

**CENTRAL FLORIDA EXPRESSWAY  
AUTHORITY**

**PROCUREMENT POLICY**

**EFFECTIVE DATE: JANUARY 8, 2015**

**CENTRAL FLORIDA EXPRESSWAY AUTHORITY  
PROCUREMENT POLICY**

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The Procurement Department shall be responsible for the implementation and administration of this Policy. Subject to the provisions of this Policy, the Director of Procurement shall serve as the principal officer for the procurement of all goods and services required by the Authority.

All changes to this Policy require approval of the Authority's Board of Directors. This Policy supersedes all previously adopted procurement policies.

**I. PURPOSE AND DEFINITIONS**

This Policy establishes a centralized procurement system for the Central Florida Expressway Authority the purpose of which is to:

1. Establish the rules governing procurement by the Authority;
2. Promote public confidence in the integrity and transparency of the procedures followed to procure the goods and services required by the Authority;
3. Ensure fair and equitable treatment of all persons who participate in the procurement system;
4. Maximize economy in procurement activities and, to the fullest extent possible, the purchasing value of Authority funds.

Wherever used in this Policy or in the Procurement Procedures Manual, the following terms have the meanings indicated which are applicable to both the singular and plural thereof and all genders:

*Bid:* A formal written price offer by a vendor to the Authority to furnish goods, products or services.

*Contractor:* Any person or entity (including officers, directors, executives and shareholders who are active in the management of a person or entity) who bids or applies to bid on any work of the Authority, or who provides (or solicits to provide) goods or professional services to the Authority. For purposes of this Policy, Contractor and Vendor may be used interchangeably.

*Contractual Services:* The rendering by a contractor of its time and effort rather than the furnishing of specific commodities. The term applies only to those services rendered by individuals and firms who are independent contractors, and such services may include, but not be limited to, evaluations; consultations; accounting; security; management systems; management consulting; educational training programs; research and development studies or reports; and technical and social services. Contractual Services does not include any contract for furnishing of services, labor or materials for the construction, renovation, repair, modification, or demolition of any roadway or bridge, building, portion of building, utility, or structure.

*Cooperative Purchasing:* Procurement conducted by or on behalf of more than one public procurement unit or agency.

*Design Professional Services:* Services within the scope of the practice of architecture, professional engineering, landscape architecture, or registered surveyor and mapper in connection with their professional employment or practice.

*Emergency:* A reasonably unforeseen breakdown in machinery, damage, destruction or obstruction of machinery or roadway or any property owned or operated by the Authority; a threatened termination of an essential service; the development of a dangerous condition; the development of a circumstance causing the stoppage or slowdown of an essential service; a threat to the public health, welfare or safety; or the opportunity to secure significant financial gain, or avoid significant financial loss, through immediate or timely action.

*Emergency Purchase:* A purchase of goods or services with limited or no competitive process when such purchase is necessary to remedy or lessen the harmful effects of an Emergency.

*Procurement:* Buying, purchasing, renting, leasing or otherwise acquiring any goods or services for public purposes in accordance with the law, rules, regulations and procedures intended to provide for the economic expenditure of public funds. It includes, but is not limited to, all functions which pertain to the obtaining of any supplies, materials, equipment and/or services, including Contractual Services, Design Professional Services and Professional Services, construction projects and capital improvement projects, required by the Authority regardless of the source of funds.

*Professional Services:* Services the value of which are substantially measured by professional competence of the firm performing them and which are not susceptible to realistic evaluation/assessment by cost of services alone. Professional Services shall include, but are not limited to, services customarily rendered by attorneys, certified public accountants and insurance, financial, personnel, public relations firms, legislative advisors, systems, planning and management advisors. For purposes of this Policy, Professional Services shall not include services customarily rendered by architects, landscape architects, professional engineers and registered surveyors and mappers.

*Single Source:* A procurement in which, although two or more vendors supply the goods or services, one is selected for substantial reasons, eliminating the competitive bidding process.

*Sole Source:* A procurement in which only one vendor is capable of supplying the goods or services. This may occur when the goods or services are specialized or unique in character as determined by a reasonably thorough analysis of the marketplace.

*Vendor:* See “Contractor”.

Additional terms are included and defined in the Procurement Procedures Manual.

## **II. APPLICATION**

- A. This Policy applies only to contracts for procurement by the Authority of goods and services and to amendments, extensions and renewals thereof, solicited or entered into after the effective date of this Policy. Nothing in this Policy shall prevent the Authority from complying with the terms and conditions of any grant, gift, bequest, or loan, or for any cooperative agreement with any local, state or federal agency, and to the extent this Policy or the Procurement Procedures Manual is inconsistent with any such terms and conditions, such terms and conditions shall take precedence.
- B. Notwithstanding anything in this Policy to the contrary, in connection with any procurement by the Authority of services related to a potential capital markets transaction to which the Authority may be a party, including, without limitation, the issuance of bonds or other debt instruments or the entry by the Authority into derivative financial arrangements, the Chairman of the Board or the Executive Director may direct, as he or she deems it to be in the best interests of the Authority, that the Authority procure such services in a manner customarily employed by state and other local governmental entities. The Executive Director shall ensure that any such alternate means of procurement is done in a fair and objective manner and in as competitive a manner as is practicable under the circumstances. Services that may be procured by such alternate means include, without limitation, credit enhancement or reserve sureties and other similar services.

## **III. RESPONSIBILITY AND FUNCTION**

The responsibility for the administration of procurement activities covered by this Policy is vested in the Procurement Department who shall at all times and in all situations follow the requirements set forth in the Procurement Procedures Manual. Should a procurement issue arise that is not covered by this Policy or the Procedures Manual, the Director of Procurement shall resolve the issue, to the best of his or her ability, in a manner that is consistent with the purpose and intent of this Policy and the best interests of the Authority. The Procurement Procedures Manual shall be reviewed annually and revised as necessary to reflect the current business needs of the Authority. The Executive Director is authorized to approve revisions to the Procedures Manual unless the revisions result in, or require a revision to the Procurement Policy. If such is the case, prior Board approval of the revisions to the Policy will be required before revisions to the Procedures Manual can be implemented.

Specific responsibilities and functions of the Procurement Department include:

1. Developing purchasing objectives, policies, and procedures to purchase and contract for all materials, supplies, equipment, and services including construction, maintenance, architectural, engineering and other professional and contractual services required by the Authority;

2. Working with other Authority departments to establish standardization of materials, supplies, equipment and services where practical within a competitive environment;
3. Promoting and maintaining good will between the Authority and its vendors, suppliers and contractors, including encouraging full and open competition wherever possible, assuming fair and equitable business dealings with all vendors and contractors, and providing equal opportunity to quote and compete in public bidding;
4. Ensuring that all purchases are made in compliance with the applicable statutes, rules, regulations and policies;
5. Handling complaints and warranties regarding purchases, and negotiating the return of merchandise and/or other settlements;
6. Training Authority personnel regarding purchasing and contracts procedures as needed, and;
7. Managing the operational procedures for the Purchasing Card Program as established below.

#### **IV. GOVERNING RULES**

The following rules shall govern the procurement of goods and services for the Authority:

- A. All purchases or procurement initiations in excess of five thousand dollars (\$5,000.00) that are not included in the currently approved Operations, Maintenance and Administration budget or Five Year Work Plan shall be reviewed and approved, in advance, by the Finance Department for fiscal sufficiency.
- B. The procurement of goods or services shall be in accordance with this Policy and the Procurement Procedures Manual.
- C. Except for Emergency Purchases, and procurements made under the Micro-Contracts Program, all contracts, supplemental agreements, amendments, purchase orders and contract renewals obligating the Authority to an amount of fifty thousand dollars (\$50,000.00) or more shall have the prior approval of the Authority's Board of Directors.
- D. Unless otherwise required by law, or as specifically exempted in the following paragraph E, Authority contracts for goods and services shall not exceed an initial term of three years. A renewal clause extending the term for up to two one-year periods may be provided.

E. Contracts for the following services may be entered into for an initial term of up to five years. With the exception of Design Professional Services Consultants contracts, a renewal clause, or a limited time extension as appropriate, extending the term for up to five one-year periods may be provided. For Design Professional Services Consultants contracts, the time extensions or renewals shall not exceed two one-year periods:

- Toll Collection Services
- Toll Collection Systems Maintenance (Hardware and Software)
- Asset Management Services (Roadway, Bridge and Facilities Maintenance)
- General Engineering Consultant Services
- Right of Way Counsel Services
- Motor Assistance Service Patrol
- Maintenance of ITS Infrastructure
- General Systems Consultant
- System Software Maintenance
- Records Security and Management
- Construction Management Consultant
- Design Professional Services Consultants

F. Unless otherwise stated in this Policy, all requests for goods and services and all purchases shall be made through or by the Procurement Department. Except for purchases made under the Purchasing Card program (as established below), Authority employees are prohibited from purchasing any materials, supplies, equipment, or services, or entering into any contract without specific authorization from the Director of Procurement or higher authority. Individuals responsible for unauthorized purchases or obligations shall be in violation of this Policy and shall be disciplined accordingly. Such disciplinary action may include reimbursement by the individual to the Authority for unauthorized purchases or obligations. Depending on the severity of the violation, further disciplinary action may be warranted.

G. All contracts for Contractual Services, Design Professional Services, and Professional Services shall contain a provision in substantially the following form:

“If, during the term of this Contract and any renewals hereof, Contractor/Consultant desires to subcontract any portion(s) of the work to a subcontractor/subconsultant that was not disclosed by the Contractor/Consultant to the Authority at the time this Contract was originally awarded, and such subcontract would, standing alone or aggregated with prior subcontracts awarded to the proposed subcontractor/subconsultant, equal or exceed twenty five thousand dollars (\$25,000.00), Contractor/Consultant shall first submit a request to the Director of Procurement for authorization to enter into such subcontract. Except in the case of an emergency, as determined by the Executive Director or his/her designee, no such subcontract shall be executed by the Contractor/Consultant until it has been approved

by the Authority Board. In the event of a designated emergency, the Contractor/Consultant may enter into such a subcontract with the prior written approval of the Executive Director or his/her designee, but such subcontract shall contain a provision that provides that it shall be automatically terminated if not approved by the Authority Board at its next regularly scheduled meeting.”

- H. No employee of the Authority shall obligate the Authority in any transactions whereby the employee may derive income or benefits other than those provided as compensation from the Authority.
- I. Standard Authority forms for contracts, amendments, supplemental agreements, renewals and similar documents shall be developed and used whenever possible. It is recognized that, due to their specialized nature, agreements with other governmental agencies, certain service providers and financial institutions may preclude the use of standard Authority forms. In such instances, review and approval of such non-standard documents by the General Counsel must be received prior to their execution.

## **V. PROCUREMENT LEVELS**

The following procurement levels are hereby established. Procurements covered by this Policy shall not be divided into more than one purchase order, project or contract solely for the purpose of avoiding the process required by these levels. Additionally, quotes received that would result in a purchase at a higher Procurement Level than originally estimated shall be discarded and the process shall begin again according to the requirements of the higher level. The procurement process for each level is detailed in the Procurement Procedures Manual.

1. Level 1 - Purchases up to \$999.99: Items at this level may be procured from any available sources without seeking competitive pricing although competition shall be used to the maximum extent practical. The user department may secure the necessary pricing on its own or request the assistance of the Procurement Department. The Director of Procurement is authorized to approve all purchases at this level.
2. Level 2 - Purchases between \$1,000.00 and \$9,999.99: Items at this level require at least three quotes, either written or verbal, before the purchase is made. The user department may secure the necessary pricing on its own or request the assistance of the Procurement Department. The Director of Procurement is authorized to approve all purchases at this level.
3. Level 3 - Purchases between \$10,000 and \$24,999.99: Items at this level require at least three written quotes before the purchase is made. The user department may secure the necessary pricing on its own or request the assistance of the Procurement Department. The Director of Procurement is authorized to approve all purchases at this level.



4. Level 4 - Purchases between \$25,000.00 and \$49,999.99: Items at this level require three formal quotes. The request for quotes shall only be issued through and received by the Procurement Department. The Director of Procurement is authorized to approve all purchases at this level.
5. Level 5 - Purchases of \$50,000.00 and up: Except in the case of emergency purchases and selection of Design Professional Services Consultants, both as described elsewhere in this Policy, items at this level shall follow either the competitive sealed bid or competitive sealed proposal process as determined by the Director of Procurement. Board authorization is required to advertise procurements at this level. Board award of any subsequent contract resulting from the procurement is also required. For solicitations under the Micro-Contracts Program, the Executive Director can authorize advertisement and award of small contracts between \$50,000.00 and \$200,000.00 each without prior Board action in order to expedite the bidding and award process.

## **VI. PROCUREMENT PROCESSES**

Unless otherwise exempt from the competitive procurement process as identified in Article XII below, procurement of Level 5 goods and services shall be made using the appropriate procurement process as follows. The specifics of each process are included in the Procurement Procedures Manual.

### **A. Competitive Sealed Bids**

An invitation to bid shall be issued which shall include the specifications and appropriate contract terms and conditions applicable to the procurement.

### **B. Competitive Sealed Proposals**

When it is determined by the Director of Procurement that the use of competitive sealed bidding is either not practical or not advantageous to the Authority due to the technical or specialized nature of the goods or services being procured, the competitive sealed proposal process may be used.

### **C. Selection of Design Professional Services Consultants**

Design Professional Services, as governed by F.S. § 287.055 (known as the Consultants' Competitive Negotiation Act or "CCNA"), shall be acquired through the Procurement Department in accordance with the procedures detailed in the Procurement Procedures Manual.

## **VII. CONTRACT AMENDMENTS AND RENEWALS**

- A. The Director of Procurement is authorized to approve and execute contract amendments for Level 1 through 4 procurements. Amendments to Level 5 procurements shall be reviewed and approved by the General Counsel prior to their

execution. The Director of Procurement is authorized to execute amendments to Level 5 procurements after Board approval.

The Director of Procurement is authorized to approve and execute amendments for extensions of contract time at all procurement Levels that do not include an increase in compensation to the contractor.

- B. The option to renew a contract is at the sole discretion and election of the appropriate Deputy Executive Director, or designee, in consultation with the Director of Procurement. Renewals shall be based, in part, on a determination that the value and level of service provided by the contractor are satisfactory and adequate for the Authority's needs. The Director of Procurement is authorized to approve and execute contract renewals for Level 1 through 4 amounts. Renewals at Level 5 shall be reviewed and approved by the General Counsel prior to their execution. The Director of Procurement is authorized to execute Level 5 renewals after Board approval.

## **VIII. TERMINATION OF CONTRACT**

The Executive Director, Deputy Executive Director for Engineering, Operations, Construction and Maintenance and the Deputy Director for Administration and Planning are authorized to terminate any contract entered into by the Authority with any vendor/contractor. The necessary actions shall be coordinated with the General Counsel and the Director of Procurement. A termination can either be for convenience or default as described and detailed in the Procurement Procedures Manual.

In a breach of contract where the vendor/contractor has willfully failed or refused to perform according to the terms of the contract, the Authority may determine that the breach does not warrant that the contract be terminated. In such cases, with the concurrence of the General Counsel, the Director of Procurement will advise the vendor/contractor citing the finding of breach as detailed in the Procurement Procedures Manual. At the discretion of the Executive Director, a contractor terminated for default, or a contractor with multiple breach of contract notifications, may be disqualified from bidding or proposing on Authority contracts.

## **IX. PURCHASING CARD PROGRAM**

A Purchasing Card Program is hereby established to provide authorized Authority employees with the ability to make purchases on behalf of the Authority using an Authority charge card. All goods and services purchased under this Program shall be in accordance with the requirements of the Procurement Procedures Manual. The Procurement Department shall be responsible for managing the Purchasing Card Program and ensuring compliance with the Procurement Procedures Manual

## **X. OWNER DIRECT PURCHASE (ODP) OPTION**

For all roadway, bridge and facilities construction projects with an estimated cost of \$5 million or more, it shall be the policy of the Authority, whenever practical and appropriate, to include in the project specifications for such projects language that gives the Authority the option to make direct purchases of certain materials from a contractor's vendors at prices quoted to the contractor (with applicable Florida State Sales Tax) and included in the contractor's bid. This option will allow the Authority to take advantage of its exempt status from payment of Florida State Sales Tax, resulting in a cost reduction to the Authority. The Authority's Director of Construction and the Director of Procurement shall be responsible for determining the practicality and appropriateness of the direct purchase option on a project by project basis. If the ODP option is not exercised for a project, a memo, signed by the Director of Construction and the Director of Procurement, shall be placed in the project file giving the specific reasons why the ODP option was not exercised.

Board approval of an ODP is not required since the Board would have previously approved the award of the construction or other contract from which the funds to pay for the ODP will be taken. The Director of Procurement is authorized to approve an ODP regardless of the amount.

## **XI. MICRO-CONTRACTS PROGRAM**

A Micro-Contracts Program is hereby established as a procurement method to expedite the bidding and award process for small contracts between \$50,000.00 and \$200,000.00 each. The Procurement Procedures Manual includes the process and guidelines for administering the Program.

## **XII. EXEMPTIONS FROM COMPETITIVE PROCUREMENT PROCESSES**

To the extent indicated, the following are exempt from the competitive requirements of this Policy.

- A. Regulated Services: Telephone, electricity, natural gas and water, or similar services where rates or prices are fixed by legislation or by federal, state, county or municipal regulations.
- B. Maintenance Agreements: Includes maintenance of computers and related equipment, software, copiers, faxes and other related office equipment, servers, network switches and firewalls, when there is reasonable basis to conclude that such agreements are in the Authority's best interest.
- C. P-Card Purchases up to the limit for Procurement Level 1.
- D. Petty cash purchases made in accordance with established Authority procedures.

- E. Dues and memberships in trade or professional organizations.
- F. Subscriptions for periodicals, advertisements and postage.
- G. Paralegal services, appraisal services, mediator, hearing officer, expert witnesses, court reporters and attorney engagement letters up to the limit for Procurement Level 4.
- H. Abstracts of titles for real property; title insurance for real property; real property.
- I. Copyrighted materials; patented materials.
- J. Artistic Services – The rendering by a contractor of its time and effort to create or perform an artistic work in the fields of music, dance, drama, folk art, creative writing, painting, sculpture, photography, graphic arts, craft arts, industrial design, costume design, fashion design, motion pictures, television, radio, or tape and sound recording.
- K. Job-related travel; seminars; tuition; registration fees and training.
- L. Purchase orders issued on an annual basis wherein the exact quantity of items or identification of specific items cannot be determined in advance.
- M. Single Source and Sole Source Purchases.
- N. Emergency Purchases: The Director of Procurement (or higher authority in the absence of the Director of Procurement) is authorized to approve emergency purchases up to the limit for Procurement Level 4. Emergency Purchases at Procurement Level 5 require approval by the Executive Director (or his designee). All Emergency Purchases at Procurement Level 5 shall be submitted to the Board for confirmation and approval at the next scheduled Board meeting, if possible.
- O. Cooperative Purchases (“Piggybacking”): The Director of Procurement is authorized to purchase goods and services through a vendor/contractor under contract with the federal, state, county or municipal governments (or any other governmental agency or political subdivision), and state colleges and universities providing the vendor/contractor extends substantially the same terms and conditions of the contract to the Authority. Cooperative purchases at Procurement Level 5 require prior Board approval.
- P. Micro-Contracts Program to the extent the Executive Director can authorize advertisement and award of small contracts valued between \$50,000.00 and \$200,000.00 each in order to expedite the bidding and award process. Each award by the Executive Director shall be submitted to the Board for ratification and approval at the next regularly scheduled Board meeting.

- Q. Direct contracts for goods or services with state, county or municipal governments (and any other governmental agency or political subdivision), and state colleges and universities. Contracts at Procurement Level 5 require prior Board approval.

The Director of Procurement may authorize the purchases, transactions and expenditures listed above subject to the stated limitations. Certain procurements within the above categories shall be obtained via competitive means when it is determined that adequate sources for the goods or services required are available. Exemption for the competitive procurement process does not grant exemption from all procurement procedures. For example, single and sole source purchases, and cooperative purchases shall be subject to the approval process for amendments as described above. All amendments to exempt procurements not otherwise specifically addressed shall be reviewed in advance by the Director of Procurement for a determination as to whether or not Board approval is required.

### **XIII. DISQUALIFICATION OF CONTRACTORS**

Contractors who are on the Florida Department of Transportation's Suspended Contractors List or the State of Florida Department of Management Services' Suspended Vendors List or Convicted Vendors List are barred from submitting bids for any Authority solicitation. With regard to Design Professional Services, contractors identified in the Florida Department of Transportation's Design Professional Consultants database as suspended and/or disqualified are barred from submitting proposals for any Design Professional Services projects.

### **XIV. STANDARD OF CONDUCT**

The Standard of Conduct as it relates to this Policy and the Procurement Procedures Manual is promulgated in Rule Chapter 6, Code of Ethics, of the Authority's Permanent Rules.

### **XV. ENVIRONMENTAL PROCUREMENT**

It shall be a provision of this Policy to support the purchase of recycled and environmentally preferred products, when practical, in an effort to minimize environmental impacts of the goods and services procured by the Authority. In the context of this provision, "practical" is defined as goods and services that are sufficient in performance and reasonably available at a reasonably competitive cost.

To implement this provision, the Procurement Department shall develop a procedure that:

1. Encourages the use of recycled/recyclable materials through procurement practices with vendors, contractors, businesses and other governmental agencies.
2. Adopts the use of recycled supplies/materials as a priority.

3. Generates less waste material by reviewing how supplies, materials and equipment are manufactured, purchased, packaged, delivered, used and disposed of.
4. Gives preference, where items are of a similar cost, to those that are manufactured with a high recycled content or are environmentally preferable.
5. Provides for training and raising the awareness of Authority employees to ensure they consider environmental issues in procurement decisions.

Nothing in this provision or in the procedure shall be construed as requiring the purchase of products that do not perform adequately and/or are not reasonably available at a reasonable cost.