

Purchasing Manual



Indian River County Board of County Commissioners

Record of Changes Approved by the Board of County Commissioners

Current Version Effective October 2, 2012.

Revised November 19, 2012, January 9, 2013, February 11, 2014, October 14, 2014, December 8, 2015, March 15, 2016

Current Revision Approved July 17, 2018

Purchasing Division
1800 27th Street
Vero Beach, FL 32960
(772) 226-1416

Purchasing@ircgov.com

TABLE OF CONTENTS

1.	GENERAL INFORMATION	1
1.1	INTRODUCTION	1
1.2	PURCHASING OVERVIEW.....	1
1.3	GENERAL PROVISIONS, PURPOSES AND APPLICATION.....	1
1.4	PURCHASING DEFINITIONS.....	4
1.5	AUTHORITY OF THE PURCHASING MANAGER	6
2.	REQUISITION, PURCHASE ORDER AND RECEIVING GUIDELINES	7
2.1	AUTHORITY	7
2.2	PURCHASE REQUISITIONS	7
2.3	QUOTE REQUIREMENTS BELOW MANDATORY BID THRESHOLD	7
2.4	REQUISITION ENTRY	7
2.5	CHANGE ORDERS.....	8
2.6	PURCHASE ORDER AUDITS	8
2.7	VENDORS	9
2.8	PURCHASE REQUISITION/ORDER EXEMPTIONS.....	9
2.9	ONLINE PURCHASES	10
2.10	ACCEPTANCE OF GOODS	10
2.11	INVENTORY AND CONTROLS	11
2.12	INVOICES.....	11
3.	PURCHASES NOT REQUIRING COMPETITIVE SELECTION.....	12
3.1	BELOW THE MANDATORY BID THRESHOLD.....	12
3.2	SOLE SOURCE AND SOLE BRAND PROCUREMENT	12
3.3	COOPERATIVE PURCHASING THROUGH OTHER GOVERNMENTAL CONTRACTS ("PIGGYBACKING").....	13
3.4	EMERGENCY PROCUREMENTS.....	13
3.5	PROCUREMENT PURSUANT TO EXISTING ANNUAL TERM CONTRACTS.....	14
3.6	BLANKET PURCHASE ORDERS.....	14
4.	COMPETITIVE SELECTION – BIDS	15
4.1	AT OR ABOVE THE MANDATORY BID THRESHOLD.....	15
4.2	BIDDING PROCEDURES.....	15
4.3	AWARD	17
4.4	ADDITIONAL REQUIREMENTS FOR CONSTRUCTION AND PUBLIC WORKS CONTRACTS.....	18
4.5	WORK ORDERS/AUTHORIZATIONS	20

4.6	CHANGE ORDERS.....	20
4.7	DIRECT PURCHASE.....	20
5.	COMPETITIVE SELECTION – RFP/RFQ	21
5.1	REQUEST FOR PROPOSAL (RFP).....	21
5.2	REQUEST FOR QUALIFICATIONS (RFQ).....	22
5.3	RANKING OF FIRMS IN RFP AND RFQ PROCESS	23
5.4	PROPOSALS FOR PUBLIC-PRIVATE PARTNERSHIP (P3).....	24
6.	SUMMARY OF PROCUREMENT	25
7.	PROTEST PROCEDURE.....	26
7.1	RESOLUTION OF PROTESTS	26
8.	EXCESS/SURPLUS ASSET DISPOSITION.....	27
9.	PURCHASING CARD PROGRAM.....	28
9.1	AUTHORIZATION	28
9.2	RESPONSIBILITIES	28
9.3	PROCEDURES.....	30



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

1. GENERAL INFORMATION

1.1 INTRODUCTION

The purpose of this manual is to set forth and implement policies and procedures governing the procurement of commodities and services. All personnel charged with responsibility for procuring commodities and services must be thoroughly familiar with the policies and procedures set forth herein.

1.2 PURCHASING OVERVIEW

Procurement is regulated by this manual, the Indian River County Code and, to the extent applicable, state and federal statutes.

The Board of County Commissioners (Board) has delegated limited authority to procure commodities and services to the County Administrator, and through his authorized delegation, the Purchasing Manager. Any procurement in excess of the authority of the County Administrator shall be approved by the Board.

The County Attorney shall serve as legal counsel and provide legal services with respect to procurement matters.

1.3 GENERAL PROVISIONS, PURPOSES AND APPLICATION

A. Authority. Pursuant to chapter 105 of the Indian River County Code of Ordinances, the policies and procedures set forth herein have been promulgated by the County Administrator, and approved by the Board.

B. Short Title. These policies and procedures shall be known and may be cited as the "Indian River County Purchasing Manual" or "Purchasing Manual."

C. Application of This Manual.

1. General Application. This manual shall apply only to procurement transactions solicited or entered into after the effective date of the manual.

2. Application to Procurement. This manual shall apply to all procurement transactions by the County, irrespective of the source of funds. The use of state or federal grants or funds shall not exempt compliance with the requirements of this manual, unless

specifically provided within a grant or funding agreement approved by the Board, or by applicable state or federal law.

3. Dependent Special Districts. This manual shall apply to procurement transactions solicited or entered into by the County on behalf of dependent special districts.

4. Revisions. The Purchasing Manager shall review this manual on an annual basis to determine if revisions are needed. Revisions may be made at the direction of the County Administrator upon recommendation of the Purchasing Manager. Any substantial and material revisions shall be approved by the Board.

D. Waiver of Requirements of the Manual. The Board may waive the requirements of this manual when it is in the best interests of the County to do so. This waiver may be made before or after completion of the procurement transaction.

E. Waiver of Technicalities and Irregularities. The Board may waive any technicalities or irregularities relating to compliance with the requirements of this manual when it is in the best interests of the County to do so. This waiver may be made before or after completion of the procurement transaction.

F. Limited Authority of the Purchasing Manager. The Purchasing Manager shall be authorized to procure commodities and services up to \$25,000, without competitive selection, unless otherwise required by applicable state or federal law; provided, however, that nothing herein shall require the Purchasing Manager to exercise such authority.

G. Limited Authority of the County Administrator. The County Administrator shall be authorized to procure commodities and services up to \$50,000, without competitive selection, unless otherwise required by applicable state or federal law; provided, however, that nothing herein shall require the County Administrator to exercise such authority. The County Administrator is authorized to procure planning or study activity services obtained pursuant to the Consultants' Competitive Negotiation Act, F.S. 287.055 up to \$25,000.

H. Indemnification. All contracts for services or public works projects (other than construction contracts), and any other contracts deemed necessary by the County Administrator or the Board, shall provide that the contractor or vendor shall defend, indemnify and hold harmless the County and its commissioners, officers, employees and agents, from any and all losses, damages, expenses (including reasonable attorneys fees) and other liabilities of any type whatsoever, arising out of or relating to any negligence, intentional tort, breach of contract, or breach of applicable law by the contractor (or vendor), or its employees, agents, subcontractors, or other persons or entities performing work under the contract. CONSTRUCTION CONTRACTS SHALL INCLUDE THE INDEMNIFICATION PROVISION SET FORTH IN SECTION 4.4 BELOW.

I. Insurance Requirements. Contracts shall contain requirements for the protection of the County through sufficient insurance as specified by the Risk Management Division, which shall approve the insurance requirements contained in the bid documents. Upon award, the Risk

Management Division shall review certificates of insurance, approving those which comply with the requirements of the bid documents. Non-approved certificates of insurance shall be returned to the Purchasing Division with a statement of the reasons for non-approval and instructions on how the certificate may be corrected. Insurance requirements shall be met prior to final execution of the contract by the Chairman of the Board, or the County Administrator or the Purchasing Manager. The Originating Department, Purchasing Division and the Risk Management Division shall not allow any contract to continue without proper insurance in effect. Work to be authorized by purchase order must also meet the insurance requirements dictated by the Administrative Policy and Risk Management.

J. Bid Bond.

1. A bid bond or alternative bid security must accompany each bid exceeding \$25,000, unless such requirement is waived by the County. A bid bond must be properly executed by the bidder and by a qualified surety. Alternative bid security must be in the form of a certified check or cashier's check issued by a bank authorized to do business in the State of Florida. The bid bond or security shall be in the amount of not less than five percent (5%) of the total amount of the bid, and shall be payable to the Indian River County Board of County Commissioners. Any failure or refusal by the bidder to honor the bid after opening shall be deemed to be a breach of the bidder's obligations. In such event, the bid bond or security shall be immediately payable to the County as liquidated damages, and not as a penalty.

2. Failure to supply the required bid bond or security at the time of the bid opening shall automatically disqualify the bidder as non-responsive to the bid requirements.

K. Sole Discretion. Any decision, waiver, exercise of judgment or interpretation required or permitted by this manual, or the application of this manual, by the County or any County official shall be deemed to be made in the sole and absolute discretion of the County or the official, and shall be final and binding upon all affected parties.

L. Contract Renewal or Extension. Renewal or extension of any contract shall be at the sole discretion of the County. No supplier of commodities or services shall have a legal right to renewal or extension of any contract.

M. Contracts or Purchase Orders Entered into in Violation of this Manual. Any contract, purchase order or other commitment entered into by a County employee or department in violation of this manual shall be null and void; provided, however, that the Board may waive the requirements of this manual, or any technicalities or irregularities relating to compliance with the requirements of this manual, when it is in the best interests of the County to do so.

N. Nondiscrimination, Equal Employment Opportunity and Americans with Disabilities Act. Indian River County will not knowingly do business with vendors or contractors who

discriminate on the basis of race, color or national origin, sex, sexual orientation, gender identity, age and/or disability. Through the course of providing services to the County, Contractors shall affirmatively comply with all applicable provisions of Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987 and the Florida Civil Rights Act of 1992, as well as all other applicable regulations, guidelines and standards. Any person who believes their rights have been violated should report such discrimination to the County’s Title VI/Nondiscrimination Coordinator through the office of the County Attorney.

O. Ethics and Conflict of Interest. All County employees involved in any part of the procurement process are required to act in an ethical manner. Local policies addressing such practices may be found in the Administrative Policy Manual, AM-806.1, Conflicts of Interest/Ethics Code 104.06 (which supplements the requirements of F.S. Chapter 112) and County Code Section 105.08 – Disclosure of Relationships.

P. Projects Involving Federal Funding. When a procurement involves federal assistance or the expenditure of federal funds, the procurement and any resulting contract shall be conducted in accordance with any mandatory applicable federal laws and regulations, including 2 C.F.R. §200.318 through 326. Departments are responsible for defining funding sources when requesting a bid number.

Q. Cone of Silence. Potential bidders/respondents and their agents must not communicate in any way with the Board of Commissioners, County Administrator or any County staff other than Purchasing personnel in reference or relation to a solicitation. This restriction is effective from the time of bid advertisement until the Board of County Commissioners meets to authorize award. Such communication may result in disqualification.

1.4 PURCHASING DEFINITIONS

APPLICABLE LAW - Any local, state or federal law which applies to the transaction or issue at hand, as amended from time to time. If any specific statute or local law is cited in this manual, such reference shall be to the statute or local law, as amended from time to time.

EMERGENCY - Any circumstance which creates a threat to public health, safety, welfare or property, or may result in substantial loss to the County. The term shall not be limited to officially-declared local, state or federal emergencies. In the absence of an officially declared state of emergency, the Purchasing Manager (for purchases up to \$25,000), the County Administrator or the Board shall determine whether an emergency exists for procurement purposes.

EMERGENCY PROCUREMENT – A procurement transaction necessitated by an emergency where the delay incident to compliance with this manual would be detrimental to the best interests of the County.

INVITATION TO BID – A solicitation for fixed pricing to complete specified work or provide specified commodities or services.

INVITATION TO NEGOTIATE (ITN) – A solicitation for proposals to determine a best value option to meet a specific goal or address a specific problem. The solicitation seeks one or more respondents with whom the County will negotiate for the procurement of commodities or contractual services. Unless otherwise identified in the individual solicitation, evaluation will be completed as outlined in Section 5.1, however negotiations with multiple firms may be conducted concurrently.

MANDATORY BID THRESHOLD – The mandatory bid threshold shall be \$25,000. Commodities or services having an estimated value equal to or in excess of the mandatory bid threshold shall be procured through a competitive selection process; provided that the County Administrator shall be authorized to enter into a procurement transaction up to \$50,000, without competitive selection, and at his discretion, without three quotes if determined to be in the best interest of the County, unless otherwise required by applicable law; and provided further that the Board shall be authorized to approve a procurement transaction up to or in excess of \$50,000, without competitive selection, unless otherwise required by applicable law.

OFFICIAL – Any reference to a county official in this manual – such as the County Administrator, County Attorney, Department Director, Purchasing Manager or Risk Manager – shall include the official, or his or her designee.

ORIGINATING DEPARTMENT – The department within the County which originated the request for procurement of a commodity or service.

REQUEST FOR INFORMATION (RFI) – A solicitation of input from interested parties for an upcoming solicitation. This procurement practice used to obtain comments, feedback or reactions from potential suppliers (contractors) prior to the issuing of a solicitation. Generally price or cost is not required. Feedback may include best practices, industry standards, technology issues, etc.

REQUEST FOR PROPOSAL (RFP) – A solicitation for proposals to achieve a stated objective. An RFP is characterized by a description of the desired objective and a statement of evaluation criteria. RFPs may request a price proposal, to be considered in accordance with the evaluation criteria. (See section 5.1 below).

REQUEST FOR QUALIFICATION (RFQ) – A solicitation to professionals to submit a summary of their qualifications to perform a general or specific job or service. If the RFQ is subject to the Consultants' Competitive Negotiation Act, the County shall select no less than three professionals for discussions and, if requested by the County, for presentations. After staff recommendation and approval by the Board, the County shall enter into negotiations for a contract with the most qualified professional(s). RFQs shall be governed by the Consultants' Competitive Negotiation Act, to the extent applicable. (See section 5.2 below).

RESPONSIVE BIDDER – A bidder whose bid, proposal or submittal complies in all material respects with the bid invitation or solicitation request, as determined by the County.

RESPONSIBLE BIDDER – A bidder who has the capability in all respects to fully perform the contract requirements, and the integrity and reliability that will assure good faith performance, as determined by the County.

SERVICES – This term shall generally include all services rendered to the County, except those described in section 287.057(3)(e), Florida Statutes (e.g, legal services, health services, etc). Services described in section 287.057(3)(e), Florida Statutes, may be procured without competitive selection.

SOLE SOURCE – The only known vendor reasonably capable of providing a specific commodity or service to the County.

SOLE BRAND – The only known brand reasonably capable of fulfilling the specific needs of the County.

TECHNICALITY OR IRREGULARITY – An item which is not in compliance with the bid invitation or solicitation request, but which is determined by the County to be immaterial to the substantive terms and conditions of the bid, proposal or submittal. The waiver of a technicality or irregularity shall not result in an unfair advantage or disadvantage to any person responding to the bid invitation or solicitation request.

1.5 AUTHORITY OF THE PURCHASING MANAGER

A. **Line of Authority.** The Purchasing Division is part of the Office of Management and Budget. The Purchasing Manager is directly responsible to the Director of the Office of Management and Budget. Except as otherwise provided in this manual, the Purchasing Manager shall procure or oversee the procurement of all commodities and services for the Board.

B. **Principal Procurement Officer of the County.** The Purchasing Manager shall be the principal procurement officer of the County.

C. **Operational Procedures.** The Purchasing Manager may adopt operational procedures covering the internal functions of the Purchasing Division and delegate rights, powers, and authority vested in him to other Purchasing Division staff.



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

2. REQUISITION, PURCHASE ORDER AND RECEIVING GUIDELINES

2.1 AUTHORITY

No County employee has the authority to purchase or commit public funds toward the purchase of commodities or services without first complying with the appropriate requisition and procurement procedures. Purchase Orders will not be issued “after the fact” without sufficient justification and explanation, at the Purchasing Manager, County Administrator or Board’s discretion.

2.2 PURCHASE REQUISITIONS

All requests for procurement shall start with a properly prepared purchase requisition created in the MUNIS electronic financial software system. Requisitions must be completely filled out with the proper information, required quotes, documentation, attachments, approvals, account number, and final approval by the Budget Office. Without this information, the requisition shall be rejected and returned to the Originating Department.

2.3 QUOTE REQUIREMENTS BELOW MANDATORY BID THRESHOLD

Purchase requisitions for items valued between \$3,500 and \$25,000 shall include copies of the written quotations received from each of a minimum of three vendors dated within the past 30 days or listing a current expiration date.

The Purchasing Manager may waive the requirement for quotes below the mandatory bid threshold, if determined to be in the best interest of the County.

2.4 REQUISITION ENTRY

Requests for purchase orders shall be initiated by entry of an electronic requisition into MUNIS indicating the vendor, item description, and amount being requested. Requisitions shall also include the following information:

- A. Dates the blanket purchase order is to be in effect (i.e., start and end dates).
- B. General description of commodities to be purchased.
- C. Account number must accurately reflect the item being procured (for example, capital items should be against a capital account; tools should be against

expendable tools rather than office supplies). Contact Finance for assistance in adding appropriate accounts.

D. Multiple line items are required where more than one account number is to be used. Each account number requires a separate line.

E. If a quote is attached showing all items to be purchased are under the \$3,500 quote threshold, the entire requisition amount should be entered on a single line to facilitate invoice processing.

F. Quote numbers and bid or contract numbers must be referenced in a note that will print on the Purchase Order.

G. Requisitions for tires must have a list of fleet vehicles and their respective tire sizes attached.

H. Any requisition involving grant funding must have the commodity code (on main page of requisition entry) set to "000 Grant".

I. Any requisition involving an operating lease must have the commodity code (main page of requisition entry) set to "001 Operating Lease".

2.5 CHANGE ORDERS

If the amount of a purchase order is anticipated to be exceeded, the department shall request authority to increase the amount through their Department Director to the Budget Department. All requests to increase allocation against a Purchase Order (including those associated with bids, piggybacks and other contracts) must provide an explicit explanation for the overage. Requests for increases to blanket purchase orders must also provide the total amount spent on this good or service from this vendor, as well as all vendors, in the previous fiscal year. If the Budget Department approves the request, the Purchasing Division shall process the change order, up to a maximum total of \$25,000 (for purchase orders not associated with a bid, contract, or piggyback, which may exceed the \$25,000 threshold). The County Administrator may authorize an increase up to a maximum \$50,000 total (on purchase orders not associated with a bid, contract, or piggyback). For requests requiring the Administrator's approval, a "Purchase Order Increase" form must be prepared by the department and attached to its request to the Budget Office. The Board may authorize increases to Purchase Orders over \$50,000. Multiple Purchase Orders may not be issued to the same vendor for the same goods or services to subvert the required approvals.

2.6 PURCHASE ORDER AUDITS

The Purchasing Division will audit Purchase Orders issued by vendor to ensure compliance with applicable thresholds, approvals and contract terms and pricing.

2.7 VENDORS

When a new vendor, whether to be paid through PO, Contract or Pay Request is not presently listed in MUNIS, the Originating Department shall provide and submit new vendor information in the form of a W-9 to the Purchasing Division for approval as a vendor. The vendor shall be referenced against the State of Florida's lists of convicted and suspended vendors, as well as the U.S. Government's System for Award Management database. If required, the possession of appropriate licensure, and liability and worker's compensation insurance will also be verified. Additional sources may also be reviewed. If approved, the Purchasing Division will forward the W-9 to the Finance Office of the Clerk of the Circuit Court, who shall enter the vendor information into its records and issue a vendor number which shall be provided to the Originating Department. Departments should review the vendor information (address, contact name, etc.) for accuracy prior to releasing requisition. Requested changes to vendor addresses must be documented in writing from the vendor and will require either Purchasing or Finance to contact the vendor by telephone for verification.

2.8 PURCHASE REQUISITION/ORDER EXEMPTIONS

The following expenditures do not require a purchase requisition or a purchase order, and may be processed on a pay request:

1. Salaries, by position, which were included in the department's annual budget
2. Travel expenses in accordance with the Indian River County Travel Policy
3. Routine overhead such as: water, sewer, natural gas, electrical, telephone and garbage fees
4. Shipping charges, postage and postage meter rentals: does not include mailing or stuffing service
5. Subscriptions (print and electronic), subscription renewals and books. This includes the following for libraries: preview materials, standing orders, single sets pre-ordered to be shipped when published. Routine orders of books for libraries are excluded from this exemption.
6. Hospital bills and nursing home bills
7. Medical claims, workers' compensation claims, and liability claims as paid from the County's self-insurance funds
8. After school programs, including salaries for teachers, referees, umpires and swim instructors, and food expenses
9. Railroad crossing signal maintenance
10. Legal services
11. Newspaper advertisement magazine/agency advertisements
12. Notary public applications
13. Welfare services indigent care (food vouchers, prescriptions)
14. Medical services

15. Surplus equipment and services acquired from other local, state or federal agencies
16. Application for permits
17. Registration and licensing fees
18. College tuition and/or educational fee and training fees
19. Membership dues
20. Instructor fees (Up to \$3,000 per training event)
21. Title searches/title insurance
22. Expert witness fees and/or services; also includes travel in accordance with Florida statutes
23. Court orders
24. Landfill fees
25. Overnight express mail service
26. Payment of fuel credit cards
27. Rubber stamps
28. Employee business cards
29. Reimbursement to County employees for the purchase of items intended for County use, when pre-approved prior to purchase by Division or Department Director in writing

2.9 **ONLINE PURCHASES**

Prior to placing an order from an online vendor, whether by purchasing card or by purchase order, departments shall confirm with the Purchasing Division whether a County account has already been established. The Purchasing Division currently oversees online accounts providing tax-exempt and contract-based purchases from vendors such as Office Depot, Staples, Amazon, Lowes, Grainger and Home Depot. Departments should not enroll the County with online accounts without first discussing with the Purchasing Division to prevent duplication of accounts, work with vendors convicted or suspended by the State or Federal government, and to ensure tax exemption and any available discounts are utilized.

2.10 **ACCEPTANCE OF GOODS**

When goods are received, the packing slip must be signed by the person accepting or receiving the goods. This documentation must be submitted with the invoice for processing, or with the purchasing card receipt as documentation. If no packing slip is received, the order confirmation may be printed and signed in the same manner as indication of receipt. In cases where a packing slip or order confirmation cannot be provided because the vendor requires the delivery to be confirmed on the invoice itself, the employee receiving the goods must sign in the indicated spot on the invoice to confirm delivery and then forward to a supervisor for approval of payment. The person signing for receipt of the goods may not be the same person approving the invoice for payment.

2.11 INVENTORY AND CONTROLS

Any goods held as “inventory” or “stock” must be controlled by an inventory management system. This does not apply to rapidly consumed items, such as office supplies.

2.12 INVOICES

Payment can only be made to a vendor from a valid invoice (not a statement, quote, or email). Departments are responsible for ensuring vendor invoices include the following information:

- ✓ Purchase Order Number
- ✓ Description of the items provided
- ✓ For equipment parts, indicate a specific fleet or unit number, if applicable

The Department must verify the price and quantity reflected on the invoice is in compliance with the PO, contract and/or quote.

Each invoice must be submitted separately for processing, entry in Munis and payment.

Signature authorization for payment must be on the invoice itself (not the submitted PO). This does not apply to pay requests.

The Budget Department will audit invoices and General Ledger accounts.



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

3. PURCHASES NOT REQUIRING COMPETITIVE SELECTION

3.1 BELOW THE MANDATORY BID THRESHOLD

Purchases below the mandatory bid threshold may be made without competitive selection; however, purchases below the mandatory bid threshold may be made with competitive selection, at the discretion of the Purchasing Manager, the County Administrator or the Board. Quotes are required as detailed in paragraph 2.3.

3.2 SOLE SOURCE AND SOLE BRAND PROCUREMENT

A sole source or sole brand purchase less than \$25,000 may be authorized by the Purchasing Manager after receipt of proper documentation from the Originating Department in the form of a completed sole source/sole brand memorandum and documentation verifying that a good faith review of available sources or brands has been completed. A record of the sole source or sole brand request shall be maintained by attachment of the completed documentation in the MUNIS requisition file.

A sole source or sole brand purchase up to \$50,000 may be approved by the County Administrator. Any request in excess of \$50,000, shall be submitted to the Board for approval.

A sole source procurement involving contracts or purchase of materials for the construction, modification, alteration, or repair of any publicly owned facility shall be governed by Florida Statute 255.04, which generally provides that the County may not specify the use of materials or systems by a sole source, unless the Board, after consideration of all available alternatives materials and systems, determines that the specification of the sole source is justifiable based upon its cost or interchangeability, and the sole source specification has been recommended by the architect or engineer of record. Documentation of the Board's determination and supporting justification shall be maintained in the bid or requisition file.

For a commodity or service to be deemed a sole source or sole brand procurement, the department must submit appropriate documentation, which shall include both correspondence from the manufacturer or vendor (dated within the past 12 months) asserting its status as sole source or sole brand and a completed sole source/sole brand memorandum, documenting at least one of the following:

A. This is the only known vendor or manufacturer reasonably capable of providing a specific commodity or service to the County.

B. This is the only known brand reasonably capable of fulfilling the specific needs of the County

C. The required commodities or services are sold only through an authorized dealer that serves Indian River County and no other dealer or distributor may sell within this geographical area.

To verify the vendor/manufacturer's statement, the Purchasing Division may post a notice on Demandstar or similar service, declaring the County's intent to award a sole source purchase and enabling other vendors to challenge that designation. This notification ensures due diligence has been taken in determining sole source/sole brand status.

3.3 **COOPERATIVE PURCHASING THROUGH OTHER GOVERNMENTAL CONTRACTS ("PIGGYBACKING")**

A. Authority to Enter into Piggyback Contracts. As an alternative to any competitive selection process required by this manual, commodities and services may also be procured through: (1) the use of cooperative purchasing methods utilizing purchase agreements entered into by other governmental or public entities (local, state, federal, public educational, cooperatives, etc) following a valid competitive selection process, or (2) directly from vendors holding a current U.S. General Services Administration contract. The County shall have the authority to enter into a piggyback contract if both the vendor and the public procurement unit agree and the procurement transaction was entered into following a valid competitive selection process. Piggyback purchases shall be allowed without limit for any commodity or service that is included in the current year budget. For items not included in the current year budget, such piggyback purchases shall be approved by the Purchasing Manager (up to \$25,000), the County Administrator (up to \$50,000), or the Board (up to and in excess of \$50,000).

B. Authority to Sponsor, etc Cooperative Purchasing Agreements. The Purchasing Division may sponsor, conduct, administer or participate in cooperative purchasing agreements for the procurement of any commodities or services with one or more other public procurement units. Such cooperative purchasing may include but is not limited to joint or multiple party contracts which are made available to other public procurement units.

C. Contract Controversies. Any controversies concerning the award or processing of a contract which has been entered into on a cooperative basis shall be resolved under the terms of the original public contract, except as modified by the piggyback contract.

3.4 **EMERGENCY PROCUREMENTS**

When an emergency exists, the Originating Department shall contact the Purchasing Division and provide adequate justification for making an emergency procurement. Any emergency procurement exceeding the \$25,000 award authority of the Purchasing Manager shall require the approval of the County Administrator or the Board, along with a written account of the emergency circumstances from the Director of the Originating Department.

The Originating Department shall provide a written request to purchasing@ircgov.com including the justification for the emergency, proposed vendor, estimated dollar amount of the procurement and funding account to facilitate the entry of the requisition and assignment of the emergency purchase order number. A formal quote is not required. If an emergency is confirmed, the Purchasing Division shall enter a requisition in MUNIS and assign an emergency purchase order number.

The Originating Department shall make the purchase of the necessary commodities or services and may be required to update the emergency requisition to reflect the actual description and cost of the commodities or services.

The Purchasing Division shall issue a “confirming” purchase order to cover the purchase after receipt of the approved requisition. The Purchasing Manager will forward emergency purchase requests exceeding \$25,000 to the County Administrator for his approval. Approved requests exceeding \$50,000 will be presented to the Board of County Commissioners for ratification.

After Normal Working Hours. The Department Director shall exercise his or her judgment as to the justification for making an emergency procurement. If justified, the Department shall make the written emergency purchase request to the Purchasing Division, which shall prepare a requisition and assign a purchase order number. The Originating Department shall submit the written emergency purchase order request to the Purchasing Division on the next working day.

3.5 **PROCUREMENT PURSUANT TO EXISTING ANNUAL TERM CONTRACTS**

The Purchasing Manager shall issue annual term contracts for commodities and services (up to \$25,000) or after approval by the County Administrator (up to \$50,000) or the Board (up to or in excess of \$50,000).

The Purchasing Manager may renew an annual contract for multiple years, one year at a time, subject to satisfactory performance, zero cost increase (or as stated in the original contract), vendor acceptance and the determination that such renewal of the annual contract is in the best interests of the County, and authority for such renewal(s) is set forth in the contract.

3.6 **BLANKET PURCHASE ORDERS**

A blanket purchase order may be issued for up to \$25,000 for the purchase of miscellaneous commodities where the quantity cannot be anticipated or where it is not practical to store all items until they are needed. Single item purchases pursuant to a blanket purchase order may not exceed \$3,500. **Capital items may not be purchased on blanket POs.** Blanket purchase orders issued as a result of a bid or piggyback contract (entered into in accordance with section 3.3), or otherwise approved by the County Administrator (up to \$50,000) or the Board (up to or in excess of \$50,000), are exempt from the \$25,000 limit. Blanket purchase orders shall be effective for up to one year, and only for the fiscal year for which it has been issued. Blanket Purchase orders should be requested in the full estimated expenditure for the year.



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

4. COMPETITIVE SELECTION – BIDS

4.1 AT OR ABOVE THE MANDATORY BID THRESHOLD

The Mandatory Bid Threshold is \$25,000. Except as set forth in applicable law or this manual, commodities or services having an estimated value in excess of the mandatory bid threshold shall be procured through competitive sealed bidding; provided that the County Administrator shall be authorized to enter into a procurement transaction up to \$50,000, without competitive selection, unless otherwise required by applicable law; and provided further that the Board shall be authorized to approve a procurement transaction in excess of \$50,000, without competitive selection, unless otherwise required by applicable law. A procurement transaction shall not be artificially divided so as to circumvent the mandatory bidding process.

4.2 BIDDING PROCEDURES

A. Requisition. Each request for bid number, with the exception of annual bids, must be accompanied by a completed Solicitation Request Form. The Originating Department shall enter an electronic requisition in MUNIS, including a description of the commodity or service, estimated cost and identification of any external funding source(s). The Office of Management and Budget will review for availability of funds, and upon receipt of an approved requisition, the Purchasing Division shall contact the Originating Department and provide a bid number. This number shall be included on all specifications and bid documents.

B. Bid Documents. The Originating Department shall provide the Purchasing Division with a copy of specifications and bid documents. The Purchasing Manager shall review the specifications and bid documents to ensure ease of understanding for bidders, that the specifications do not unduly restrict open and free competition.

C. Public Notice and Document Release. Public notice of the invitation for bids shall be given a reasonable time prior to the date set forth in the bid documents for the opening of bids. Such notice may include publication in a newspaper of general circulation and posting on the internet on Demandstar, Bidexpress or similar service. The notice shall provide information on how bid documents may be obtained.

D. Addenda. Addenda to the bid documents shall be provided to all bid document holders of record through the same distribution method as the original documents. A copy shall be provided to the Purchasing Division for its records.

E. Bid Opening.

1. Time of Receipt. Bids must be received by the Purchasing Division no later than the time and date stated in the invitation for bids. Bids offered or received after this time shall not be considered. The time stamp in the Purchasing Division used to log receipt of bids will serve as the official clock for bid receipt. Any bid stamped beyond the proscribed hour, minute and zero seconds will be considered late.

F. Public Bid Opening. All timely received bids shall be publicly opened by the Purchasing Manager in the presence of one or more witnesses at the time and place stated in the invitation for bids. The Purchasing Division shall retain the original bids on file and remaining copies shall be sent to the Originating Department.

G. Bid Acceptance. Bids shall be accepted without alteration or correction, except as authorized in this manual. All bids must be signed either in ink or electronically.

H. Bid Review. The Originating Department is responsible for reviewing the bid responses and making a recommendation for award of the bid. Should the low bidder not be recommended, a reason must be stated in the written recommendation for award.

I. Verification and References. Prior to award, the Purchasing Division shall reference the low bidder against the State of Florida's lists of convicted and suspended vendors, as well as the U.S. Government's System for Award Management database. Provided references shall be verified at the discretion and/or request of the Originating Department. Additional sources may also be reviewed to aid in determining if the bidder is responsible.

J. Correction, Cancellation or Withdrawal of Bids.

1. Correction of Bids.

a. Correction of Mathematical Errors Prior to Award. Errors in addition or multiplication of unit prices or in other mathematical calculations may be corrected by the Director of the Originating Department or Purchasing Manager prior to award. Bids shall be deemed to be amended to the corrected amount. In all cases of errors in mathematical computation, the unit prices shall not be changed.

b. Correction of Mathematical Errors after Award. Errors in addition or multiplication of unit prices or in other mathematical calculations identified after award may be corrected only with the approval of the Board, and any correction shall not exceed the amount of the next low bid.

2. Cancellation of Bids. Any time prior to the bid opening date and time, the Purchasing Manager may cancel or postpone the bid opening, or cancel the invitation for bids in its entirety.

3. Amendment or Withdrawal of Bids.

a. Bid Amendments Prior to Opening. Any bidder may voluntarily withdraw or amend the bid at any time prior to the bid opening in person, or by written notice received by the Purchasing Manager prior to the bid opening. Amendments shall be forwarded to the Purchasing Division prior to bid opening, sealed and identified with the bid number.

b. Bid Amendments after Opening. After bid opening, bidders may not amend their bid. Bids shall remain in effect and binding upon the bidder for a period of sixty days, or such other time period specified in the bid documents.

c. Withdrawal of Bids. If, within 24 hours after Bids are opened, any bidder files a duly signed written notice with Owner and promptly thereafter demonstrates to the reasonable satisfaction of Owner that there was a material and substantial mistake in the preparation of its Bid, that bidder may withdraw its bid and bid security will be returned. Thereafter, if the work is rebid, that bidder may be disqualified from further bidding on the work.

d. Negotiation. If less than two bids are received, the Purchasing Division, on behalf of the Department, may negotiate on the best terms and conditions, prior to recommendation of award.

4.3 **AWARD**

K. Award Authority. A bid shall be awarded by written notice to the lowest responsible and responsive bidder. Awards not exceeding \$25,000 may be awarded by the Purchasing Manager; awards not exceeding \$50,000 may be awarded by the County Administrator; and, awards exceeding \$50,000 shall be awarded by the Board. The Board is authorized to waive technicalities and irregularities and to reject any and all bids, or any portion of a bid. After an award is made, the Purchasing Manager shall issue a purchase order or a “Notice of Award” as applicable. If, within 60 days after bids are opened, or within such other time period specified in the bid documents, the bid of the lowest responsible and responsive bidder is withdrawn or not honored, the County may award the bid to the next lowest responsible and responsive bidder. After 60 days or such other time period specified in the bid documents, the Board may award to the next lowest responsible and responsive bidder only if the next lowest responsible and responsive bidder agrees, in writing, to extension of the bid price for the additional period of time. These processes may be repeated until an award is made to a responsible and responsive bidder.

L. Tie Bids. If two or more bidders are tied after review by the Originating Department, in accordance with section 287.087 of the Florida Statutes, preference shall be given to the bidder with a Drug Free Workplace Program. In cases where a tie still exists, the Board shall award to the bidder identified as the most responsible bidder based upon any other relevant factors. If a tie still exists, the winning bidder shall be determined by coin flip. The bidder whose

response was received first (as indicated on the Purchasing receipt time stamp and associated log) shall be assigned “tails”.

M. Price Adjustment. Where appropriate, contracts may be awarded with a provision for upward or downward price adjustments, provided such adjustments were part of the bid documents.

N. Cancellation after Award. The Board may cancel a bid award at any time prior to execution of the contract by all parties, including the County.

4.4 **ADDITIONAL REQUIREMENTS FOR CONSTRUCTION AND PUBLIC WORKS CONTRACTS**

O. Bid Package Preparation. A complete packet of all bid documents including the original specifications and standardized terms and conditions shall be provided by the Originating Department to the County Attorney for approval. A copy of the bid documents indicating approval by the County Attorney shall be forwarded to the Purchasing Division for final review.

P. Public Notice. Bids will be advertised as set forth in Florida Statute 255.0525(2) and Indian River County Code paragraph 105.04.

Q. Recommendation for Award.

1. The Purchasing Division will review the Originating Department’s recommendation for Award and prepare an agenda item for submission to the Board. Should the Originating Department prefer to prepare an Agenda Item due to complexity of the bid, the item shall be routed through the Purchasing Division prior to finalization.

2. If a proposed or sample contract is included in the agenda item, the Originating Department is responsible for routing the proposed contract through the office of the County Attorney. The written recommendation should only request permission for the Board Chairman to execute the contract if the proposed or sample contract is included with the agenda item. A contract must be executed by the other party prior to submission to the Board Chairman to sign.

3. If a proposed or sample contract is not included in the agenda item, it shall be the Originating Department’s responsibility at a later date, to prepare an agenda item requesting execution by the Board Chairman, to route the agenda item for required approvals, and to present the item at a Board meeting. A contract must be executed by the other party prior to submission to the Board Chairman to sign. A copy of the agenda item materials and the executed contract shall be provided to the Purchasing Division for its records.

R. Notice of Award. Upon Board approval, the Purchasing Division shall send a notice of award to the successful bidder and request submittal of two copies of the contract approved by the Board (if applicable), any required certificate(s) of insurance and bond(s).

S. Certificates of Insurance/Bond(s). Upon receipt of certificate(s) of insurance, bond(s), and contracts executed by the contractor, the Purchasing Division shall submit the certificate(s) of insurance to the County Risk Manager for approval and the bond(s) to the County Attorney for approval. After approval of the bond(s), the Purchasing Division or the contractor shall record the bond(s) in the public records, if appropriate, and send copies of the bond(s), certificate(s) of insurance and the original executed contracts to the Originating Department. The Originating Department shall be responsible for proper routing and submission of the contracts for the Board Chairman's signature.

T. Public Construction Bond.

1. Public Construction Bond Required on any Construction Contracts Equal to or in Excess of \$100,000. A public construction bond shall be required on any construction or public works contract for a project costing \$100,000, or more. Such bond shall be provided by a surety company authorized to do business in the State of Florida. An alternative form of security may be provided in the form of cash, a money order, a certified check, a cashier's check, an irrevocable letter of credit, or other form of security permitted by Florida Statute 255.05(7), in a form acceptable to the County Attorney and the County Budget Director.

2. Bond Must be Delivered Prior to Issuing Contract Document. If required, a public construction bond or other form of security shall be delivered to the County prior to execution of the contract. All public construction bonds shall be recorded with the Clerk of the Court by the Purchasing Division or the contractor prior to commencement of the project.

U. Executed Contract. The Originating Department shall be responsible for returning a fully executed original contract to the vendor and shall prepare and send a notice to proceed to the contractor when appropriate. An electronic copy of the fully-executed agreement shall also be provided to the Purchasing Division for the Bid folder.

V. Default by Contractor. All contracts for construction services shall contain a clause providing for termination upon default of the contractor and providing that in such cases the surety company shall bear responsibility for the completion of the contract, or if no surety company has provided a performance bond, the County may claim the alternative security and use such funds for the completion of the contract.

W. Termination for Convenience. All construction contracts shall contain clauses providing for the termination of the contract for convenience of the County, and shall prescribe methods by which the contractor may calculate the cost of work already performed and termination settlement costs.

X. Indemnification. All construction contracts shall provide that the contractor (or other appropriate party) shall indemnify and hold harmless the County, and its Commissioners and employees, from liabilities, damages, losses and costs, including, but not limited to, reasonable

attorney's fees, to the extent caused by the negligence, recklessness, or intentional wrongful misconduct of the contractor (or other appropriate party) and persons employed or utilized by the contractor (or other appropriate party) in the performance of the construction contract.

4.5 WORK ORDERS/AUTHORIZATIONS

Y. Work Orders/Authorizations for continuing services agreements previously approved by the Board may be executed by the County Administrator, if within his defined authorization limits and if not prohibited within the agreement.

B. If not prohibited within the agreement, minor work authorizations under \$15,000 may be entered through a Purchase Order requisition referencing the contract number. No Work Order number will be assigned and payment will be made by standard PO procedures, rather than contractual payments. Purchase Orders will not be used in place of work orders/authorizations exceeding \$15,000.

4.6 CHANGE ORDERS

A. Applicability. Modifications may be made to an executed contract, which do not substantially alter the character of the work contracted, and which do not vary substantially from the original specifications as to constitute a new undertaking. Such changes must be reasonably viewed as being in fulfillment of the original scope of the contract and must be clearly directed to the achievement of a more satisfactory result or to the elimination of work not necessary.

B. Purchasing Manager Authority. The Purchasing Manager is authorized to approve change orders to contracts executed under the Purchasing Manager's authority, provided the criteria in paragraph A above are met, and the total value of the contract does not exceed \$25,000.

C. County Administrator Authority. The County Administrator is authorized to approve and authorize change orders which fit the criteria in paragraph A, above, where the net modification in the contract amount does not exceed \$5,000, unless contract was initially awarded solely under the Purchasing Manager or County Administrator's authority (\$50,000 threshold) and the total value of the contract still does not exceed \$50,000.

D. All other change orders must be formally approved by the Board.

E. Change orders shall not be artificially distributed or divided to avoid the requirement to present the approval to the Board.

4.7 DIRECT PURCHASE

A. In compliance with F.S. 212.08(6) and FAC Rule 12A-1.094, the County may utilize owner direct purchase of materials for Public Works projects to reduce project cost through the elimination of sales tax.



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

5. COMPETITIVE SELECTION – RFP/RFQ

5.1 REQUEST FOR PROPOSAL (RFP)

If it is not practical or advantageous to procure any specific commodity or service by competitive sealed bidding, a request for proposals may be used.

A. RFP Process. An RFP is characterized by a description of the desired objective and a statement of evaluation criteria. RFPs may include a request for price, to be considered in accordance with the evaluation criteria. Except as modified by applicable law or this manual, RFPs shall be advertised, received, opened and processed, and shall be corrected, withdrawn and cancelled, in the same manner as bids discussed in section 4.

1. Evaluation Criteria. The RFP shall state the evaluation criteria and the relative importance of each evaluation criterion, including price, if applicable. Only criteria set forth in the request may be used to evaluate the proposals submitted.

2. Selection Committee (“Committee”). A Committee shall be appointed by the County Administrator. The Committee shall be comprised of not less than three and not more than seven members. A majority of members shall constitute a quorum.

3. Review of Proposals. The Committee shall review all proposals submitted in response to the RFP, and shall make a recommendation for award, based upon the evaluation criteria.

4. Non-Public Proceedings of the Committee. If the Committee (a) meets to discuss negotiation strategies, or (b) meets with a proposer for the purpose of hearing a presentation, conducting discussions and asking questions, or conducting negotiations, such meetings may, at the election of the County, be held in private; provided, however, that a complete recording shall be made of any non-public portion of the meetings, and no portion of the non-public meetings shall be held “off the record.” The recording of the non-public portion of the meetings shall be considered a public record, under chapter 119, Florida Statutes, which is exempt from production to the public until such time as the County provides notice of an intended decision, or until 30 days after opening of the proposals, whichever occurs earlier.

5. Negotiation of Proposals. The County may negotiate with any proposer to revise, value engineer, etc any proposal, provided the revisions do not amount to a

substantial and material change to the proposal, and provided that such revisions do not unfairly affect other proposers.

6. Award of Proposals. The Originating Department shall be responsible for preparing an agenda item submitting the committee's recommendation to the Board for approval. A copy of the agenda item and all supporting documentation shall be provided to the Purchasing Division prior to submission to the Board. The award shall be made to the most responsive and responsible proposer whose proposal is determined to be the most advantageous to the County, based upon the evaluation criteria.

5.2 **REQUEST FOR QUALIFICATIONS (RFQ)**

Certain professional services are required by the Consultants' Competitive Negotiation Act to be procured by the use of a Request for Qualifications (RFQ). An RFQ may also be used to procure professional services not covered by the Consultants' Competitive Negotiation Act.

A. RFQ Process. An RFQ is characterized by an invitation to professionals to submit a summary of their qualifications to perform a general or specific job or service. If the RFQ is subject to the Consultants' Competitive Negotiation Act, the County shall select no less than three professionals for discussions and, if requested by the County, for presentations. After staff recommendation and approval by the Board, the County shall enter into negotiations for a contract with the most qualified professional(s). RFQs shall be governed by the Consultants' Competitive Negotiation Act, to the extent applicable. Except as modified by applicable law or this manual, RFQs shall be advertised, received, opened and processed, and shall be corrected, withdrawn and cancelled, in the same manner as bids discussed in Section 4.

B. Evaluation Criteria. The qualifications of each firm responding to an RFQ subject to the Consultants' Competitive Negotiations Act shall be determined in accordance with the criteria set forth in the Act, including, without limitation, the professional ability of personnel; whether the firm is a certified minority business enterprise; past performance; willingness to meet time and budget requirements; location; recent, current and projected workloads; and the volume of work previously awarded to each firm by the County, with the object of effecting an equitable distribution of contracts among qualified firms, provided such distribution does not violate the principle of selection of the most highly qualified firms. The qualifications of each firm responding to an RFQ which is not subject to the Consultants' Competitive Negotiations Act shall be determined in accordance with the criteria set forth in the RFQ.

C. Selection Committee ("Committee"). A Committee shall be appointed by the County Administrator. The Committee shall be comprised of not less than three and not more than seven members. A majority of members shall constitute a quorum.

D. Review of Qualifications. The Committee shall review the submittals of all firms responding to the RFQ. If the RFQ is subject to the Consultants' Competitive Negotiations Act, the Committee shall select at least three firms (short list) for further discussions.

E. Non-Public Proceedings of the Committee. If the Committee (a) meets to discuss

negotiation strategies, or (b) meets with any firm responding to the RFQ for the purpose of hearing a presentation, discussions and asking questions, or negotiations, such meetings may, at the election of the County, be held in private; provided, however, that a complete recording shall be made of any non-public portion of the meetings, and no portion of the non-public meetings shall be held “off the record.” The recording of the non-public portion of the meetings shall be considered a public record, under chapter 119, Florida Statutes, which is exempt from production to the public until such time as the County provides notice of an intended decision, or until 30 days after opening of the proposals, whichever occurs earlier.

F. Ranking of Firms. The Committee, after any discussions with and/or presentations by each short listed firm, shall vote on the final ranking. The ranking of firms shall indicate the Committee’s determination of the firms that are most highly qualified to perform the required services.

G. Ranking Reported to the Board. The Committee’s ranking of the firms shall be submitted to the Board through the County Administrator by the Originating Department. Upon final ranking and selection by the Board, the Originating Department shall proceed with negotiations; provided, however, that if the estimated value of the services is \$25,000 or less, the Purchasing Manager, in consultation with the Originating Department, may determine final ranking and selection, and if the estimated value of the services is \$50,000 or less, the County Administrator, in consultation with the Originating Department, may determine final ranking and selection,

H. Negotiations. The Originating Department shall negotiate with the firms in the order and manner set forth in the Consultants Competitive Negotiation Act, which generally requires that the Originating Department first negotiate with the most qualified firm. If negotiations are not successful, the Originating Department shall formally terminate negotiations with the most qualified firm, and shall commence negotiations with the second most qualified firm. If negotiations are not successful, the Originating Department shall formally terminate negotiations with the second most qualified firm, and shall commence negotiations with the third most qualified firm. If the County is unable to negotiate a satisfactory contract with any of the selected firms, the County may select additional firms responding to the RFQ in the order of their competence and qualification and continue negotiations in the same manner until an agreement is reached.

I. Award of Contract. At the conclusion of successful negotiations, a contract, approved by the County Attorney, shall be submitted to the Purchasing Manager (up to \$25,000), the County Administrator (up to \$50,000) or the Board (up to and in excess of \$50,000) for approval. A copy of the executed contract shall be transmitted to the Purchasing Division for the permanent file.

5.3 RANKING OF FIRMS IN RFP AND RFQ PROCESS

The ranking of firms in an RFP or RFQ process shall be done in the following manner, unless otherwise specified within the RFP or RFQ: (a) the RFP or RFQ solicitation documents shall list the

evaluation criteria and assign a maximum number of points available for each criterion. The total maximum number of points available for all criteria shall be 100, (b) each member of the Committee shall evaluate each firm by assigning a number of points for each criterion and then totaling the number of points for all criteria, (c) each Committee member shall then rank the firms on the basis of the total number of points received for all criteria, with the firm receiving the most points being ranked # 1, and (d) the rankings received by each firm from all Committee members shall then be totaled and divided by the number of committee members, to produce an average ranking. The firm receiving the lowest average ranking (ie., closest to # 1) shall be ranked the # 1 firm, and the process repeated until all firms have been ranked according to their average ranking. In the event of a tie, the ranking of the tied firms shall be determined by a comparison of the total number of points received by each firm for all criteria from all committee members. The firm with the highest number of points will be awarded the higher ranking position. The Committee may discuss the rankings and their reasons behind them, and each member may modify their ranking of firms accordingly.

After interviews in an RFQ process (or in an RFP process, if interviews are held), and based upon information learned during the interviews, each Committee member will rank the firms in order of preference and a consolidated final committee ranking established.

The evaluation process shall continue until the Committee declares the rankings final.

5.4 PROPOSALS FOR PUBLIC-PRIVATE PARTNERSHIP (P3)

In accordance with F.S. 255.065, the County may solicit or accept proposals for public–private partnerships. Solicited proposals shall be submitted in the format dictated in the solicitation. Unsolicited proposals may be submitted electronically to purchasing@ircgov.com, noting “unsolicited proposal per F.S. 255.065” in the subject; or by delivery of a hard copy or other electronic method (thumb drive, CD, etc.) submitted in a sealed envelope to the Purchasing Division, with the same title notation clearly indicated on the outside of the envelope. No initial application fee is required, however, the County reserves the right to request one in accordance with F.S. 255.065(3)(a)3.



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

6. SUMMARY OF PROCUREMENT

The following is a summary of the above procurement requirements.

A. Less than \$3,500. Quotes are not required; blanket purchase orders are permitted; emergency purchase orders are permitted; sole source procurement permitted; sole brand procurement permitted; annual term contracts permitted; cooperative purchasing (piggyback) permitted; Bid/RFP/RFQ permitted, but not required. The Purchasing Manager, County Administrator and the Board have authority to approve procurements less than \$3,500.

B. From \$3,500 to \$25,000. Three (3) quotes required to be attached to the requisition; blanket purchase orders are permitted; emergency purchase orders are permitted; sole source procurement permitted; sole brand procurement permitted; annual term contracts permitted; cooperative purchasing (piggyback) permitted; Bid/RFP/RFQ are permitted, but not required. The Purchasing Manager, County Administrator and the Board have authority to approve procurements from \$3,500 to \$25,000.

D. From \$25,000 to \$50,000. Emergency purchase orders permitted; sole source procurement permitted; sole brand procurement permitted; annual term contracts permitted; cooperative purchasing (piggyback) permitted; Bid/RFP/RFQ are required, unless waived by County Administrator or Board, or required by applicable law. The County Administrator and the Board have authority to approve procurements from \$25,000 to \$50,000.

F. Over \$50,000. The Board must approve all procurements; Bid/RFP/RFQ required, unless waived by the Board, if allowed by applicable law.

G. Construction Projects Over \$100,000. Public construction bond required for construction contracts.



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

7. PROTEST PROCEDURE

7.1 RESOLUTION OF PROTESTS

Any actual or prospective bidder or proposer who is aggrieved in connection with a competitive selection process may protest to the Purchasing Manager. The protest shall be submitted to the Purchasing Manager in writing within seven (7) calendar days after the bidder or proposer knows or should have known of the facts giving rise to the protest.

A. Decision. The Purchasing Manager shall promptly investigate the basis of the protest and, after consultation with the Originating Department, the Office of the County Attorney and any other person or entity deemed necessary by the Purchasing Manager, shall issue a decision in writing. A copy of the decision shall be furnished immediately to the protestor and any other party determined by the Purchasing Manager to be directly affected by the decision. The decision shall:

1. State the decision and the basis for the decision, and
2. Set forth the protestor's right to administrative review.

B. Administrative Review. If the protestor disagrees with the decision of the Purchasing Manager, the protestor may appeal the decision to the Board. Written notice of such appeal shall be submitted by the protestor to the Purchasing Manager within seven (7) calendar days of receipt of the Purchasing Manager's decision. The Board shall consider the appeal with reasonable promptness, and may address the appeal at the same time that it considers the Bid/RFP/RFQ award.

C. Stay of Procurements During Protests. In the event of a timely protest, the County shall not award the contract until the administrative appeal is resolved as set forth in paragraphs A and B above, unless the County Administrator or the Board determines that the award must be made without delay in order to protect the substantial interests of the County.



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

8. EXCESS/SURPLUS ASSET DISPOSITION

The Purchasing Division shall maintain an electronic list, accessible to all County employees, of excess assets and other items in working condition that may be usable to another department. This list shall be periodically submitted to the Board for approval to declare the assets surplus and to remove the assets from inventory.

Once declared surplus by the Board, the Purchasing Division shall transfer or sell the assets through any method consistent with the laws of Florida or applicable County policies.

The Capital Asset Policy is managed by the Finance Department and approved by the County Administrator and can be referenced along with this section.



**BOARD OF COUNTY COMMISSIONERS
INDIAN RIVER COUNTY, FLORIDA**

Purchasing Policies and Procedures

Manual Updated July 17, 2018

9. PURCHASING CARD PROGRAM

The Purchasing Card Program is administered by the Director of the Office of Management & Budget and is designed to improve efficiency in processing small dollar purchases from any vendor that accepts the credit card. This program allows cardholders to purchase approved commodities and services directly from vendors. Each purchasing card is issued to a named individual, and Indian River County is clearly shown on the card as the governmental buyer of the goods/services.

9.1 AUTHORIZATION

The purchasing card system simplifies the procurement/disbursement process. Procurement responsibility is delegated to the ordering department enabling an authorized cardholder to place an order directly with the vendor.

When the purchase authorization is requested by the supplier at the point of sale, the purchasing card system validates the transaction against preset limits established by the employee's department and approved by the Purchasing Card Administrator. All transactions are approved or declined (electronically) based on the purchasing card authorization criteria established. The authorization criteria may be adjusted periodically as needed and may include, but are not limited to, the following:

- A. Number of transactions allowed per day.
- B. Number of transactions allowed per month.
- C. Single purchase limit (not to exceed \$1,500 – capital items may not be purchased on credit cards).
- D. Monthly spending limit (not to exceed \$2,500.00).
- E. Approved merchant category codes.

The authorization process occurs through the electronic system that supports the purchasing card processing services under the agreement established between Indian River County and the financial services provider.

9.2 RESPONSIBILITIES

The following is a summation of the responsibilities of the individuals and organizations involved in the purchasing card system:

- A. Cardholder
 - 1. Hold and secure purchasing cards.
 - 2. Order materials and services.
 - 3. Inform vendor of tax-exempt status prior to processing sale transaction.
 - 4. Obtain all sales receipts and forward to the Department Purchasing Card Representative for authorizing approval.
 - 5. Identify disputed charges.

- B. Department Purchasing Card Representative.
 - 1. Review charges daily and sign authorizing the charges.
 - 2. Assign and/or verify the appropriateness of account numbers.
 - 3. Assist department cardholders with disputed items.
 - 4. Obtain signature from Department Head.
 - 5. Forward all charge receipts and necessary documentation to Finance daily. Ensure that all receipts for a given month are forwarded to Finance no later than five working days after month end.
 - 6. Collect cards from cardholders that end or transfer employment and notify the Purchasing Card Administrator.
 - 7. Notify the Purchasing Card Administrator of terminated employees immediately.

- C. Department Head or his/her designee.
 - 1. Request purchasing cards for designated employees.
 - 2. Set departmental and cardholder spending limits within established guidelines.
 - 3. Designate Department Purchasing Card Representatives.
 - 4. Review and sign charge receipts.

- D. Purchasing Card Administrator
 - 1. Approve requests for purchasing cards submitted by Department Head.
 - 2. Coordinate issuance and cancellation of cards.
 - 3. Coordinate program policy issues.
 - 4. Participate in ongoing program reviews.
 - 5. Participate in resolving billing disputes.
 - 6. Coordinate and maintain internal controls.
 - 7. Maintain procedures and cardholder guides/manuals.
 - 8. Conduct periodic operational and compliance audits.

- E. Finance
 - 1. Receive approved charge receipts from all cardholders.
 - 2. Confirm that all charges are authorized by Department Head or his/her designee.
 - 3. Reconcile consolidated statement, and notify departments and Purchasing Card Administrator when approved charge receipts are not received.

4. Pay all monthly charges from consolidated statement.
5. Process accounting data.
6. File and store statements, receipts, etc.
7. Upon request, provide weekly or monthly statements to the Department Head or his/her designee.
8. Report failure of departments to promptly turn in receipts to the Purchasing Card Administrator, as well as any other violations of the Purchasing Card Policy.

F. Purchasing Division

1. Pursue supplier discount opportunities
2. Evaluate purchasing card feedback from suppliers and cardholders.
3. Provide training to all new cardholders and refresher training classes as needed.

9.3 PROCEDURES

A. Assignment and Control of the Purchasing Card

1. Requests for and issuance of purchasing cards

a. Purchasing cards will be issued to individual employees, County Officers, and elected officials who frequently purchase goods/services in single purchase amounts of less than \$1,500.00.

b. The purchasing card will have the employee's name and employee ID# issued by the County, the County's name, the County's tax exemption number, and the expiration date. No credit records, social security numbers, etc., of the cardholder will be maintained.

c. All requests for purchasing cards must be made by the Department Head by using the Purchasing Card Request/Certification/Receipt form.

d. All requests for new cardholders or for changes to current cardholders will be made by completing the top portion of and submitting a Purchasing Card Request/Certification/ Receipt form to the Purchasing Card Administrator signed by the Department Head.

e. When the Purchasing Card Administrator receives a purchasing card from the issuing card company for a cardholder, the cardholder will be required to personally take receipt of the card and sign the Purchasing Card Acceptance and Cardholder Agreement. The Purchasing Division will provide training and a copy of the Purchasing Card Procedures Guide to the cardholder.

f. The Purchasing Card Administrator will notify the requesting department and the Finance Office upon the issuance of all purchasing cards.

2. Lost or Stolen Purchasing Cards

a. If a purchasing card is lost or stolen, the cardholder or department representative must immediately notify the financial service provider and the Purchasing Card Administrator.

b. The cardholder will be responsible for reporting all information necessary to reduce the liability to the County for a lost or stolen card.

3. Termination or Transfer of Cardholder

a. When a cardholder ends employment, leaves office, or is transferred to another department, the Department Head (as applicable) must notify the Purchasing Card Administrator immediately, collect the purchasing card, cut it in half, and submit the card to the Purchasing Card Administrator.

b. If the department is unable to collect the purchasing card when an employee terminates, the Department Head must immediately notify the Purchasing Card Administrator. The Purchasing Card Administrator will ensure that the card is cancelled.

B. Limitation on Use of Purchasing Cards

1. Cardholder Use Only. The purchasing card may be used only by the cardholder whose name is embossed on the card. No other person is authorized to use or maintain a record of the card. Any individual discovered to be using another person's issued card is subject to disciplinary action, up to and including termination.

2. County Purchases Only. The purchasing card is to be used for County-authorized purchases only. The purchasing card cannot be used for any personal use. Any such use will require immediate reimbursement and may result in disciplinary action, which may include dismissal.

3. Dollar Limitations

a. The Department Head (as applicable) approving the assignment of a purchasing card will set two limits for each cardholder; a single purchase limit and a 30-day limit. The maximum limits shall be \$1,500.00 for a single purchase and \$2,500.00 during the 30-day billing cycle. A Department Head may set limits lower than this if necessary. Requests for spending limit changes must be initialed and authorized by the Department Head (as applicable) and submitted to the Purchasing Card Administrator. Elected officials and County Officers shall be entitled to the maximum amounts set forth in this policy as it may be amended from time to time.

b. A purchase may include multiple items, but the total cannot exceed the cardholder's single-purchase limit. Payment for purchases shall not be split to stay within the single purchase limit.

4. Other Conditions

a. Sales taxes (including tourist taxes in the State of Florida) may not be charged by the vendor (with the exception of out-of-state travel). If requested, provide the vendor with the County's sales tax exemption certificate.

b. If an item is not immediately available, no back ordering is allowed.

5. Prohibited Uses of Purchasing Cards

a. Vendors that will accept Purchase Orders

b. Gasoline or oil (unless cardholder is approved for travel expenses)

c. Vehicle repairs or similar services

d. Travel expenses, unless cardholder is approved by the Purchasing Card Administrator for travel expenses.

e. Training expenditures requiring a travel authorization form, unless cardholder is approved by the Purchasing Card Administrator for travel expenses.

f. Cash advances

g. Inventory stock items

h. Food/Restaurants, unless the cardholder is specifically approved for this use by the Purchasing Card Administrator

i. Capital Items (\$1,000 or more)

j. When department annual needs for like items/services or purchases from the same vendor exceed \$1,500.00 annually.

k. Any additional goods/services specifically restricted by the Purchasing Division or the department.

l. Telephone calls

m. Personal items

n. Invoices for previously purchased/ordered/received goods and/or services

o. Any services requiring licensure with the State/Building Division and/or liability insurance as required by the Administrative Policy.

p. Registration for courses, including online courses, unless a travel voucher is submitted with receipt through Budget.

6. Travel Expenses

a. Some cardholders may receive approval from the Purchasing Card Administrator to charge travel related expense to their purchasing cards.

b. Expenses for registration, hotel rooms (lodging) and related parking and resort fees, car rentals and airfare are allowed for such cardholders.

c. All travel related expenses must be for official County business and must be made in accordance with Section 112.061, Florida Statutes.

d. All cardholders must follow County policies on travel expense in addition to the Purchasing Card Policy. (e.g., completing Travel Approval Prior to Trip Form before making any charges on the Purchasing Card).

e. Only travel expenses for the cardholder are authorized. Charges shall not be made for any other employees or travelers other than the cardholder.

C. Procedures for Making and Paying for Purchases

1. Online and Telephone Orders

a. The cardholder shall ensure a copy of the receipt is obtained. Packing slips are not sufficient documentation.

b. Receipts should identify the merchandise purchased. If the merchandise is not sufficiently identified on the order confirmation or receipt provided by the merchant, the cardholder should describe the merchandise sufficiently enough for the Department Director to determine that the purchase was for County purposes.

c. The receipt will be forwarded to Finance with the proper authorization signatures on a daily basis, and **no later than five business days after the purchase.**

2. Missing Documentation

Where supporting documentation is missing, the cardholder must contact the vendor and request a duplicate receipt. If the cardholder is unable to obtain documentation, a description of the purchase must be attached. Continued incidents of missing documentation may result in the cancellation of the employee's purchasing card and/or disciplinary action.

3. Payment and Invoice Procedures

a. The purchasing card company will provide one consolidated statement for all cardholders to Finance. This Statement of Account will list all transactions processed during the previous 30 days.

b. Finance will review the statement and receipts, noting any errors and notifying the departments of any discrepancies. The department will determine whether to dispute the item in question. If the item is disputed, follow the procedures below. All items must be resolved within five (5) working days of notification by Finance.

D. Disputes. If items purchased with the purchasing card are defective, the cardholder must return the item(s) to the vendor for replacement or credit. If the service paid for with a purchasing card is faulty, the vendor must be notified and asked to correct the situation or provide a credit. If the vendor refuses to replace or correct the faulty item or service, the purchase will be considered in dispute.

E. Review of Purchases by Departments

1. Because of their knowledge of the job responsibilities and requirements, Department Heads or designees are required to review each purchasing card expenditure (item purchased, amount and vendor) to ensure the goods/services were necessary and for official use.

2. When the Department Head is not satisfied that the purchase was necessary and for official use, the cardholder must provide either a credit voucher proving the item(s) were returned for credit or a personal check for the full amount of the purchase. Checks must be sent to Finance with an explanation and account number to credit. A copy of the check and explanation must be forwarded to the Purchasing Card Administrator.

3. Serious or repeated misuse of the purchasing card will result in the revocation of the card. Employees incorrectly using their purchasing card will be disciplined by the Department Head/ manager as necessary.

4. To help the departments in their reviews, management reports will be available from the Purchasing Card Administrator or Finance.

F. Abuse/Violations

1. Participation in the Indian River County Purchasing Card Program is a convenience that carries responsibilities along with it. Although the card is issued in a cardholder's name, it is County property and should be used with good judgement. Improper use of the card can be considered misappropriation of

County funds which may result in disciplinary action, up to and including termination. Cardholders are expected to comply with internal control procedures in order to protect County assets. This includes keeping receipts, providing the receipts to Finance within three business days, resolving discrepancies and following proper card security measures.

2. The Department Purchasing Card Representatives and Department Heads should notify the Purchasing Card Administrator if a cardholder abuses the program or violates the procedures.

3. The Purchasing Card Administrator will conduct operational and compliance audits to determine if the program is being abused or procedures are being violated.

4. Misuse of the Purchasing Card may result in disciplinary or other appropriate action. Repeated misuse and violations will result in revocation of Purchasing Card privileges and may result in termination of employment for cause.

5. Abuse, misuse, and violations include, but are not necessarily limited to the following:

- a. Purchase(s) made exceeding single item or monthly purchase limit.
- b. Use of card for unauthorized or prohibited items/services (See 9.3.B.5).
- c. Multiple transactions to circumvent Purchasing procedures.
- d. Failure to provide proper documentation, receipts, invoices, etc. within five business days.
- e. Purchase of Capital Outlay items.
- f. Purchase from vendors which create a conflict of interest.
- g. Personal charges.
- h. Allowing another person to use the card.
- i. Failure to report a lost or stolen card in a timely manner.

6. The following steps will be taken to address misuse/abuse/violations:

a. First Offense: Cardholder and supervisor will be notified verbally of the violation.

b. Second Offense: Cardholder will receive written notice of violation through his or her supervisor.

c. Third Offense: Purchasing Card privilege will be revoked and additional disciplinary action may be taken by the department.