

BPA Policy 462-1

Management and Use of Government Aircraft

Transmission Services

Table of Contents

1. Purpose & Background	2
2. Policy Owner	2
3. Applicability.....	2
4. Terms & Definitions	2
5. Policy	4
6. Policy Exceptions.....	6
7. Responsibilities	6
8. Standards & Procedures	8
9. Performance & Monitoring.....	9
10. Authorities & References.....	10
11. Review.....	11
12. Revision History	11
Appendix A Supplemental Guidance	11

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 1	

1. Purpose & Background

Bonneville Power Administration (BPA) is applying 14 CFR Part 135 [Commuter and On Demand Operating Requirements](#) to the operation of BPA aircraft to establish a framework for a safe, secure, and efficient BPA aviation program and to ensure that BPA aviation operations are in compliance with all applicable Federal laws, regulations and policies. BPA uses both Government-Owned and Commercial Aviation Services (CAS) (chartered) aircraft to provide safe, reliable and economical aircraft services to allow BPA to carry out its statutory missions. Government-Owned aircraft are primarily used by BPA for aerial patrols including right-of-way management, surveys and transmission line inspections. Government-Owned aircraft are also used by BPA to support environmental and biological surveys and to transport employees for official trips.

2. Policy Owner

The Senior Vice President of Transmission Services is the owner of this policy. The Aircraft Services (TC) organization has overall responsibility for implementing, monitoring, reporting, evaluating, and proposing revisions to this policy. Questions regarding this policy should be directed to the BPA Supervisory Aircraft Services Specialist in the TC organization.

3. Applicability

This policy is applicable to all BPA aviation/aircraft services users, including those using both Government-owned and Commercial Aviation Services aircraft.

4. Terms & Definitions

For terms and definitions pertaining to Federal Aviation Administration (FAA) certifications, operations and maintenance of aircraft, refer to [14 CFR Part 1, Definitions](#).

For terms and definitions pertaining to the management and use of Government-Owned aircraft, refer to:

- [41 CFR § 300-3.1](#)
- [OMB Circular No. A-126](#)
- [DOE Order 440.2C](#) (Management and Operations Safety, approved June 15, 2011)
- [Federal Travel Regulations](#).

- A. **Accepted Commercial Aviation Services:** A **CAS Provider** that BPA determines to have met U.S. Department of Energy (DOE) and BPA safety and operational standards. The U.S. Department of Energy Office of Aviation Management (OAM) maintains a [list of Accepted Commercial Aviation Service Providers](#). Regularly scheduled U.S. domestic

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft	Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 2

airlines are not subject to agency reviews and are not on the data list. Please refer to [DOE Order 440.2C](#) for further information.

- B. **Aircraft Mission Priorities:** BPA’s Aircraft Mission Priorities are defined in 462-1.5.C)2) (below).
- C. **Aviation Safety Committee:** The committee, chaired by the BPA Aviation Manager or designee, reviews aviation safety issues related to flight requests and projects that require specialized procedures, hazard assessments, risk management plans or safety oversight. The Aviation Safety Committee may develop procedural documents for aviation activities that fall outside the scope of “normal” aerial patrols or transportation flights. The Aviation Safety Committee also serves as BPA’s Flight Readiness Review Board (See Section 660.4.K), below).
- D. **Aviation Safety Management Program:** A comprehensive Integrated Safety Management System (ISMS) (see Bonneville Aircraft Services [BAS] General Operations Manual [GOM]) established by BAS that ensures that:
 - 1. The work is defined (the type[s] of aircraft operations to be conducted, mission specifics, and areas of operation) and is performed under proper control.
 - 2. Risk analysis and risk management procedures are defined. Hazards analysis files are maintained by the BPA Chief Pilot.
 - 3. Independent assessment and oversight are conducted. BAS’ ISMS is reviewed and periodically audited by the DOE OAM and the FAA for completeness and compliance with current regulations.
 - 4. BPA and the CAS provider report aircraft accidents and incidents to the BPA Aviation Manager, the DOE OAM, and the National Transportation Safety Board (NTSB) in accordance with applicable Federal regulations and [DOE Order 440.2C](#).
 - 5. An Aviation Mishap Response Plan, developed and maintained by the Supervisory Aircraft Services Specialist in accordance with the direction provided in the GOM, is followed when an incident occurs.
- E. **Aviation Safety Reviews:** must be completed prior to initiating flight operations on all missions or authorized activities. (Reference BAS’ FAA-accepted General Operations Manual for specific policies and practices.)
- F. **BPA Supervisory Aircraft Services Specialist:** The person responsible for leading BPA Aviation Services, directing operations and maintenance of BPA Aircraft, managing Aircraft Service Facilities, conducting BAS employee training, and chairing the Aviation Safety Committee. The duties of and qualifications for this position are detailed in [14 CFR Part 119](#) and in the BAS GOM.
- G. **Commercial Aviation Services (CAS)** includes the following:

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 3	

1. **Leased Aircraft:** Aircraft leased for BPA’s exclusive use. The National Business Aviation Association defines a leased aircraft as an aircraft that is “transferred without transfer of title. The owner of the aircraft, or lessor, retains legal title to the aircraft, but transfers possession of the aircraft to the lessee.”
 2. Aircraft chartered or rented for BPA’s exclusive use for a shorter period or single use;
 3. Full services (i.e., aircraft maintenance providers, aircraft, and related aviation services for exclusive use) obtained by contract; or
 4. Aviation Services (i.e., services other than aircraft) obtained by contract.
- H. **Federal Aircraft Interactive Reporting System (FAIRS):** The General Services Administration’s (GSA) automated system which updates GSA’s report on the status of federal aircraft programs.
- I. **Federal Flight Safety Standards:** Guidelines established in a governing document (e.g., a memorandum of agreement or memorandum of understanding) regarding the use of aircraft owned or operated by another federal agency.
- J. **Flight Readiness Review Board (FRRB):** is a team of experts that advises BPA managers of the risks of a proposed aviation operation. The duties and membership of the FRRB are defined in the ISMS included in the BAS General Operations Manual.
- K. **Government Aircraft:** Any aircraft owned, leased, chartered, or rented by an executive agency other than a branch of the Armed Forces or an intelligence agency.
- L. **Mission Travel:** Official travel (as defined in the [Federal Travel Regulations](#) [FTR]) on Government Aircraft to accomplish BPA mission responsibilities and to support activities that constitute the discharge of BPA’s official responsibilities.
- M. **Official Travel:** includes a) travel to meet mission requirements, b) required use travel, and c) other travel for the conduct of agency business.
- N. **Senior Management Official (SMO):** The BAS SMO is the Senior Vice President of Transmission Services. The SMO, appointed by the Administrator, has oversight authority for BPA Aviation operations and for approval of senior executive service (SES) and non-federal travel per the [FTR](#). These authorities are conveyed by the 1994 Delegation of Authority; the SMO’s duties are defined in [DOE Order 440.2C](#).

5. Policy

- A. BAS activities will be managed efficiently, effectively, and safely.
- B. BAS must implement an effective Aviation Safety Management Program to meet FAA, NTSB and DOE regulations and requirements.

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 4	

C. BPA Aircraft use will be allocated in accordance with the Aircraft Mission Priorities.

1. Aircraft Mission Priorities as outlined by BPAM Chapter 660.5.C) 2) apply except where superseded by BPA emergency response requirements. Such emergency procedures or priorities must be executed in a manner consistent with FAA regulations and DOE guidance.
2. Aircraft Mission Priorities during times other than emergency declared by the BPA Chief Operating Officer:
 - a. For BPA-owned Airplane¹
 - 1) Transportation to support Transmission Field Services patrol and construction activities, and
 - 2) Transportation to meet other Official Travel needs. Rules governing Official Travel are defined in the [Federal Travel Regulations](#). Rules defining official use of Government Aircraft are found in [OMB Circular A-126](#).
 - b. For BPA-owned helicopter
 - 1) Special aerial patrols assessing emergency outages of the transmission system requested by the Transmission dispatch centers or Transmission field organizations. Rules defining official use of BPA helicopters are defined in [OMB Circular A-126](#);
 - 2) Aerial Patrols, aerial photography and aerial surveys to inspect Transmission lines and facilities and to collect photo documentation or data to meet Peak Reliability or North American Electric Reliability Corporation (NERC) reliability compliance requirements.
 - 3) [Rotorcraft external-load operations](#) to support Transmission Field Services repair, maintenance, and upgrade work on the Transmission system;² and
 - 4) Transportation to meet other Official Travel needs of BPA³.

D. **Accepted Commercial Aviation Services (CAS):** Refer to [Bonneville Purchasing Instructions](#) (BPI) Requirements for Prime and Subcontractors, and BPA contract Environment, Safety and Health clauses.

¹ Flight request form (BPA Form 4450.01e) must be filed.

² Flight request form (BPA Form 4450.01e) must be filed.

³ Flight request form (BPA Form 4450.01e) must be filed.

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 5	

- E. **Applicability:** This policy applies to BPA organizations and individual BPA employees involved in the acquisition, management, operation and maintenance of Government Aircraft and any related service, and to BPA organizations that request or obtain accepted CAS in direct support of BPA’s official responsibilities or the Official Travel needs defined in 660.4.M), above.
- F. **Exclusions**
(See 660.6, **Policy Exceptions**, below).

6. Policy Exceptions

- A. Scheduled flights operated by U.S. air carriers.
- B. Government Aircraft owned and operated by other governmental agencies that are used by BPA in a life or property emergency when the incident manager determines that aircraft use is the only reasonable option.
- C. Aircraft owned and operated by other governmental agencies in a non-emergency if the governmental agency meets any other standards established by BPA.
- D. As determined by the BPA Supervisory Aircraft Services Specialist.

7. Responsibilities

A. Transmission Services (T)

- 1. Provides aircraft services support to BPA.
- 2. Conducts BPA aircraft operations through the BPA Supervisory Aircraft Services Specialist.
- 3. The SMO for Aviation is responsible for approving BPA regulations, criteria, guidelines, and procedures for conducting aircraft operations and for authorizing allowable transportation uses (other than common carrier) not specifically covered in published guidelines.
- 4. The SMO or the individual appointed as “acting” in his or her behalf has the overall responsibility for approving travel aboard BPA Federal or CAS aircraft for senior Federal travelers and non-Federal travelers in accordance with existing exemptions issued by the OMB or GSA. (Refer to [FTR](#) for procedures).
- 5. When the Senior Vice President of Transmission is unavailable, the BPA Chief Operating Officer shall perform the SMO duties and approve the travel in accordance with BPA policies. (Refer to [FTR](#) for procedures).

- B. **Human Capital Management (HCM):** implements BPA next-of-kin notification and support processes, which support the Federal plan for aviation accidents involving Government Aircraft.

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page in 6	

C. BPA Aircraft Services (BAS)

1. Ensures that BPA Federal aircraft are operated and maintained in accordance with standards in [14 CFR Part 135](#) and [133](#).
2. Ensures that aviation policy and BAS strategic goals are aligned with BPA’s business objectives, [Key Agency Targets](#) and Key Transmission Targets.
3. Establishes a culture of safety.
4. Receives flight requests from BPA organizations, employees, and senior federal travelers, develops and submits approval memorandum for senior federal and non-Federal travelers to SMO, maintains a passenger manifest for each flight, and a next-of-kin register for each passenger. (See section 660.7.B, above).
5. Coordinates with DOE OAM to identify accepted CAS, when BAS determines that BPA-Federal aircraft cannot meet customer mission needs.
6. Submits aircraft incident and accident reports to NTSB and service difficulty reports to FAA as required by BAS’ GOM.
7. Collects, submits to GSA and approves FAIRS cost, utilization and aircraft data quarterly.
8. Ensures the cost effectiveness of all BAS investments.
9. Implements and maintains training programs that meet professional and compliance standards.
10. Ensures that BPA has the optimal mix of aircraft, equipment, tools and personnel to meet internal and external customer’s needs through rigorous planning and cost benefit analysis.
11. Implements an effective flight scheduling process and procedure to coordinate flight requests.
12. Schedules flights.

D) BPA Supervisory Aircraft Services Specialist

1. Directs operations and maintenance of BPA aircraft; develops policy; manages aircraft service facilities; conducts employee training; and chairs the Aviation Safety Committee.
2. Coordinates the development of aircraft management policies and standards and the collection of aircraft data with the DOE OAM and GSA.
3. Submits changes to the BPA Aviation Program and its policies and procedures (including amendments, variances or deviations) for review by BPA’s SMO.

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 7	

4. Approves the use of BPA Federal and CAS aircraft based on BPA mission and official travel needs.
- E) **BPA’s Aviation Safety Officer:** position is assigned by the BPA Supervisory Aircraft Services Specialist to a qualified BAS employee as a collateral responsibility. The Aviation Safety Officer’s duties are detailed in the GOM. The aviation safety program is integrated with the BPA Safety Office’s safety program and conducted in coordination with the BPA Safety Officer.
 - F) **Supply Chain Organization (NS):** coordinates with the BPA Supervisory Aircraft Services Specialist to ensure that applicable operations, maintenance and safety requirements are identified and are incorporated into [Bonneville Purchasing Instructions](#) relating to projects or BPA organizations that use CAS.
 - G) **BPA Chief Safety Officer**
 1. Provides BAS facilities aviation ground safety oversight, where required.
 2. Follows procedures for the notification, reporting, and investigation of aircraft incidents and accidents in accordance with [BPA Occupational Safety and Health Program](#), and [DOE Order 225.1A, Accident Investigations](#).
 3. Conducts line management inspections or audits where applicable to ensure compliance with DOE and Federal ground safety requirements.
 4. Participates in FRRB discussions on the development and risk assessment of aircraft operations that require an Aviation Safety Review.
 5. Aircraft Services Personnel roles and responsibilities are found in BAS’ FAA-accepted GOM and the FAA-approved [Rotorcraft External Load Combination Flight Manual](#).

8. Standards & Procedures

- A. **Administrative Rules for the Use of BPA Federal and CAS Aircraft:** Refer to [FTR](#).
- B. **Request and Approval Procedures:** Refer to [FTR](#).
- C. **Operational Standards**
 1. BPA’s Government Aircraft will comply with the following:
 - a. [14 CFR Part 135](#) operations, training, pilot qualifications, maintenance and all other applicable requirements while conducting transportation or operations (except rotorcraft external load operations);
 - b. BAS’ FAA-accepted GOM; and

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 8	

- c. FAA Operations Specifications issued to BAS.
- 2. BPA Federal aircraft conducting external load operations will comply with the following:
 - a. [14 CFR Part 133](#);
 - b. BAS’ FAA-approved [Rotorcraft External Load Combination Flight Manual](#); and
 - c. Other administrative controls established in Aviation Safety Review documents.
- 3. CAS will comply with the following:
 - a. Contractual requirements, statement of work or task order.
 - b. Requirements in BPA task orders, statements of work, and [Bonneville Purchasing Instructions](#) governing the acceptance, procurement, operation, aircraft equipment and certification, crew qualification, training, and oversight of CAS operations.
 - c. Applicable certification, operations and maintenance requirements of [14 CFR Chapter 1](#).
- 4. Privately-Owned Aircraft: Refer to [FTR](#).
- D. **BAS Manager and Safety Officer Qualifications:** The BPA Supervisory Aircraft Services Specialist and Aviation Safety Officer must meet the DOE Aviation Program Manager and Aviation Safety Officer Qualification Standards found in [DOE-STD-1164-2003](#) and the specific job description in the most recent PD as well as FAA requirements.
- E. **Flight Operations, Aircraft Maintenance and Flight Training (BPA Government-Owned Aircraft):** Refer to the BAS GOM for policies and procedures regarding the BPA operation and maintenance of Federal Aircraft Operations. For policies and procedures regarding flight crew training refer to BAS’ FAA-approved Flight Training Manual.
- F. **Acquisition and Disposal of Aircraft:** BAS will comply with all BPA and FAA policies and procedures for the acquisition and disposal of aircraft and aircraft parts.

9. Performance & Monitoring

BAS reports Government Aircraft and CAS costs and flight hours quarterly to OMB using the GSA’s FAIRS system. The report is reviewed and monitored by DOE OAM. The OAM audits BAS’ safety management system, manuals and directives, training program, crew management, flight operations, maintenance requirements and reporting requirements.

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 9	

Approval for senior Federal and non-Federal travel aboard BPA Government or CAS aircraft is tracked quarterly using the GSA Travel Reporting Tool (GTRT). The report is reviewed and monitored by DOE OAM.

BAS will comply with all applicable federal rules and statutes through management oversight, pilot and mechanic input, strict adherence to FAA and BPA guidance, and training.

10. Authorities & References

The following documents are the foundation for this policy and are generally applicable throughout the document. Further, requirements found within the documents listed below are incorporated into this policy by reference:

- A. BPA organic statutes on procurement, disposal, and etc. (i.e. [Bonnevillle Project Act § 832a](#)).
- B. [Title 14 Code of Federal Regulations \(CFR\), Chapter 1](#).
- C. [Title 41 CFR Part 300-3; 301-10; and 301-70](#), Federal Travel Regulations.
- D. [Title 49 CFR Parts 171 – 175](#) and [830](#).
- E. Office of Management and Budget (OMB) Circular A-11, [Preparation, Submission and Execution of the Budget \(July 2014\)](#).
- F. OMB Circular A-123, [Management's Responsibility for Internal Control](#).
- G. OMB Circular A-126, [Improving the Management and Use of Government Aircraft](#).
- H. DOE O 440.2C chg 1, [Aviation Management and Safety](#), dated 06/22/11.
- I. DOE O 225.1A, [Accident Investigations](#), dated 03/04/11.
- J. DOE-STD-1164-2003, [Aviation Safety Officer Functional Area Qualifications Standard](#).
- K. [Bonnevillle Purchasing Instructions](#).
- L. [BPA Contractor Safety and Health Requirements for Prime and Subcontractors](#), dated 04/01/14.
- M. BPA Policy 420-1, [Safety Health Program](#).
- N. BPA Policy 181, [Accident Investigation and Reporting](#).
- O. BPA Policy 490-1, [Basic Travel Policy, Responsibility and Authority](#).
- P. BPA Policy 463.01, [Personal Property](#).
- Q. BAS General Operations Manual and appendices.
- R. BAS [Rotorcraft External Load Combination Flight Manual](#).
- S. BAS Continued Airworthiness Instructions Manual.

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft		Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 10	

- T. BAS Approved Aircraft Inspection Program, as amended.
- U. BAS Aviation Mishap Response Plan.
- V. Aircraft Services Flight Training Manual.
- W. Federal Aviation Administration (FAA) Advisory Circular (AC) 00-1.1A, [Public Aircraft Operations](#), as revised.
- X. National Transportation Safety Board publication NTSB/SPC-99/04, [Federal Plan for Aviation Accidents Involving Aircraft Operated by or Chartered by Federal Agencies 10/07/99](#).

11. Review

This policy shall be reviewed annually and if necessary, updated. It will be updated within 90 days of any changes to the Management and Use of Government Aircraft policy, and published following stakeholder review.

12. Revision History

Version	Issue Date	Description of Change
1.0	4/3/2015	BPAM Chapter 190 updated and migrated to BPA Policy Template, renamed BPA Policy 462-1.
1.1	8/15/2018	Appendix added, links and references updated

Organization Transmission Services		Title/Subject Management and Use of Government Aircraft	Unique ID 462-1	
Author William Duncan	Approved by Richard Shaheen, SVP Transmission Services	Date 4/3/2015	Version 1.1	Page 11