



United States Department of the Interior
Office of Aviation Services
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DOI OPERATIONAL PROCEDURES MEMORANDUM (OPM) – 17

Subject: Aviation Acquisition Planning

Effective Date: May 23, 2023

Last Updated: May 11, 2023

Expiration Date: December 31, 2023

1. **Summary of Changes.** The Executive Aviation Subcommittee (EAS) reviewed on 11 May, 2023, and concurred with the following changes.

- Replaced long-lead planning with “acquisition planning” throughout the document
- 5.A. added “The bureaus will also submit an AQD-13A, AQD-13H, or AQD-13U for the specific type of aircraft desired.”
- 5.B. replaced “are responsible for the annual submission of a five-year contract acquisition plan by Oct. 1 to Oct. 31. The Executive Aviation Subcommittee (EAS) will meet with respective OAS and AQD staff annually to review and update plans.” with “Bureaus, OAS, and AQD should meet annually to ensure all upcoming contract renewals are known and planning can occur.” And added “See Appendix 2, as this details contracts valued between \$5M and \$50M.”
- 5.E. replaced “on the Long-Lead Planning Timeline Tracker. This sheet includes the major milestone events of the process and will be available to OAS, AQD, and the Bureaus. Data input is the responsibility of OAS Technical Services Division (TSD), AQD and respective Bureaus. All participants are responsible throughout the process to update this document, collaborate and share information on status of the requirement while working through the timeline.” with by collaboration between the Bureaus, AQD and OAS.
- 5.F. added “See Appendix 2 for timeline requirements”
- Updated Appendix 1 Aviation Acquisitions-Roles and Responsibilities.

2. **Purpose.** The purpose of this OPM is to establish policy, procedures and acquisition planning milestones for the development of specifications, procurement, and inspection of aircraft and aircraft related services in support of Departmental programs.

3. **Authority.** This policy is established by the Director, Department of the Interior, Office of Aviation Services (OAS) in accordance with the provisions of Departmental Manual 112 DM 12, 350 DM 1; and Secretarial Order 3322 dated August 23, 2012.
4. **Background.** National Business Center, Aviation Management Directorate (NBC-AMD) as listed in 353 DM 1 no longer exists. On August 23, 2012 NBC-AMD was realigned under Deputy Assistant Secretary Public Safety, Resource Protection, and Emergency Services (DAS-PRE) and named Office of Aviation Services (OAS), and aviation contracting services were re-assigned under the Interior Business Center (IBC) Acquisition Services Directorate (AQD). The aviation technical services requirements remained with OAS. This OPM addresses this organizational change and identifies the new processes and responsibilities for DOI Aviation Procurement between AQD, OAS and the Bureaus.
5. **Roles and Responsibilities:** The estimated timelines and processes outlined in this OPM will meet critical bureau operational requirements. A description of roles and responsibilities is provided as Appendix 1.

- Prescribed timelines for OAS to review and assure standard and specialized specifications for aircraft and crew are appropriate for the missions.
- Prescribed timelines for AQD to prepare the acquisition plan, develop the solicitation and other pre-award documents, solicit bids, lead the evaluation of offers, conduct negotiations, make the award, and prepare all of the necessary supporting documentation.
- Prescribed timelines for OAS to provide post-award inspections.

This will allow for a fair interval for the vendors to procure additional required equipment and allow vendor pilots to gain proficiency for highly complex missions. Coordination and collaboration throughout this process is critical for all parties to be successful.

- A. Bureaus are responsible for submitting a Request for Contract Services (AQD-13) as per the attached Appendix 2 regarding acquisition planning timeline. The bureaus will also submit an AQD-13A, AQD-13H, or AQD-13U for the specific type of aircraft desired. This will ensure adequate time to complete the entire specification review, procurement, and inspection processes. See Appendix 1 for roles and responsibilities.
- B. Bureaus, OAS, and AQD should meet annually to ensure all upcoming contract renewals are known and planning can occur. Late submissions for AQD-13's will be accepted within the 225-day period, although priority will be given to AQD-13's already in process unless an urgent operational need warrants otherwise. See Appendix 2, as this details contracts valued between \$5M and \$50M.
- C. OAS is responsible for providing technical specifications for all Bureau aviation procurement requests within the timeframes outlined in the acquisition planning

timeline. OAS also maintains the responsibility of inspecting all contract aircraft and aircrew performing under the contract. See Appendix 1 for roles and responsibilities.

- D. The Office of Acquisition and Property Management (PAM) is responsible for all DOI acquisition policy. AQD is responsible for ensuring all Federal Acquisition Regulations and applicable departmental acquisition policies are satisfied. AQD will collaborate with both OAS and the Bureaus to ensure acquisition documentation accurately reflects both the procurement request and applicable technical aviation specifications. See Appendix 1 for roles and responsibilities.
- E. Tracking progress of each requirement from specification development through the procurement process to inspection will be achieved by collaboration between the Bureaus, AQD and OAS.
- F. AQD is the contracting office responsible for the acquisition of all Bureau aviation procurement requests in accordance with the acquisition time planning document timeframes. See Appendix 2 for timeline requirements.
- G. Other Departmental contracting entities may be considered to provide aviation contracting services similar to AQD under the following requirements:
 - 1) The respective EAS member obtains unanimous approval from all EAS members.
 - 2) A formal (signed) agreement between the contracting office, OAS Director and Bureau EAC member identifying roles and responsibilities.

Susan E. Bates
Director, Office of Aviation Services

Attachments:

Appendix 1: Aviation Acquisition - Roles and Responsibilities

Appendix 2: Acquisition Planning Timeline

Appendix 1
Aviation Acquisition - Roles and Responsibilities

I. Government Owned/Government Operated Leased Aircraft Program	Exercises Primary Responsibility	Exercises Secondary Responsibility
A. General Functions		
1. Establish policy and procedures to ensure operation and maintenance of aircraft to achieve maximum safety at minimum cost.	OAS	Bureau
2. Operate and maintain aircraft to achieve maximum safety at minimum cost.	OAS / Bureau	
B. Specific Functions		
1. Establish criteria for DOI aircraft ownership or agency operations of leased aircraft.	OAS	Bureau
2. Approve DOI aircraft ownership or agency operations of leased aircraft.	OAS	Bureau
3. Establish pilot and crew requirements.	OAS	Bureau
4. Establish standards and procedures for operation and maintenance of DOI aircraft.	OAS	Bureau
5. Flight check and qualify all DOI pilots and crewmembers.	OAS / Bureau	
6. Inspect and approve all DOI owned/operated aircraft and their supporting maintenance facilities.	OAS	
7. Establish decision criteria for the acquisition, replacement, and disposal of DOI-owned aircraft.	OAS	Bureau
8. Approve the acquisition, replacement, and disposal of DOI-owned aircraft.	OAS	Bureau
9. Assign aircraft to bureaus for their exclusive use.	OAS	
10. Operate aircraft.	Bureau / OAS	
11. Maintain DOI owned/operated aircraft.	OAS / Bureau	
12. Perform the financial management of all DOI aircraft.	OAS	Bureau
13. Contract for aircraft maintenance and service.	AQD	OAS / Bureau
14. Administer aircraft maintenance and service contracts.	AQD	OAS / Bureau
15. Report unsafe and inefficient aircraft operations, conditions, and situations to OAS.	Bureau / OAS	

II. Contract Aircraft Program	Exercises Primary Responsibility	Exercises Secondary Responsibility
A. General Functions		
1. Procure aircraft and aircraft services by contract.	AQD	
2. Manage and control contract aircraft.	Bureau / OAS	
B. Specific Functions		
1. Prepare and submit program requirements to OAS.	Bureau	
2. Review Bureau requirements and determine the most appropriate terms and conditions of contracts.	OAS / AQD	Bureau
3. Prepare solicitations.	AQD	
4. Review solicitations.	Bureau / OAS	
5. Issue and amend solicitations.	AQD	
6. Review offers and make pre-award evaluations.	AQD	OAS / Bureau
7. Award contracts and handle protests.	AQD	OAS / Bureau
8. Perform acceptance inspections of contractor's pilots and aircraft and issue qualification and data cards.	OAS	Bureau
9. Manage contract aircraft.	Bureau / OAS	
10. Provide aircrew orientation for specific missions.	Bureau	OAS
11. Control (dispatch) and assign contract aircraft within the scope of contracts.	Bureau	
12. Administer contract.	AQD	OAS / Bureau
a. Report significant contract and operational problems to AQD / OAS.	Bureau	
b. Perform initial and periodic compliance inspections.	OAS	Bureau
c. Perform aviation program evaluations.	OAS / Bureau	
13. Enforce mandatory DOI standards and procedures.	OAS / Bureau	
14. Mediate and/or adjudicate contractor-bureau disputes.	AQD	OAS / Bureau
15. Coordinate contract litigation.	AQD	Bureau
16. Make contract payments.	AQD	Bureau
17. Perform post-evaluation of flight crew proficiency and pilot techniques.	OAS	Bureau

Appendix 2 Acquisition Planning Timeline

Task Order/BPA Call up to \$250K

ACTION	DAYS	CUMULATIVE DAYS	TIMELINE EXAMPLE
AQD-91 Submitted	0	0	1 January
Review AQD-91	3	3	4 January
PR Created/Submitted	3	6	7 January
Award Summary and other Award Documents Review and Approval	3	9	10 January
Award Execution and Distribution	1	10	11 January
Total		10 Maximum*	

Modifications

Action	Days	Timeline Example
Contracting Officer Engagement	0	1 January
Simple Modifications	Up to 20	21 January
Complex Modification	Up to 120	21 May

- Simple Modifications Include: Exercising Options, Change in Contracting Officer, Change in Contracting Officers Representative (COR/COTR), or Funding Change.
- Complex Modifications Include: Ratifications, Vendor Claims, Terminations, and Increases in Contract Ceilings.
- In most cases, modification will be completed ahead of the timeline indicated, coordination and early AQD engagement is an important factor in contract modification.

Contracts up to \$5 Million

ACTION	DAYS	CUMULATIVE DAYS	TIMELINE EXAMPLE
AQD 13 Submitted	0	0	1 January
Specification and Solicitation Complete	45	45	15 February
Solicitation Closed	30	75	17 March
Source Selection Evaluation Board Complete	30	105	16 April
Award Summary and other Award Documents Review and Approval	15	120	1 May
Total		120 Maximum*	

Contracts Between \$5 million and \$50 Million

ACTION	DAYS	CUMULATIVE DAYS	TIMELINE EXAMPLE
AQD-13 Submitted	0	0	1 January
Specification Complete	30	30	31 January
Solicitation Draft Complete	30	60	2 March
Solicitation and Supporting Documentation Review and Approval	45	105	16 April
Solicitation Closed	30	135	16 May
Source Selection Evaluation Board Complete	30	165	15 June
Award Summary and other Award Documents Review and Approval	60	225	14 August
Total		225 Maximum*	
<i>Additional Days to Consider</i>			
Protest Period	120	345	12 December
Vendor Prep	30	375	11 January (Year 2)
Inspection and Carding	60	435	12 March (Year 2)

Contracts Over \$50 Million

ACTION	DAYS	CUMULATIVE DAYS	TIMELINE EXAMPLE
AQD-13 Submitted	0	0	1 January
Specification Complete	60	60	2 March
Solicitation Draft Complete	60	120	1 May
Pre-Solicitation APAC and Solicitation & Supporting Documentation Review and Approval	90	210	30 July
Solicitation Closed	30	240	29 August
Source Selection Evaluation Board Complete	30	270	28 September
Pre-Award APAC, Award Summary and other Award Documents Review & Approval	90	360	27 December
Total		360 Maximum *	
<i>Additional Days to Consider</i>			
Protest Period	120	480	26 April (Year 2)
Vendor Prep	30	510	26 May (Year 2)
Inspection and Carding	60	570	25 July (Year 2)

* The number of cumulative days is the target maximum number of days. However, all parties in the process - Bureaus, OAS, and AQD - must do their part to achieve this target.

Communication is critical and if more days are needed than planned, the responsible party shall notify the rest of the team to ensure a coordinated effort.