is an incident that narrowly misses being an accident and in which the circumstances indicate significant potential for substantial damage or serious injury. The USDA - FS Branch Chief, Aviation Safety Management Systems or the OAS Safety Manager as appropriate, will determine final classification.

An aircraft incident is an occurrence other than an accident associated with the operation of an aircraft, which affects or could affect the safety of operations.

The IAO will be notified by TIDC when either type of mishap occurs. Aviation incidents shall be reported using SAFECOM system within 24 hours of occurrence by the aircraft manager and the aircraft manager will brief the IAO regarding the incident. The SAFECOM system should also be used to report any condition, observation, act, maintenance problem, or circumstance with personnel or the aircraft that has the potential to cause an aviation-related mishap.

When an Accident Occurs:

1. Give First Aid as needed.
2. Notify TIDC and order back-up medical or SAR resources as needed.
3. TIDC will apply the local unit notification process.
4. Document events and secure the accident site.

In the event of an accident, ground mishap or missing aircraft, TIDC will use the Teton Aviation Mishap Response Plan for guidance and notification process. All accidents will be reported immediately to the appropriate Regional Aviation Officer, who will notify the OAS Safety Manager and assist with accident investigation.

Overdue Aircraft:

An aircraft is considered overdue when it fails to arrive within 30 minutes of the estimated time of arrival or 30 minutes has elapsed from the last check-in. TIDC will follow the Interagency Aviation Mishap Response Plan for overdue aircraft.

Search and Rescue Operations for Aircraft:

Responsibility for coordinating searches for missing TIDC controlled aircraft will be a combined effort of the IAO, the SAR Coordinator and/or appropriate County Sheriff's Office, the Air Force Rescue Coordination Center at Langley Air Force Base (Virginia), and the Federal Aviation Administration. The Civil Air Patrol may be involved, as well as the National Transportation Safety Board (NTSB). In extended search situations, an Incident Management Team may be established. In that case, the Air Operations Officer will coordinate aviation- related matters for the search.

Any employee who has reason to believe an aircraft has crash-landed in GRTE or BTNF should immediately notify TIDC so action can be taken following established protocols.

Periodic Quality Assurance Reviews and Annual Plan Review:

Periodic quality assurance reviews of individual aviation operations will be completed by the IAO to assure operations are implemented as planned, follow agency policy, and promote learning. These may be completed ad hoc or at the request of BTNF, GRTE, or incident management personnel. These periodic reviews are also intended to develop recommendations for changes in mission planning and implementation, identify training deficiencies, identify strengths, and promote the occurrence of intended outcomes. The findings of these reviews will be shared with local management, the operators involved in the operation, and regional aviation management when applicable.

The BTNF and GRTE aviation staff will meet annually to critique aviation operations with the intent to update and revise the Aviation Management Plan.

G. OPERATING GUIDELINES FOR AVIATION

Aircraft Data Cards:

No aircraft will be used by GRTE or BTNF flights unless a current aircraft data card (USDA Form 5700-4 or USDI/OAS Form 36A, B or C) is displayed. NOTE: USDA (U.S. Department of Agriculture) and USDI (U.S. Department of the Interior) cards are interchangeable, i.e., aircraft carded under one agency can be used by the other. Emergency exception provided in 350 DM 1.2. Cooperator aircraft (i.e. National Guard) will have letters of approval in lieu of aircraft data cards. The Wyoming State Helicopter and cooperating county aircraft have letters of approval and aircraft data cards.

Pilot Qualification Cards:

All pilots flying aircraft on official DOI flight will carry a current Pilot Qualification Card (USDA-Forest Service Form 5700-3, GPO Form 907-259 or DOI/OAS Form 30A, B or C). Emergency exception provided in 350 DM 1.2. Cooperator pilots (i.e. National Guard) will have Letters of Approval in lieu of Pilot Qualification cards.

Personal Protective Equipment:

All personnel on board helicopters or airplanes involved in special use missions (with the possible exception of a rescue victim) will be clothed and protected per standards contained in the ALSE Handbook. Hardhats (ANZI standard Z89.1 Type 1 or NFPA 1977), eye and hearing protection are **REQUIRED** for heliport/helisport personnel working in the immediate vicinity (within 100 feet) of an operating helicopter. PPE is not required for fixed wing point-to-point administrative flights above 500 feet.

The ALSE Guide prohibits the wearing of nylon or other easily melted materials beneath protective

clothing. To do so defeats the purpose of the flame retardant garments.

PPE waivers are provided for two instances in GRTE and can be found in Appendix F. These approved waivers will be reaffirmed every three years for applicability or renewal enhancement applications will be requested if there is significant change to the application. PPE deviations for aviation projects will be rare exceptions and will be referenced in the MASP.

Flight Manifest:

All passengers on both fixed wing and rotary winged flights will be properly manifested prior to the initiation of the mission.

Load Calculations:

Interagency Helicopter Load Calculation form will be used for rotary-wing aircraft while comparable forms are used for fixed-wing flights. Applicable FARs and DOI DM and OPMs will be observed.

Special Use Activities:

Special use activities are those operations involving the utilization of fixed or rotor-wing aircraft in support of department programs, which require special considerations due to their functional use. This may require deviation from normal operating practices where authorized by DOI through the waiver process, and granted approval from FS Regional Aviation Officers with conditions noted on Aircraft Approval Card (FSH 5709.16, 36.21). Special pilot qualifications and techniques, special aircraft equipment, and personal protective equipment are required to enhance the safe transportation of personnel and property. (Departmental Manual 351 DM 1) (FSM 5710). Special uses include such activities as flights within 500 feet of the surface, water or retardant application, para-cargo, aerial ignition, external loads, short haul, ACETA, etc.

Pilot Authority:

The pilot of the aircraft will have the final say as to whether an aspect of the flight operation can be safely performed. The Flight Manager/Chief of Party also has the discretion of vetoing a trip if it becomes obvious that the mission cannot be successfully or safely completed.

Pilot Duty Limitations:

Limitations will be adhered to except in cases of extreme emergency. Reference 351 DM 3.5.

Single-Engine Night Flights:

This type of night flight will only be authorized when in compliance with Federal Aviation Regulations and DOI 351 DM Chapter 1 (Sections 1.3).

Instrument Flight:

DOI DMs and OPMs, and FARs will be followed.

Low Level Flight:

Flights will be performed in accordance with DOI DMs and OPMs as well as with FARs.

Transporting Explosives and Flammables:

GRTE and BTNF are party to the exemption DOT-E 9198 concerning the transportation of hazardous materials in aircraft. Specifications found in the Interagency Aviation Transport of Hazardous Materials Guide will be followed. Hazardous materials not dealt with in this guide and those transported by commercial aircraft must be transported in compliance with the requirements of Title 49, Code of Federal Regulations, part 175 (49 CFR part 175). NPS policy is further clarified in 351 DM 1, "Flight Standards". Applicable OSHA recommendations (as Section 1910.106-a-29) should also be considered. Transportation of flammable liquids (as gasoline, acetylene, LPG and so forth) will only occur in approved containers. Hazardous Materials training is required annually.

Transportation of Dogs and Other Pets:

Transportation will be done in accordance with applicable DOI/FS regulations or as emergency situations dictate such as SAR operations with dog-handler teams being deployed during a search; all dogs will be leashed and attended while in the aircraft, and muzzles are required unless circumstances dictate otherwise via a risk assessment performed by the aircraft manager. Owners or attendants are responsible for removing litter from aircraft after such transports. Pet owners are encouraged to enclose animals in standard airplane pet carriers if they have them.

Pilot Briefings:

All new contract/rental pilots will be briefed as soon as possible after the contract is activated. This briefing will cover local communications systems (BTNF/GRTE, FAA and other commonly agreed upon frequencies and procedures), navigation aids, flight hazards, legal descriptions (as used with wildland fires) and prominent landmarks (this includes common entry and exit points used by tour operators), payment procedures and administrative duties (record keeping, maintenance scheduling, etc.), safety and emergency procedures (helispots and emergency equipment available), and dispatching procedures (flight scheduling and reporting during flights).

Specific Helicopter Guidelines

Load Calculations and Loading:

The pilot will perform written load calculations on all helicopter missions within GRTE and the BTNF. The helicopter manager has the responsibility for loading manifested personnel and cargo. Internal cargo will be packaged in the most compact and secure form possible.

Fuel Storage and Handling:

All aspects of fuel storage and handling will be in compliance with DOI 351 DM, "Aviation Fuel Handling".

General Project Work:

The same requirements will be in effect as when performing any other flight. Administrative, maintenance or other project flights will either have a resource or helicopter manager at departure/arrival points or personnel with appropriate qualifications such as a helicopter crewmember. The intent is to prevent or limit unintended outcomes of aviation operations and promote program success.

Wildland Fire Operations Transportation and Support:

The helicopter may be used to support firefighting crews during fire management operations. Landing zones may be in remote areas and on non-approved sites. A manager (who may be part of the

firefighting crew) will accompany all initial attack flights to fires.

Short Haul Insertion:

All use of this technique will be in compliance with the criteria and procedures outlined in the DOI OPM 32 Short Haul Operations and the Forest Service EMSHOP.

Winter/Snow Operations:

The same procedures and requirements will be followed as during other times of the year. Deep snow will necessitate putting snowshoes on the helicopter and/or compaction of the helispot by ground personnel. (See DOI 351 DM 1.7D, "Snow Operations"). This type of activity will require specific qualifications of carded pilots.

Wind Indicators:

Standard international orange windsocks will be provided at all permanent helibases. At temporary helispots, hand signals, flagging, smoke, or radio instructions may be sufficient. When possible, windsocks are preferred.

Specific Fixed Wing Guidelines

Personal Protective Equipment:

Full personal protective equipment is required for fixed winged flight operations under 500 feet above ground level, as outlined in the ALSE Handbook.

Enplaning/Deplaning:

On single-engine airplanes, the engine will not be started until passengers are aboard and the doors are closed. At the completion of the flight, the engine will be shut down, propeller stopped, and all switches off before cabin doors are opened for passenger off-loading.