

Chapter 14 – All Risk Emergency Procurement

PURPOSE

This chapter defines procedures for procurement under emergency conditions and authority delegated to the Department/Division for fire suppression and all-risk emergency activity.

GENERAL INFORMATION

During fire suppression and all-risk emergency response activity, conditions and situations require immediate acquisition of equipment rental, services and supplies when time does not allow for normal procurement procedures. The State of Alaska (SOA) recognizes the need for immediate responses and through the authority listed below allows the Division of Forestry (DOF) to procure in a manner that meets the needs of the fire suppression and all-risk emergency response missions with procedures established by the Department/Division. This chapter outlines the policies and procedures for procuring under emergency conditions as well as the delegated authority required.

Should the need arise to procure items locally, contact the local Area office BEFORE doing so. Original receipts with a copy of the Resource Order should be provided to the local administrative office within 24 hours after purchase (copy of invoice kept in final fire package) so that payment processing can begin. All charges/purchases require a Resource Order.

All invoices such as equipment use charges, etc., should be invoiced and submitted to the Jurisdictional Area office. This allows the State to audit all billings prior to payment.

Federal Credit Cards can be used by authorized personnel if all the following conditions are met:

1. No alternate method (direct billing to the State, State credit card, etc.) to acquire goods and services is available.
2. Use is temporary until such time as an alternate method can be established by incident personnel in coordination with the Agency Administrator or the Administrative designee and approval has been given to proceed.
3. Documentation on all credit cards must be provided to the Agency Administrator or Administrative designee that shows all information and source backup required to document the acquisition and to document the use of the card for acquisition.

AUTHORITY

2 AAC 12.450 (c)

Procurement Methods for Emergency Conditions states that "a procurement by the Department of Natural Resources during a fire suppression emergency shall be made in accordance with the procedures established by that department."

2 AAC 12.440

Determination of Emergency Conditions. Further clarifies the requirements for emergency procurements.

AS 36.30.520. (a)

Records of Sole Source and Emergency Procurements. Defines the reporting requirements for emergency procurements.

AS 36.30.310

Emergency Procurements. Defines the requirements under which emergency procurements may be applicable.

AS 41.15.010 - 41.15.170

Outlines Department of Natural Resources responsibilities to protect the State, private, and municipal land from fire.

DELEGATION OF AUTHORITY

The Department of Administration's delegation of authority to the Department of Natural Resources (DNR) specifically delegates authority to "contract in unlimited amounts, for the use of firefighting equipment and for firefighting services for use in responding to wildfire and other emergencies." Furthermore, the DNR delegates and allows the State Forester of the DOF to delegate that authority to DOF staff.

Only personnel with delegated authority will procure for the DOF. The DOF may recruit Emergency Firefighter (EFF) for expediting; however, expeditors will always work under staff who have purchasing authority. Delegations for permanent and temporary employees are as follows:

- Permanent Employees

Will have delegated authority defined on the [DNR Delegation of Authority Form # 10.00.0031A dated 11/19/13 or the Revised March 2019](#) version (Form 3). The form is signed by the Director or designee, and copies are maintained at Area and/or Regional levels with a master file maintained at Central Office by the Procurement Specialist. These delegations remain in effect until severance from the position or authority is rescinded.

- Temporary Employees

EFF will have delegated authority through a temporary delegation letter which will expire at the end of a season or at severance. The temporary delegation will be filed at the Area Office level. At the end of a season, the delegations will be filed with the office issuing the delegation for four years prior to disposal.

EMERGENCY CONDITIONS - DEFINED

Wildfire suppression and other all-risk emergency response actions undertaken by the DOF are in response to conditions threatening life, property, and natural surface resources. Such actions constitute emergency conditions.

AS 36.30.310

States that "Procurements may be made under emergency conditions as defined in regulations adopted by the commissioner when there exists a threat to public health, welfare, or safety, when a situation exists that makes procurement through competitive sealed bidding or competitive sealed proposals impracticable or contrary to the public interest, or to protect public or private property. An emergency procurement need not be made through competitive sealed bidding or competitive sealed proposals but shall be made with competition that is practicable under the circumstance..."

For the purpose of meeting the requirements of the Alaska Statutes, Regulations, and Codes, a written determination of the emergency stating the factual basis for the emergency shall be documented by a Fire Incident Report, Form 10-2161, or Federal Form DI-1202, prepared and maintained by the Area, and will bear the signature of the Incident Commander (IC).

The determination of emergency conditions relating to state assistance on federal fires will be documented by the [Alaska Interagency Coordination Center \(AICC\)](#).

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Determinations of need for DOF to provide emergency assistance to other state or municipal agencies will be documented by those agencies. Those determinations may be in the form of a [Resource Order](#) (Form 2), emergency declaration, or memo justifying the reason for using emergency procurement procedures.

Emergency conditions exist if:

1. There are conditions of threat.
2. There is documentation of the threat.
3. There is delegation established such as a Fire Incident Report or WFSA.

Even though emergency conditions may exist, if situation and time allows, solicitation should be exercised to the extent that is practical for the situation.

PROCUREMENT UNDER EMERGENCY CONDITIONS

During fire suppression and emergency preparedness activities, documentation of resource needs is based on the processing of a [Resource Order](#), (Form 2). The following sources will be considered when filling supply and equipment requirements:

- State warehouse inventories.
- Federal caches.
- Other agency agreements or contracts.
- Procurements.

Under most circumstances a Resource Order is generated for any purchase that is charged to an incident, however, there are exceptions such as vehicle fuel, utility charges, copy charges, hotel costs, meals, travel, Area office supplies, initial attack expenses, and misc.

PROCUREMENT METHODS

The following methods of procurement may be used during fire suppression or all-risk emergency response missions:

1. General procurement of supplies and services.
2. P-Card purchases.
3. Master Agreements.
4. Aircraft Rental.
5. OLAS Innovative Procurement or Field Hires.
6. Land Use Agreements.
7. Exempt Purchases - commissary, meals, lodging and travel.
8. Cooperative Agreements.

1. **General Procurement of Supplies and Services**

- Purchases of supplies and services under \$50,000.00**

- A Resource Order that has been reviewed by the warehouse and determined to be a local purchase falls under general procurement. These procurements can be made with any local, state, or national vendor and can be placed over the phone, in person, or by the internet. Alaskan vendors will be used whenever possible when making purchases for the SOA. In general, equipment or property cannot be purchased using suppression funds. When the cost of leasing or renting exceeds the purchase price of the item, consultation with the Agency Administrator or Division Procurement Officer is in order. A [Resource Order](#) (Form 2) or [Field Purchase Order](#) (Form 1) will be used as the purchasing document if one is required by the vendor.

The state does not operate with cash, therefore; vendors must be willing to invoice/charge the SOA for the items purchased. This is common practice and Forestry has accounts set up with many vendors statewide. An invoice must always be received when buying supplies and services. Invoices will be checked for accuracy and to assure items listed on the invoice have been received. If the amount is greater than \$10,000.00 and less than \$50,000.00 the invoice will then be submitted through the Area to the Regional Office for review, then to the appropriate Management Team Member for a second approval signature. The Resource Order must be referenced and accompany the invoice. These purchases can be made with State Credit Cards and from State Contract Awards. For additional instruction on these methods, see #2 and #3 below.

Purchases of supplies and services over \$50,000.00

The Division Procurement Specialist should be consulted prior to making general purchases of supplies and services over \$50,000.00.

2. P-Card Purchases

Purchases of most supplies and services may be made on State credit cards up to the approved credit limit for each specific card and with the delegated authority of the purchaser. State credit cards have a limit per transaction as well as a monthly limit. These limits will be adhered to, and purchases will not be split or fragmented to circumvent these limits. Purchases can be made over the phone or in person, however; the signed receipts/invoices must be forwarded to the reconciler and transactions reconciled in accordance with normal purchasing procedures.

3. Master Agreements

Master Agreements (MA) are agreements established by either the Department of Administration (DOA) or Department of Natural Resources (DNR) prior to an emergency that should be used by the Division. Purchases made from these contracts for commodities or services can be made for unlimited dollar amounts over the phone or in person without a state purchasing document unless required by the vendor. A [Resource Order](#) (Form 2) or [Field Purchase Order](#) (Form 1) may be used if the vendor requests a state purchasing document before providing the services or goods. Purchases of supplies or services on contract award will be made from the contract award vendor whenever the vendor can meet the delivery requirements.

A list of Contract Awards may be found at the Department of Administration (DOA) website at: <http://doa.alaska.gov/dgs/cam/>. Please contact the Procurement Specialist if you have questions regarding Contract Awards.

Porta potties are procured through MA's set up by DNR.

Statewide and Forestry-specific MA's for rental vehicles are available but are not mandatory. Forestry MA's are preferred over Statewide MA's due to the conditions under which they may be operated.

4. Emergency Use Aircraft Contracts

An Aircraft MA is a vendor's response to a DNR's Procurement request for Invitation to Bid (ITB). Multiple open periods will allow vendors to submit bids at various times during the year to accommodate changes and additions and new vendor bids. The DOF may utilize any aircraft listed on the Emergency Use Aircraft Contract list maintained by the DNR procurement office.

AK-NFDC is responsible for maintaining a record of the Emergency Use Aircraft Contracts. Aircraft will be requested through normal resource ordering channels. These offers will be used during suppression activity to assure reasonable solicitation based on the circumstances. They may not be used for non-emergency aircraft needs, however; they may be used in all-risk emergency response operations.

Because Federal funds are often involved in paying some or all the costs of all-risk incidents, all vendors must certify that they are not presently debarred, suspended, proposed for debarment, declared ineligible or voluntarily excluded from participation.

The bids received by DNR procurement will be reviewed by the Functional Aviation Managers to ensure compliance with all administrative and safety requirements and policies and procedures. AK-NFDC will be responsible for maintaining a statewide database of call when needed aircraft.

Hiring from Master Agreement

A rental agreement from Aviation Master Agreement will be based on the ability of the vendor to meet the requirements of the Incident Resource Order, location, availability, and cost. Services will be obtained from the vendors listed whenever possible.

For establishing aircraft rental offers, please contact the DNR Procurement Office at (907) 269-8665

5. OLAS Innovative Procurement Plan (IPP) or Field Hire

The IPP/Field Hire is a vendor's response to a DOF request for offers solicited prior to or during a fire season. An IPP/Field Hire may result in contracts for rolling stock or equipment such as vehicles, heavy equipment, boats, generators, etc., required during suppression or incident operations. IPP's/Field Hires provide the DOF with information about what rolling stock or equipment may be available and from what vendors. They may not be used for non-emergency needs, however; they may be used in other all-risk emergency response missions. IPP's/Field Hires are solicited with suggested rates. These rates are based on rate changes on the Consumer Price Index (CPI) for Anchorage. These rates are located in Chapter 6, Appendix A. These rates are also posted on the Division's equipment hiring website <http://forestry.alaska.gov/equipment.htm>.

Online Application System (OLAS)

The equipment available for fire assignment will be entered into the database through the On-Line Application System (OLAS) by the owner of the equipment. The password protected system allows an IPP/Field Hire vendor or a Cooperator Fire Department (CFD) to add, edit, or delete equipment. OLAS is used by dispatchers to search for and hire IPP/Field Hire or CFD equipment after speaking with the IPP/Field Hire vendor or CFD Chief to ensure the equipment and personnel can meet the desired delivery timeframes. A dispatcher searches for equipment in OLAS and may hire the equipment after discussing the Resource Order needs with the vendor. An electronic Emergency Equipment Rental Agreement (EERA) (posted on the Division's equipment hiring website <http://forestry.alaska.gov/equipment.htm>) is generated.

The link for vendors to access the OLAS is <https://dnr.alaska.gov/olas/>. Dispatchers and other state employees may access an OLAS administrative site by using their DNR login username and password.

Establishing IPP's/Field Hires

IPP's and the vast majority of Field Hires, will be generated by hiring equipment using OLAS. Some equipment may be hired in the field using a Field Hire. IPP and Field Hire Agreements (EERA) are valid for the length of assignment on a particular incident. Information and forms are posted on the Forestry equipment hiring website: <http://forestry.alaska.gov/equipment.htm>.

Forms and Format

[EERA OF-294](#) (Form 5) and the State of Alaska Conditions of Hire will be used to establish IPP's/Field Hires for equipment or services for use during incident activity. EERA's will also be the incident agreement for CFD's. See Chapters 6 & 7.

Awarding Contracts from IPP's/Field Hires

Award of a contract from IPP's/Field Hires will give preference to IPP compliant vendors, however; the ability of the equipment or services to meet the requirements of the Fire Resource Order, rates, and availability will also be factors determining the vendor selected. [EERA OF-294](#) (Form 5) and Resource Orders will document whether the equipment is IPP compliant or non-compliant. Services will be obtained from the vendors registered in OLAS whenever possible.

6. Rental of Land or Facilities

Circumstances arise where it becomes necessary to initiate a temporary agreement for land or a facility. Land Use agreements are used when the DOF needs to establish incident command posts, staging areas, refurbishing areas, helibases, etc. This is accomplished with an "Agreement for Rental of Temporary Emergency Facilities or Land Use".

Procedures for Land Use or Facilities Rental and example forms are in Chapter 16.

7. Exempt Purchases – Commissary, Meals, Lodging and Travel Purchases

The State Administrative Manual states that the following items do not fall under the procurement code, "Payments made to third parties on behalf of a second party when the payments, if made directly to the second party, would not have fallen under the procurement code." Examples are commissary, meals, lodging, and travel.

Emergency Commissary

DOF provides to incident personnel items necessary to meet the basic needs to keep them productive while on duty. Commissary items are purchased on an emergency basis and costs are recovered through payroll deductions.

Procedures of Commissary procurement and example forms are in Chapter 3.

Meals, Lodging and Travel

Meals and lodging, although exempt, should be solicited and procured by Areas or Regional Offices. When lodging is procured or reservations made, the reservation will be entered in the Lodging Log to allow reconciliation of the invoices for payment. Travel will be procured to move resources on an "as needed" basis by Area Dispatch Staff.

Procedures of meals, lodging and travel procurement and example forms are located in Chapter 9.

8. Cooperative Agreements

AS 41.15.030. (a) States that "the Commissioner (*of DNR*) may enter into necessary protection contracts." This authority is sub-delegated by DNR policy and procedures to the DOF.

AS 36.30.700 further states that "a public procurement unit (*State Agency*) may either participate in, sponsor, conduct, or administer a cooperative purchasing agreement for the procurement of supplies, services, professional services, or construction with one or more public procurement units (*State agencies*) or external procurement activities (*federal or municipal agencies*) in accordance with an agreement entered into between the participants."

DOF has entered into Cooperative Agreements with the Bureau of Land Management/Alaska Fire Service, the United States Forest Service, and Cooperator Fire Departments for a wide variety of mutual benefit support and services. The State of Alaska has also signed a compact with several western states and the Canadian provinces of British Columbia and Yukon Territory. Personnel, supplies, equipment, aircraft, and other services may be exchanged by DOF with Federal and Canadian agencies upon processing of a Resource Order or as specified in the Cooperative Agreement.

The use of personnel from other state agencies not covered by existing agreements requires the establishment of a [Reimbursable Service Agreement \(RSA\)](#) (Form 4). The RSA describes the services required and defines the financial terms for both the requesting and servicing agencies to process agreed upon billables. The RSA may be initiated at the Regional level within delegated RSA authority.

The establishment of cooperative agreements will be in accordance with DNR Procurement Policies and Procedures Manual Section 7.2.2. Procurements from Federal agencies are not reportable as emergency procurements; however, purchases on behalf of another agency made by DNR may be reported as emergency procurements.

DNR PROCUREMENT SPECIALIST PURCHASED COMMODITIES

Special Procedures are in place for the procurement of the items listed below. Contact the Division Procurement Specialist @ (907)269-8461 for these purchases:

- Radio and communication equipment.
- Computer hardware and software.
- Purchases from GSA or NIFC.
- Professional services.
- Vehicles.
- Class A controlled property - guns, radios, etc.
- Retardant.

Forestry Procurement Contacts

Additional procurement assistance is available through the Division's statewide procurement staff.

CRITICAL INFORMATION CHECKLIST FOR PROCURING UNDER EMERGENCY CONDITIONS

Alaskan vendors will be used whenever possible when making purchases for the State of Alaska.

A [Resource Order](#) (Form 2) is needed to purchase under emergency conditions and differentiates an emergency purchase from normal procurement. When a Resource Order is received, the following steps should be followed for making a purchase:

1. Determine the specifications before making contacts.
 - What is needed? (Are specific brands required?)
 - When is it needed? (What are the deadlines?)
 - Where is it needed? (What is the FOB or delivery destination?)
 - Who is paying for it? (Is there a fire number on the Resource Order?)

2. Get all the information from the vendor.
 - Are the prices current and do they include shipping to the final destination?
 - Are the items in stock?
 - When will they be able to deliver and can they meet delivery dates?
 - Are substitutes acceptable?
 - How long will they honor the quote?
 - Confirm the quote and provide the vendor with the Resource Order # to act as a tracking number for the purchase.
 - Provide a Resource Order or a [Field Purchase Order](#) (Form 1) if written documentation is required by the vendor.
 - Write pertinent information on the Resource Order regarding the purchase.
 - Return a copy of the completed Resource Order to AK-NFDC.
3. If the situation allows for solicitation:
 - Document your solicitation process in writing on a bid abstract form or other document (a sheet of paper is adequate).
 - Contact multiple vendors - three is adequate.
 - Give all vendors the same information or bid specs- What, When, & Where.
 - Give the vendor a deadline for a response.
 - Document the vendor's name and phone number and contact.
 - Document the vendor's quote.
 - Review the responses to compare cost, shipping, and destination.
 - Are all vendor's Alaskan vendors or do you need to consider Alaskan?
 - Bidder Preference (AK Bidders Preference gives qualified Alaska vendors a 5% advantage. See AS 36.30.170, or contact a Procurement Specialist for more information).
 - Award by total lot or by item? (this should be determined prior to solicitation).
 - Confirm the quote and all requirements of the purchase (shipping cost, delivery time, etc.) and award to the lowest responsive and responsible bidder.
 - Do not reveal bid prices to other vendors until after award is made.

INVOICING & BILL PAYMENT

The purpose of this section is to identify the minimum invoice documentation requirements and the process of review, coding, and approval required to pay the Division's incident bills.

Receipt of Goods and Services

On receipt of an invoice, it is the primary responsibility of the Supply Unit, receiving office, or expeditor to determine that the state has received the goods or services listed on the invoice, and that the cost of the goods or service is reasonable and correct.

Invoice Requirements

The vendor must sign invoices that are not on printed bill head. Purchase is made with the invoice reflected as being sold to:

State of Alaska
Department of Natural Resources
Division of Forestry
Area or Office Name
Address

Information Required on the Invoice

- Date of purchase.
- Vendor's name, address, and telephone number.
- Vendor's Tax ID or SSN (If not previously set up as a vendor in the State system, the State of Alaska Substitute W-9 must be filled out and submitted).
- Vendor invoice number.
- Purchaser's name - print or write legibly.
- Itemized description of each item purchased (if the vendor writes only item numbers, be sure to write in the item name).
- Quantity of items purchased.
- Cost per unit.
- Total purchase price.

Approval for Payment

The supervisor or designee determines the template when coding an invoice using a Task and a 10-digit function code by adding two zeros following the 8th digit and the four-digit object code (such as 4002 for stationery and business supplies). If there is a sub-object code, it must be used in conjunction with the object code. Invoices with charges over \$10,000.00 must have the Activity Code of **FIRE** added to the coding string, **with the exception of invoices related to MAs, CFDs, IPP (compliant), or other agreements executed by DNR Procurement.**

Suppression invoices will be coded then approved as follows:

If a Resource Order initiated the purchase, a copy must be referenced on and attached to the invoice. Invoice copies must be kept on file for three years + current in the Area or Region responsible for the purchase.

Invoices that were previously sent through DNR Procurement may now be submitted directly for payment.

Office	First Signature	Second Signature
Areas	Admins to their delegation \$2,500	Not Required
Areas	Area Foresters, Regional Admin Officer, To the amount of <\$10,000	Not Required
Areas	>\$10,000 Area Foresters	>\$10,000 Central Off, Admin Ops Mgr., Regional Forester
Aviation	Aviation Manager	>\$10,000 Central Off, Admin Ops Mgr., Chief of Fire & Aviation
Palmer Warehouse	Warehouse Manager	>\$10,000 Central Off, Admin Ops Mgr., Chief of Fire & Aviation
State Fire Warehouse	State Support Forester	>\$10,000 Central Off, Admin Ops Mgr., Chief of Fire & Aviation
AK-NFDC	State Operations Manager	>\$10,000 Central Off, Admin Ops Mgr., Chief of Fire & Aviation

The following table is a summary of the information/documentation required with various types of purchases for fire suppression:

Type of Purchase	Amount	Required Documentation on Invoices	DOA Reportable
Commissary	\$ all	FY, template, function, object, approval Emp. ID, coded by Emp. ID, VPN, RO attached	No
Meals/Lodging	\$ all	FY, template, function, object, approval Emp. ID, coded by Emp. ID, manifest, VPN, RO attached	No
Equip/Aircraft Rental MA	\$ all	FY, template, function, object, approval Emp. ID, coded by Emp. ID, VPN, MA#	No
Supply/Service/Rental Vehicles Purchase MA	\$ all	FY, template, function, object, approval Emp. ID, coded by Emp. ID, VPN, MA#	No
NICC or GSA	\$ all	FY, template, object, approval Emp. ID, coded by Emp. ID, VPN	No
Small Procurement With/Without Bids	<\$10,000	FY, template, function, object, approval Emp. ID, coded by Emp. ID, VPN	No
Small Procurement Without Bids	>\$10,000	FY, template, function, object, approval Emp. ID, coded by Emp. ID, VPN *Activity: FIRE	Yes
Small Procurement With Bids	<\$50,000	FY, template, function, object, approval Emp. ID, coded by Emp. ID, VPN	No
Small Procurement With Bids	>\$50,000	FY, template, function, object, approval Emp. ID, coded by Emp. ID *Activity: FIRE, VPN	Yes
Equip/Aircraft Services/Rental <u>Continuing Offers</u>	≤\$50,000	FY, template, function, MA#, object, approval Emp. ID, coded by Emp. ID, VPN	No
Equip/Aircraft Services/Rental Continuing Offers	>\$50,000	FY, template, function, MA#, object, approval Emp. ID, coded by Emp. ID *Activity: FIRE, VPN	Yes
EERA - Innovative Procurement/Field Hire	≤ \$10,000	FY, template, function, object, approval Emp. ID, coded by Emp. ID, VPN	No
EERA - Field Hire	> \$10,000	FY, template, function, object, approval Emp. ID, coded by Emp. ID, VPN *Activity: FIRE	Yes

≤ = less than or equal to > = over

MA = (Master Agreement)

*Activity: FIRE - Reference required for gathering information for reporting emergency purchases

REPORTING EMERGENCY PROCUREMENTS

Using IRIS/ALDER, the Alaska State accounting and reporting systems, the Department of Natural Resources will provide a report to the Department of Administration, Chief Procurement Officer, no later than October 1st of each year documenting the emergency procurements for the prior fiscal year.

The Accounting Supervisor in the Division of Support Services will provide an audit trail report to the Department Procurement Officer based upon Activity code: FIRE. The Audit Trail report will provide total cost summary by vendor, vendor account number, and function code number. Audit trails will be requested no later than September 15, for the previous fiscal year.

Additionally, a copy of the daily Financial Transaction Register for FIRE (Activity code) will be forwarded to the Division of Support Services, Procurement Officer who will review the Audit Trails.

A spreadsheet summarizing emergency expenditures will be forwarded from the Department Procurement Officer to the Department of Administration, Chief Procurement Officer. A cover memo will certify all detailed files including Resource Orders, and original Final Incident Reports will be maintained by the DOF Area Offices for a period of at least five years.