

The Providence Housing Authority

# Procurement Plan



**PROVIDENCE HOUSING AUTHORITY PROCUREMENT POLICY**

Adopted: 02/24/2022

Resolution No.: 4258

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## 1.0 INTRODUCTION

- 1.1 **General.** The Providence Housing Authority (PHA) by action of the PHA Board of Commissioners (Board) establishes this Procurement Policy (Policy) to as guidance to comply with the Annual Contributions Contract (ACC) between the PHA and the United States Department of Housing and Urban Development (HUD), Federal Regulations at 2 CFR §200.317 through §200.326, *Procurement Standards*, the procurement standards of the Procurement Handbook for Public Housing Authorities (PHAs), HUD Handbook 7460.8, REV 2, and applicable State and Local laws.

## 2.0 GENERAL PROVISIONS

- 2.1 **General.** The PHA shall:

- 2.1.1 Provide for a procurement system of quality and integrity; that integrates and complements the PHA Internal Controls Policy in its goal of developing, maintaining and monitoring a rigorous control environment.
- 2.1.2 Provide for the fair and equitable treatment of all persons or firms involved in purchasing by the PHA;
- 2.1.3 Ensure that supplies and services (including construction) are procured efficiently, effectively, and provide the best value at the most favorable prices available to the PHA while meeting the necessary quality standards for the intended use.
- 2.1.4 Promote competition in contracting; and
- 2.1.5 Assure that the PHA purchasing actions are in full compliance with applicable Federal standards, HUD regulations, State, and local laws.

- 2.2 **Application.** This Policy applies to all procurement actions of the PHA, regardless of the source of funds, except as noted under “exclusions” below. However, nothing in this Policy shall prevent the PHA from complying with the terms and conditions of any grant, contract, gift or bequest that is otherwise consistent with the law. When both HUD and non-Federal grant funds are used for a project, the work to be accomplished with the funds should be separately identified prior to procurement so that appropriate requirements can be applied, if necessary. If it is not possible to separate the funds, HUD procurement regulations shall be applied to the total project. If funds and

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work can be separated and work can be completed by a new contract, then regulations applicable to the source of funding may be followed.

- 2.3 **Definition.** The term “procurement,” as used in this Policy, includes the procuring, purchasing, leasing, renting of, or bartering for: (1) goods, supplies, equipment, and materials, (2) construction and maintenance; consultant services, (3) Architectural and Engineering (A/E) services, (4) Social Services, and (5) other services.
- 2.4 **Exclusions.** This policy does not govern administrative fees earned under the Section 8 voucher program, the award of vouchers under the Section 8 program, the execution of landlord Housing Assistance Payments contracts under that program, or non-program income, e.g., fee-for-service revenue under 24 CFR §990. These excluded areas are subject to applicable State and local requirements.
- 2.5 **Changes in Laws and Regulations.** In the event an applicable law or regulation is modified or eliminated, or a new law or regulation is adopted, the revised law or regulation shall, to the extent inconsistent with these Policies, automatically supersede these Policies.
- 2.6 **Public Access to Procurement Information.** Most procurement information that is not proprietary is a matter of public record and shall be available to the public to the extent provided in the Rhode Island Freedom of Information Act.

## 3.0 ETHICS IN PROCUREMENT

- 3.1 **General.** The PHA hereby establishes this code of conduct regarding procurement issues and actions and shall implement a system of sanctions for violations. This code of conduct, etc., is consistent with applicable Federal, State, or local law.
- 3.2 **Conflicts of Interest.** No employee, officer, Board member, or agent of the PHA shall participate directly or indirectly in the selection, award, or administration of any procurement if a conflict of interest, either real or apparent, would be involved.

This type of conflict would be when one of the persons listed below has a financial or any other type of interest in a firm competing for a procurement award, or would stand to gain a personal benefit from such a transaction:

- 3.2.1 An employee, officer, Board member, or agent involved in making the award;

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- 3.2.2 His/her relative (including father, mother, son, daughter, brother, sister, uncle, aunt, first cousin, nephew, niece, husband, wife, father-in-law, mother-in-law, son-in-law, daughter-in-law, brother-in-law, sister-in-law, stepfather, stepmother, stepson, stepdaughter, stepbrother, stepsister, half-brother, or half-sister);
- 3.2.3 His/her partner; or
- 3.2.4 An organization which employs or is negotiating to employ, or has an arrangement concerning prospective employment of any of the above.

The PHA will monitor this activity through an annual certification process, or as changes are made, for employees with requisitioning rights, all Board members and any agent acting on behalf of the PHA. The PHA will also obtain similar certification from vendors, as they are hired, verifying no conflicts of interest exist with any individuals from the PHA.

- 3.3 **Gratuities, Kickbacks, and Use of Confidential Information.** No officer, employee, Board member, or agent of the PHA shall ask for or accept gratuities, favors, or items of more than nominal value (i.e. inexpensive hat with logo) from any supplier, contractor, subcontractor; potential supplier, contractor, or subcontractor; or any party related to any supplier, contractor, subcontractor, and shall not knowingly use confidential information for actual or anticipated personal gain in any procurement activity.
- 3.4 **Prohibition against Contingent Fees.** Contractors wanting to do business with the PHA must not hire a person to solicit or secure a contract for a commission, percentage, brokerage, or contingent fee, except for bona fide established commercial selling agencies.
- 3.5 **Fraud Deterrence and Reporting.** Any PHA employee, agent, Board member is expected to adhere to all internal controls established by the PHA in this Policy and the associated Procedures as they are integral in creating and environment of honesty and integrity, promoting the deterrence of fraud actions. If an employee, agent, Board member, residents, or other concerned parties are witness to, or has knowledge of fraud actions, they are strongly encouraged to contact executive management or the legal department with this information. Every effort will be taken to assure anonymity and the PHA will be guided by the Whistleblower Protection Act of 1989, and the subsequent Whistleblower Protection Enhancement Act of 2012 regarding the protections of those coming forward.

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## 4.0 PROCUREMENT PLANNING

**4.1 General.** Planning is essential to managing the procurement function properly. Hence, the PHA will periodically review its record of prior purchases, as well as future needs, to:

- 4.1.1 Find patterns of procurement actions that could be performed more efficiently or economically;
- 4.1.2 Maximize competition and competitive pricing among contracts and decrease the PHA's procurement costs;
- 4.1.3 Reduce PHA administrative costs;
- 4.1.4 Ensure that supplies and services are obtained without any need for re-procurement (i.e., resolving bid protests); and
- 4.1.5 Minimize errors and re-bidding scenarios that occur when there is inadequate lead time.
- 4.1.6 Planning will include, but not be limited to, the following:
  - 4.1.6.1 Construction/Modernization Schedule
  - 4.1.6.2 Preventive Maintenance Schedule
  - 4.1.6.3 Vehicle and Major Equipment Plan
  - 4.1.6.4 Information/Security Systems Plan

Consideration shall be given to storage, security, and handling requirements when planning the most appropriate purchasing actions.

## 5.0 PROCUREMENT METHODS

**5.1 Procurement Thresholds.** Procurement timing, structure, and negotiations shall not be designed or divided so as to circumvent authorization and approval requirements set forth in this Policy and its associated Procedures. Exceptions to accommodate contracting for MBE, WBE, or resident-owned businesses must be authorized and approved in advance, per Chapter 15 HUD Procurement Handbook 7460.8 REV 2, dated 2/2007.

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- 5.2 Distribution of Procurements.** To the extent possible, and supporting competition, evaluations of product and service quality, and cost/benefit and derived value to the PHA, procurements should be distributed among qualified sources. Unless otherwise determined, by analysis of sources, vendors should be re-evaluated on an annual basis. In Sealed Bid and Competitive Bid scenarios, the scope of work, evaluation criteria, or other factors to be included in the IFB/RFP shall NOT be designed/determined to bias the selection toward a particular contractor.
- 5.3 Credit or Purchase Cards.**
- 5.3.1 General.** Personal and PHA-owned credit/purchase cards can be used for Petty Cash and certain Micro-Purchases where Authorized by the Executive Director or that Senior Management designated by the Executive Director.
- 5.3.2 Personal Credit Cards.** May be used for various minor purchase where authorized. Staff using his/her personal card must then submit original receipts for all purchases along with appropriately redacted statements presenting the purchase from that card.
- 5.3.3 PHA Credit Cards.** Certain PHA personnel, upon approval from the Executive Director and/or the Chief Financial Officer may procure items. A determination that the use of the credit card represents the most efficient and cost effective manner by which to fulfill the procurement must be noted in the submission of the invoice package.
- 5.4 Petty Cash Purchases.** The PHA does not utilize petty cash banks.
- 5.5 Micro Purchases.** For any amounts not exceeding \$5,000 (\$2,000 if construction procurement through Capital Fund). Only one quote is required provided the quote is considered reasonable. Quotations, or quotes, may be obtained orally (either in person or by phone), by fax, in writing, or through e-mail/e-procurement. Award shall be made to the responsive and responsible vendor that submits the lowest cost to the PHA. If award is to be made for reasons other than lowest price, documentation shall be provided in the contract file.
- 5.6 Small Purchases** For any amounts above the appropriate Micro Purchase threshold (\$5,000 / \$2,000 if construction procurement is through Capital Fund) but less than \$150,000, the PHA may use small purchase procedures. Under small purchase procedures, the PHA shall obtain a minimum number of three quotes. Award shall be made to the responsive and responsible vendor that submits the lowest cost to the PHA. If award is to be made for reasons other than lowest price, documentation shall be provided in the contract file.

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**5.7 Sealed Bids.** Sealed bidding, also known as Invitation for Bids (IFB), shall be used for all contracts that exceed the small purchase threshold (\$150,000) and that are not competitive proposals or non-competitive proposals, as these terms are defined in this Policy. Under sealed bids, the PHA publicly solicits bids and awards a firm fixed-price contract (lump sum or unit price) to the responsive and responsible bidder whose bid, conforming with all the material terms and conditions of the IFB, is the lowest in price. Sealed bidding is the preferred method for procuring construction, supply, and non-complex service contracts that are expected to exceed \$150,000.

**5.7.1 Conditions for Using Sealed Bids.** The PHA shall use the sealed bid method if the following conditions are present: a complete, adequate, and realistic statement of work, specification, or purchase description is available; three or more responsible bidders are willing and able to compete effectively for the work; the contract can be awarded based on a firm fixed price; and the selection of the successful bidder can be made principally on the lowest price.

**5.7.2 Solicitation and Receipt of Bids.** An IFB is issued which includes the specifications and all contractual terms and conditions applicable to the procurement, and a statement that award will be made to the lowest responsible and responsive bidder whose bid meets the requirements of the solicitation. The IFB must state the time and place for both receiving the bids and the public bid opening. All bids received will be date and time-stamped and stored unopened in a secure place until the public bid opening. A bidder may withdraw the bid at any time prior to the bid opening.

**5.7.3 Bid Opening and Award.** Bids shall be opened publicly. All bids received shall be recorded on an abstract (tabulation) of bids, which shall then be made available for public inspection. If equal low bids are received from responsible bidders, selection shall be made by drawing lots or other similar random method. The method for doing this shall be stated in the IFB.

If only one responsive bid is received from a responsible bidder, award shall not be made unless the price can be determined to be reasonable, based on a cost or price analysis.

**5.7.4 Mistakes in Bids.** Correction or withdrawal of bids may be permitted, where appropriate, before bid opening by written or telephonic notice received in the office designated in the IFB prior to the time set for bid opening. After bid opening, corrections in bids may be permitted only if the bidder can show by clear and convincing

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evidence that a mistake of a nonjudgmental character was made, the nature of the mistake, and the bid price actually intended. A low bidder alleging a nonjudgmental mistake may be permitted to withdraw its bid if the mistake is clearly evident on the face of the bid document but the intended bid is unclear or the bidder submits convincing evidence that a mistake was made. All decisions to allow correction or withdrawal of a bid shall be supported by a written determination signed by the Contracting Officer. After bid opening, changes in bid prices or other provisions of bids prejudicial to the interest of the PHA or fair competition shall not be permitted.

**5.8 Competitive Proposals.** Unlike sealed bidding, the competitive proposal method, also known as Request for Proposals (RFP), permits: consideration of technical factors other than price; discussion with offerors concerning offers submitted; negotiation of contract price or estimated cost and other contract terms and conditions; revision of proposals before the final contractor selection; and the withdrawal of an offer at any time up until the point of award. Award is normally made on the basis of the proposal that represents the best overall value to the PHA, considering price and other factors, e.g., technical expertise, past experience, quality of proposed staffing, etc., set forth in the solicitation and not solely the lowest price.

**5.8.1 Conditions for Use.** Where conditions are not appropriate for the use of sealed bidding, competitive proposals may be used. Competitive proposals are the preferred method for procuring professional services that will exceed the small purchase threshold. As detailed within Section 7.2.B of HUD Procurement Handbook 7460.8 REV 2, “Only under limited circumstances would construction services be procured by competitive proposals;” accordingly, construction services will most typically be procured utilizing the sealed bid (IFB) or small purchase procedures (QSP).

**5.8.2 Form of Solicitation.** Other than A/E services, developer-related services and energy performance contracting, competitive proposals shall be solicited through the issuance of an RFP. The RFP shall clearly identify the importance and relative value of each of the evaluation factors as well as any subfactors and price. A mechanism for fairly and thoroughly evaluating the technical and price proposals shall be established before the solicitation is issued. Proposals shall be handled so as to prevent disclosure of the number of offerors, identity of the offerors, and the contents of their proposals until after award. The PHA may assign price a specific weight in the evaluation factors or the PHA may consider price in conjunction with technical factors; in either case, the method for evaluating price shall be established in the RFP.

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**5.8.3 Evaluation.** The proposals shall be evaluated only on the factors stated in the RFP. Where not apparent from the evaluation factors, the PHA shall establish an Evaluation Plan for each RFP. Generally, all RFPs shall be evaluated by an appropriately appointed Evaluation Committee. The Evaluation Committee shall be required to disclose any potential conflicts of interest and to sign a Non-Disclosure statement. An Evaluation Report, summarizing the results of the evaluation, shall be prepared prior to award of a contract.

**5.8.4 Negotiations.** Negotiations shall be conducted with all offerors who submit a proposal determined to have a reasonable chance of being selected for award, unless it is determined that negotiations are not needed with any of the offerors. This determination is based on the relative score of the proposals as they are evaluated and rated in accordance with the technical and price factors specified in the RFP. These offerors shall be treated fairly and equally with respect to any opportunity for negotiation and revision of their proposals. No offeror shall be given any information about any other offeror's proposal, and no offeror shall be assisted in bringing its proposal up to the level of any other proposal. A common deadline shall be established for receipt of proposal revisions based on negotiations. Negotiations are exchanges (in either competitive or sole source environment) between the PHA and offerors that are undertaken with the intent of allowing the offeror to revise its proposal. These negotiations may include bargaining. Bargaining includes persuasion, alteration of assumptions and positions, give-and-take, and may apply to price, schedule, technical requirements, type of contract or other terms of a proposed contract.

When negotiations are conducted in a competitive acquisition, they take place after establishment of the competitive range and are called discussions. Discussions are tailored to each offeror's proposal, and shall be conducted by the contracting officer with each offeror within the competitive range. The primary object of discussions is to maximize the PHA's ability to obtain best value, based on the requirements and the evaluation factors set forth in the solicitation. The contracting officer shall indicate to, or discuss with, each offeror still being considered for award, significant weaknesses, deficiencies, and other aspects of its proposal (such as technical approach, past performance, and terms and conditions) that could, in the opinion of the contracting officer, be altered or explained to enhance materially the proposer's potential for award. The scope and extent of discussions are a matter of the contracting officer's judgment. The contracting officer may inform an offeror that its price is considered by the PHA to be too high, or too low, and reveal the results of the analysis supporting that conclusion. It

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is also permissible to indicate to all offerors the cost or price that the PHA's price analysis, market research, and other reviews have identified as reasonable. "Auctioning" (revealing one offeror's price in an attempt to get another offeror to lower their price) is prohibited.

**5.8.5 Award.** After evaluation of the revised proposals, if any, the contract shall be awarded to the responsible firm whose technical approach to the project, qualifications, price and/or any other factors considered, are most advantageous to the PHA provided that the price is within the maximum total project budgeted amount established for the specific property or activity.

**5.8.6 A/E Services.** The PHA shall contract for A/E services using Qualifications-based Selection (QBS) procedures, utilizing a Request for Qualifications (RFQ). Sealed bidding shall not be used for A/E solicitations. Under QBS procedures, competitors' qualifications are evaluated and the most qualified competitor is selected, subject to negotiation of fair and reasonable compensation. Price is not used as a selection factor under this method. QBS procedures shall not be used to purchase other types of services, other than Energy Performance Contracting and Developer services, though architectural/engineering firms are potential sources.

## **5.9 Noncompetitive Proposals.**

**5.9.1 Conditions for Use.** Procurement by noncompetitive proposals (sole- or single-source) may be used only when the award of a contract is not feasible using small purchase procedures, sealed bids, cooperative purchasing, or competitive proposals, and if one of the following applies:

**5.9.1.1** The item is available only from a single source, based on a good faith review of available sources; such a review should be documented and retained in procurement files (see 5.6.2. below).

**5.9.1.2** An emergency exists that seriously threatens the public health, welfare, or safety, or endangers property, or would otherwise cause serious injury to the PHA, as may arise by reason of a flood, earthquake, epidemic, riot, equipment failure, or similar event. In such cases, there must be an immediate and serious need for supplies, services, or construction such that the need cannot be met through any of the other procurement methods, and the emergency procurement shall be limited to those supplies, services, or

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construction necessary simply to meet the emergency;

5.9.1.3 HUD authorizes the use of noncompetitive proposals; or

5.9.1.4 After solicitation of a number of sources, competition is determined inadequate.

5.9.2 **Justification.** Each procurement based on noncompetitive proposals shall be supported by a written justification for the selection of this method. The justification shall be approved in writing by the responsible Contracting Officer. Poor planning or lack of planning is not justification for emergency or sole-source procurements. The justification, to be included in the procurement file, should include the following information:

5.9.2.1 Description of the requirement;

5.9.2.2 History of prior purchases and their nature (competitive vs. noncompetitive);

5.9.2.3 The specific exception in 2 CFR §200.320(f)(1)-(4) which applies;

5.9.2.4 Statement as to the unique circumstances that require award by noncompetitive proposals;

5.9.2.5 Description of the efforts made to find competitive sources (advertisement in trade journals or local publications, phone calls to local suppliers, issuance of a written solicitation, etc.);

5.9.2.6 Statement as to efforts that will be taken in the future to promote competition for the requirement;

5.9.2.7 Signature by the Contracting Officer's supervisor (or someone above the level of the Contracting Officer); and

5.9.2.8 **Price Reasonableness.** The reasonableness of the price for all procurements based on noncompetitive proposals shall be determined by performing an analysis, as described in this Policy.

5.10 **Cooperative Purchasing/Intergovernmental Agreements.** The PHA may enter into State and/or local cooperative or intergovernmental agreements to purchase or use common supplies, equipment, or services. The decision to use an interPHA agreement instead of conducting a direct procurement shall be

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based on economy and efficiency. If used, the interPHA agreement shall stipulate who is authorized to purchase on behalf of the participating parties and shall specify inspection, acceptance, termination, payment, and other relevant terms and conditions. The PHA may use Federal or State excess and surplus property instead of purchasing new equipment and property if feasible and if it will result in a reduction of project costs. The goods and services obtained under a cooperative purchasing agreement must have been procured in accordance with 2 CFR §200.317 through §200.326.

## 6.0 INDEPENDENT COST ESTIMATE (ICE)

6.1 **General.** For all purchases above the Micro Purchase threshold, the PHA shall prepare an ICE prior to solicitation. The level of detail shall be commensurate with the cost and complexity of the item to be purchased.

## 7.0 FUNDING AVAILABILITY

7.1 **General.** For those procurements above the Micro Purchase threshold, authorized PHA staff shall ensure the availability of funds to cover the anticipated cost of the procurement.

## 8.0 AUTHORIZATION OF PAYMENT

8.1 **General.** No invoice shall be honored nor partial payments made unless it is supported by an authorized purchase order, executed contract, executed change order, and contains all related back-up documentation in its original form as set out in Procedures.

## 9.0 COST AND PRICE ANALYSIS (CPA)

9.1 **General.** The PHA shall require assurance that, before entering into a contract, the price is reasonable, in accordance with the following instructions.

9.1.1 **Micro Purchases.** No formal cost or price analysis is required. Rather, the execution of a purchase order/contract by the Contracting Officer shall serve as the Contracting Officer's determination that the price obtained is reasonable, which may be based on the Contracting Officer's prior experience or other factors.

9.1.2 **Small Purchases.** A comparison with other offers shall generally be sufficient determination of the reasonableness of price and no further analysis is required. If a reasonable number of quotes are not obtained to establish reasonableness through price competition, the Contracting Officer shall document price reasonableness through

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other means, such as prior purchases of this nature, catalog prices, the Contracting Officer's personal knowledge at the time of purchase, comparison to the ICE, or any other reasonable basis.

**9.1.3 Sealed Bids.** The presence of adequate competition should generally be sufficient to establish price reasonableness. Where sufficient bids are not received, and when the bid received is substantially more than the ICE, and where the PHA cannot reasonably determine price reasonableness, the PHA must conduct a cost analysis, consistent with federal guidelines, to ensure that the price paid is reasonable.

**9.1.4 Competitive Proposals.** The presence of adequate competition should generally be sufficient to establish price reasonableness. Where sufficient proposals are not received, the PHA must compare the price with the ICE. For competitive proposals where prices cannot be easily compared among offerors, where there is not adequate competition, or where the price is substantially greater than the ICE, the PHA must conduct a cost analysis, consistent with Federal guidelines, to ensure that the price paid is reasonable.

**9.1.5 Contract Modifications.** A cost analysis, consistent with federal guidelines, shall be conducted for all contract modifications for projects that were procured through Sealed Bids, Competitive Proposals, or Non-Competitive Proposals, or for projects originally procured through Small Purchase procedures and the amount of the contract modification will result in a total contract price in excess of \$150,000.

## 10.0 SOLICITATION AND ADVERTISING

### 10.1 Method of Solicitation.

**10.1.1 Micro Purchases.** The PHA may contact only one source if the price is considered reasonable.

**10.1.2 Small Purchases.** Quotes may be solicited orally, through fax, E-Procurement, or by any other reasonable method.

**10.1.3 Sealed Bids and Competitive Proposals.** Solicitation must be done publicly. The PHA must use one or more following solicitation methods, provided that the method employed provides for meaningful competition.

**10.1.3.1 Advertising in newspapers or other print mediums of local or general circulations.**

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10.1.3.2 Advertising in various trade journals or publications (for construction).

10.1.3.3 E-Procurement. The PHA may conduct its public procurements through the internet using e-procurement systems. However, all e-procurements must otherwise be in compliance with 2 CFR 200.317 through 200.326, State and local requirements and PHA's procurement policy.

10.2 **Time Frame.** For purchases of more than \$150,000, the public notice should run not less than once each week for two consecutive weeks.

10.3 **Form.** Notices/advertisements should state, at a minimum, the place, and time that the bids or proposals are due, the solicitation number, a contact that can provide a copy of, and information about, the solicitation, and a brief description of the needed item(s).

10.4 **Time Period for Submission of Bids.** A minimum of 30 days shall generally be provided for preparation and submission of sealed bids and 15 days for competitive proposals. However, the Executive Director may allow for a shorter period under extraordinary circumstances.

10.5 **Cancellation of Solicitations.**

10.5.1 An IFB, RFP, or other solicitation may be cancelled before bids/offers are due if:

10.5.1.1 The supplies, services or construction is no longer required;

10.5.1.2 The funds are no longer available;

10.5.1.3 Proposed amendments to the solicitation are of such magnitude that a new solicitation would be best; or

10.5.1.4 Other similar reasons.

10.5.2 A solicitation may be cancelled and all bids or proposals that have already been received may be rejected if:

10.5.2.1 The supplies or services (including construction) are no longer required;

10.5.2.2 Ambiguous or otherwise inadequate specifications were part of the solicitation;

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- 10.5.2.3 All factors of significance to the PHA were not considered;
  - 10.5.2.4 Prices exceed available funds and it would not be appropriate to adjust quantities to come within available funds;
  - 10.5.2.5 There is reason to believe that bids or proposals may not have been independently determined in open competition, may have been collusive, or may have been submitted in bad faith; or
  - 10.5.2.6 For good cause of a similar nature when it is in the best interest of the PHA.
- 10.5.3 The reasons for cancellation shall be documented in the procurement file and the reasons for cancellation and/or rejection shall be provided upon request.
  - 10.5.4 A notice of cancellation shall be sent to all bidders/offerors solicited and, if appropriate, shall explain that they will be given an opportunity to compete on any re-solicitation or future procurement of similar items.
  - 10.5.5 If all otherwise acceptable bids received in response to an IFB are at unreasonable prices an analysis should be conducted to see if there is a problem in either the specifications or the PHA's cost estimate. If both are determined adequate and if only one bid is received and the price is unreasonable, the Contracting Officer may cancel the solicitation and either
    - 8.5.5.1 Re-solicit using an RFP; or
    - 8.5.5.2 Complete the procurement by using the competitive proposal method. The Contracting Officer must determine, in writing, that such action is appropriate, must inform all bidders of the PHA's intent to negotiate, and must give each bidder a reasonable opportunity to negotiate.
  - 10.5.6 If problems are found with the specifications, the PHA should cancel the solicitation, revise the specifications and re-solicit using an IFB.

## 11.0 BONDING REQUIREMENTS

- 11.1 **General.** The standards under this section apply to construction contracts that exceed \$150,000. There are no bonding requirements for small purchases or for

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competitive proposals. The PHA may require bonds in these latter circumstances when deemed appropriate; however, non-construction contracts should generally not require bid bonds.

**11.1.1 Bid Bonds.** For construction contracts exceeding \$150,000, offerors shall be required to submit a bid guarantee from each bidder equivalent to 5% of the bid price.

**11.1.2 Payment Bonds.** For construction contracts exceeding \$150,000, the successful bidder shall furnish an assurance of completion. This assurance may be any one of the following four:

**11.1.2.1** A performance and payment bond in a penal sum of 100% of the contract price; or

**11.1.2.2** Separate performance and payment bonds, each for 50% or more of the contract price; or

**11.1.2.3** A 20 % cash escrow; or

**11.1.2.4** A 25 % irrevocable letter of credit.

These bonds must be obtained from guarantee or surety companies acceptable to the U. S. Government and authorized to do business in the State of Rhode Island. Individual sureties shall not be considered. U. S. Treasury Circular Number 570 lists companies approved to act as sureties on bonds securing Government contracts, the maximum underwriting limits on each contract bonded, and the States in which the company is licensed to do business. Use of companies on this circular is mandatory. (<http://www.fms.treas.gov/c570/index.html>)

## 12.0 CONTRACTOR QUALIFICATIONS AND DUTIES

### 12.1 Contractor Responsibility

**12.1.1** The PHA shall not award any contract until the prospective contractor, i.e., low responsive bidder, or successful offeror, has been determined to be responsible. A responsible bidder/offeror must:

**12.1.1.1** Have adequate financial resources to perform the contract, or the ability to obtain them;

**12.1.1.2** Be able to comply with the required or proposed delivery or performance schedule, taking into consideration all of

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the bidder's/offeror's existing commercial and governmental business commitments;

12.1.1.3 Have a satisfactory performance record;

12.1.1.4 Have a satisfactory record of integrity and business ethics;

12.1.1.5 Have the necessary organization, experience, accounting and operational controls, and technical skills, or the ability to obtain them;

12.1.1.6 Have the necessary production, construction, and technical equipment and facilities, or the ability to obtain them; and,

12.1.1.7 Be otherwise qualified and eligible to receive an award under applicable laws and regulations, including not be suspended, debarred or under a HUD-imposed LDP.

12.1.2 If a prospective contractor is found to be non-responsible, a written determination of non-responsibility shall be prepared and included in the official contract file, and the prospective contractor shall be advised of the reasons for the determination.

12.2 **Suspension and Debarment.** Contracts shall not be awarded to debarred, suspended, or ineligible contractors. Contractors may be suspended, debarred, or determined to be ineligible by HUD in accordance with HUD regulations (2 CFR §200.317 through §200.326) or by other Federal agencies, e.g., Department of Labor for violation of labor regulations, when necessary to protect housing authorities in their business dealings. Prior to issuance of a contract, PHA staff shall, as detailed within Section 10.2.H.1 and 10.2.H.2 of HUD Procurement Handbook 7460.8 REV 2, conduct the required searches within the HUD Limited Denial of Participation (LDP) system and the U.S. General Services Administration System for Award Management (SAM) and place within the applicable contract file a printed copy of the results of each such search.

12.3 **Vendor Lists.** All interested businesses shall be given the opportunity to be included on vendor mailing lists. Any lists of persons, firms, or products which are used in the purchase of supplies and services (including construction) shall be kept current and include enough sources to ensure competition.

## 13.0 CONTRACT PRICING ARRANGEMENTS

13.1 **Contract Types.** Any type of contract which is appropriate to the procurement, and which will promote the best interests of the PHA may be used, **provided the cost-plus-a-percentage-of-cost and percentage-of-construction-cost methods are not used.** All solicitations and contracts shall include the clauses

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and provisions necessary to define the rights and responsibilities of both the contractor and the PHA. For all cost reimbursement contracts, the PHA must include a written determination as to why no other contract type is suitable. Further, the contract must include a ceiling price that the contractor exceeds at its own risk.

**13.2 Options.** Options for additional quantities or performance periods may be included in contracts, provided that:

**13.2.1** The option is contained in the solicitation;

**13.2.2** The option is a unilateral right of the PHA;

**13.2.3** The contract states a limit on the additional quantities and the overall term of the contract;

**13.2.4** The options are evaluated as part of the initial competition;

**13.2.5** The contract states the period within which the options may be exercised;

**13.2.6** The options may be exercised only at the price specified in or reasonably determinable from the contract; and

**13.2.7** The options may be exercised only if determined to be more advantageous to the PHA than conducting a new procurement.

## 14.0 CONTRACT CLAUSES

**14.1 Contract Pricing Arrangements.** All contracts shall identify the contract pricing arrangement as well as other pertinent terms and conditions, as determined by the PHA.

**14.2 Required Forms.** Additionally, the forms HUD-5369; 5369-A; 5369-B; 5369; 5370; 5370-C (Sections I and II); 51915; and 51915-A, which contain all HUD-required clauses and certifications for contracts of more than \$150,000, as well as any forms/clauses as required by HUD for small purchases, shall be used, as applicable, in all corresponding solicitations and contracts issued by the PHA.

**14.3 Required Contract Clauses:** The PHA shall ensure that each contract executed by the PHA contains the required contract clauses detailed within 2 CFR §200.326 and Appendix II.

## 15.0 CONTRACT ADMINISTRATION

**15.1 General.** The PHA shall maintain a system of contract administration designed

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to ensure that Contractors perform in accordance with their contracts. These systems shall provide for inspection of supplies, services, or construction, as well as monitoring contractor performance, status reporting on major projects including construction contracts, and similar matters. For cost-reimbursement contracts, costs are allowable only to the extent that they are consistent with the cost principles in HUD Handbook 2210.18.

## 16.0 SPECIFICATIONS

**16.1 General.** All specifications shall be drafted so as to promote overall economy for the purpose intended and to encourage competition in satisfying the PHA's needs. Specifications shall be reviewed prior to issuing any solicitation to ensure that they are not unduly restrictive or represent unnecessary or duplicative items. Function or performance specifications are preferred. Detailed product specifications shall be avoided whenever possible.

Consideration shall be given to consolidating or breaking out procurements to obtain a more economical purchase. For equipment purchases, a lease versus purchase analysis should be performed to determine the most economical form of procurement.

**16.2 Limitation.** The following types of specifications shall be avoided:

**16.2.1** Geographic restrictions not mandated or encouraged by applicable Federal law (except for A/E contracts, which may include geographic location as a selection factor if adequate competition is available);

**16.2.2** Brand name specifications (unless the specifications list the minimum essential characteristics and standards to which the item must conform to satisfy its intended use).

Nothing in this procurement policy shall preempt any State licensing laws. Specifications shall be reviewed to ensure that organizational conflicts of interest do not occur.

## 17.0 APPEALS AND REMEDIES

**17.1 General.** It is PHA policy to resolve all contractual issues fairly and promptly. Disputes will not be referred to HUD unless all administrative remedies have been exhausted. When appropriate, a mediator may be used to help resolve differences.

**17.2 Informal Appeals Procedure.** The PHA shall adopt an informal bid protest/appeal procedure for contracts of \$150,000 or less. Under these procedures, the bidder/contractor may request to meet with the appropriate Contracting Officer.

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**17.3 Formal Appeals Procedure.** A formal appeals procedure shall be established for solicitations/contracts of more than \$150,000.

**17.3.1 Bid Protest.** Any actual or prospective contractor may protest the solicitation or award of a contract for serious violations of the principles of this Policy. Any protest against a solicitation must be received before the due date for the receipt of bids or proposals, and any protest against the award of a contract must be received within ten (10) calendar days after the contract receives notice of the contract award, or the protest will not be considered. All bid protests shall be in writing, submitted to the Contracting Officer or designee, who shall issue a written decision on the matter. The Contracting Officer may, at his/her discretion, suspend the procurement pending

resolution of the protest if the facts presented so warrant.

**17.3.2 Contractor Claims.** All claims by a contractor relating to performance of a contract shall be submitted in writing to the Contracting Officer for a written decision. The contractor may request a conference on the claim. The Contracting Officer's decision shall inform the contractor of its appeal rights to the next higher level of authority in PHA. Contractor claims shall be governed by the Changes clause in the relevant form HUD-5370.

## 18.0 ASSISTANCE TO SMALL AND OTHER BUSINESSES

**18.1 Required Efforts.** Consistent with Presidential Executive Orders 11625, 12138, and 12432, and Section 3 of the HUD Act of 1968, all feasible efforts shall be made to ensure that small and minority-owned businesses, women's business enterprises, disadvantaged (defined as an individual(s) with a disability) business enterprises, and other individuals or firms located in or owned in substantial part by persons residing in the area of the project are used when possible. Such efforts shall include, but shall not be limited to:

**18.1.1** Including such firms, when qualified, on solicitation mailing lists;

**18.1.2** Encouraging their participation through direct solicitation of bids or proposals whenever they are potential sources;

**18.1.3** Dividing total requirements, when economically feasible, into smaller tasks or quantities to permit maximum participation by such firms;

**18.1.4** Establishing delivery schedules, where the requirement permits, which encourage participation by such firms;

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- 18.1.5 Using the services and assistance of the Small Business Administration, the Minority Business Development, State of Rhode Island Office of Diversity, Equity, & Opportunity and the Department of Commerce;
  - 18.1.6 Including in contracts, to the greatest extent feasible, a clause requiring contractors, to provide opportunities for training and employment for lower income residents of the project area and to award subcontracts for work in connection with the project to business concerns which provide opportunities to low-income residents, as described in 24 CFR §135 (so-called Section 3 businesses); and
  - 18.1.7 Requiring prime contractors, when subcontracting is anticipated, to take the positive steps listed above.
  - 18.1.8 Awarding an additional six points to businesses that are registered as a small business, minority-owned, women-owned, disadvantaged business enterprise during the Request for Proposal (RFP) evaluation process. Businesses identifying as such will have the opportunity to be earn 106 points instead of 100.
- 18.2 Goals.** Shall be established periodically for participation by small businesses, minority-owned businesses, women-owned business enterprises, disadvantaged business enterprises, labor surplus area businesses, and Section 3 business concerns in PHA prime contracts and subcontracting opportunities.
- 18.3 Definitions.**
- 18.3.1 A small business is defined as a business that is: independently owned; not dominant in its field of operation; and not an affiliate or subsidiary of a business dominant in its field of operation. The size standards in 13 CFR §121 should be used to determine business size.
  - 18.3.2 A minority-owned business is defined as a business which is at least 51% owned by one or more minority group members; or, in the case of a publicly-owned business, one in which at least 51% of its voting stock is owned by one or more minority group members, and whose management and daily business operations are controlled by one or more such individuals. Minority group members include, but are not limited to Black Americans, Hispanic Americans, Native Americans, Asian Pacific Americans, Asian Indian Americans, and Hasidic Jewish Americans.
  - 18.3.3 A women's business enterprise is defined as a business that is at least

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51% owned by a woman or women who are U.S. citizens and who control and operate the business.

**18.3.4** A disadvantaged business enterprise is defined as a business owned by or employing people with disabilities by the RI Office of Diversity, Equity and Opportunity. The employer must demonstrate that 60% of the employees are persons with disabilities.

**18.3.5** A “Section 3 business concern” is as defined under 24 CFR §135.

**18.3.6** A labor surplus area business is defined as a business which, together with its immediate subcontractors, will incur more than 50% of the cost of performing the contract in an area of concentrated unemployment or underemployment, as defined by the DOL in 20 CFR §654, Subpart A, and in the list of labor surplus areas published by the Employment and Training Administration.

## 19.0 BOARD APPROVAL OF PROCUREMENT ACTIONS

**19.1** Individual procurement contracts or actions at/or exceeding \$100,000 in value will require the approval of the Board of Commissioners. In the event of exigent circumstances, authority to approve will default to the Chairperson of the Board OR the Chairperson of the Finance Committee. All other procurement actions will be the responsibility of the Executive Director to make sure they are conducted in accordance with the policies contained herein.

## 20.0 DELEGATION OF CONTRACTING AUTHORITY

**20.1 Delegation.** While the ED is responsible for ensuring that the PHA’s procurements comply with this Policy, the ED may delegate in writing all procurement authority as is necessary and appropriate to conduct the business of the PHA.

**20.2 Procedures.** Standard operating procedures have been established and the ED shall, where necessary, continue to update and expand as needed to implement this Policy. The ED shall also establish a system of sanctions for violations of the ethical standards described in Section 3.0 herein, consistent with Federal, State, or local law.

## 21.0 DOCUMENTATION

**21.1 Required Records.** The PHA must maintain records sufficient to detail the significant history of each procurement action. These records shall include, but shall not necessarily be limited to, the following:

**21.1.1** Rationale for the method of procurement (if not self-evident);

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- 21.1.2 Rationale of contract pricing arrangement (also if not self-evident);
  - 21.1.3 Reason for accepting or rejecting the bids or offers;
  - 21.1.4 Basis for the contract price (as prescribed in this handbook);
  - 21.1.5 A copy of the contract documents awarded or issued and signed by the Executive Director;
  - 21.1.6 Basis for contract modifications; and
  - 21.1.7 Related contract administration actions.
- 21.2 **Level of Documentation.** The level of documentation should be commensurate with the value of the procurement.
- 21.3 **Record Retention.** Records are to be retained for a period of three years after final payment and all matters pertaining to the contact are closed.

### 22.0 DISPOSITION OF SURPLUS PROPERTY

- 22.1 **General.** Property no longer necessary for the PHA's purposes (non-real property) shall be transferred, sold, or disposed of in accordance with applicable Federal, state, and local laws and regulations.