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PURCHASING	SMALL PURCHASES

I. PURPOSE

To establish Small Purchase processing procedures (for procurements of \$3,001.00 to \$40,000.00) for the acquisition of materials, supplies, and services to ensure that:

- A. All procurements are best suited to the needs of Pace and are obtained at the lowest possible price in accordance with Pace's Ordinance SBD 15-21, Regulations Governing Public Bidding.
- B. All procurement funded with federal monies and/or grants from the federal government, State of Illinois, or Regional Transportation Authority (RTA) shall be handled in accordance with Federal Transit Administration (FTA) Circular 4220.1F (as amended).
- C. To the extent possible, all non-federally funded procurements will also be processed in accordance with FTA Circular 4220.1F (as amended) unless waived by the Chief Procurement Officer or his/her designee.
- D. We attempt to maximize competition.
- E. Vendors are treated fairly in the Small Purchase or Informal Procurement process.
- F. In accordance with Pace's administrative policy, appropriate approvals are obtained before contracts are awarded or change orders are issued.

II. SCOPE

This procedure applies to purchases of all materials, supplies and services, which are valued at above \$3,001 to \$40,000, except:

- A. costs associated with employee compensation and benefits.
- B. purchases handled by Materials Management/Division Buyers for non-grant funded items or services.

III. GENERAL PROCUREMENT GUIDELINES

Consistent with Pace's Ordinance SBD 15-21 and FTA Circular 4220 (as amended).1F if applicable, Small Purchase Procedures shall be followed for amounts greater than \$3,000 and up to \$40,000 in aggregate value.



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A. Procurement Method

Buyers will attempt to maximize competition for Purchases in this range. Typically, award is made to the lowest responsive and responsible bidder at this dollar threshold. Simple informal methods of procurement, called Requests for Quotes (RFQs), are to be used to fulfill these procurements. Quotations shall be obtained from an adequate number of qualified sources. Pace's Purchasing and Materials Management staff will need to determine and document that the price is fair and reasonable for their respective Small Purchase procurements. There are limited situations where the best value method can be utilized for this dollar threshold. Formal Request for Proposal (RFP) procedures will be followed when the best value method is the only option. See PC-06, Professional Services Contracts for detailed RFP procedures.

B. Fair and Reasonable Price Determination.

A Price Analysis Form attached as Appendix C, shall be used for all Small Purchases. Small Purchases require evidence that the price is fair and reasonable and the price analysis may consist of:

- developing and examining data from multiple sources whenever possible that prove or strongly suggest the proposed price is fair.
- determining when multiple data consistently indicate that a given price represents a good value for the money .
- documenting data sufficiently to convince a third party that the analyst's conclusions are valid.
- C. Price Analysis

Some form of price analysis shall be made and documented for every procurement action, including contract modifications. The method and degree of analysis is dependent on the facts surrounding the particular procurement. At a minimum, Pace's requisitioner shall develop independent cost estimates for each small dollar purchase before Pace receives quotes or pricing. The intent of performing a price analysis is to ensure Pace receives a fair and equitable price consistent with the required quality, delivery, and overall terms of the transaction. The price analysis for small purchases may consist of the completion of a Price Analysis Form attached as Appendix C.



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D. Construction and Public Works Contracts

Exceptions to these general provisions are for construction contracts and public works contracts. The Davis-Bacon Act (federal prevailing wage determination, as determined by the Department of Labor) applies to construction contracts above \$2,000. Further information on Davis-Bacon regulations can be found at www.dol.gov/dol/compliance.

In accordance with the State of Illinois' Prevailing Wage Act, ALL public works contracts, regardless of dollar amount, must adhere to state prevailing wage determinations. Therefore, Small Purchase Procurements must adhere to these requirements. State prevailing wage determinations may be accessed at http://www.state.il.us/agency/idol/rates/rates.HTM.

E. Architectural and Engineering (A&E) Service Contracts.

A&E services may be procured using Small Purchase procedures. However, the language in FTA Circular 4220.1F (as amended) requiring the use of Brooks Act procedures for the procurement of A&E services still applies. The selection must be based initially on qualifications; Pace will request price only from the highest ranked proposer; failing agreements with this highest ranked proposer through negotiations, Pace will negotiate with the next highest ranked proposer. Only the Capital Financing and Infrastructure Department shall submit requisitions for and oversee the administration of A&E contracts that lead directly to a construction project as defined by the FTA.

- F. All Small Purchase contracts must contain remedies for breach of contract and a termination clause.
- G. FTA, State, and Other Clauses

Since there are applicable FTA clauses even at the Small Purchase level, headquarters and division buyers must reference FTA Circular 4220.1F (as amended) and Appendix D of this PC-02-B for applicability of clauses for their specific procurement. Additionally, they must utilize the templates created for Small Purchases. These are located on the shared Purchasing drive.

See Appendix D for applicable FTA, State, and Other clauses required at the small purchase level.



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IV. GENERAL PROCUREMENT PROCEDURES AND PROHIBITIONS

A. Procurement Method and Selection Procedures

At the Small Purchase limit, Pace's solicitation documents shall:

- Incorporate a clear and accurate description of the technical requirements for the material, product, or service to be procured. Such description shall not contain features that unduly restrict competition. The description may include a statement of the qualitative nature of the material, product, or service to be procured when necessary, shall set forth those minimum essential characteristics and standards to which it must conform if it is to satisfy its intended use.
- 2. When it is impractical or uneconomical to make a clear and accurate description of the technical requirements, a "brand name or equal" description may be used as a means to define the performance or other salient characteristics of the item or services to be procured. The specific features of the named brand which must be met by bidders shall be clearly state.
- 3. Identify all requirements that bidders must fulfill and all other factors to be used in evaluating quotes.
- B. Geographic Restrictions

Pace will not use geographic preferences in the award of Small Purchase contracts except in the case of procurement of A&E services, where knowledge of local conditions and building codes is a relevant factor in the quality of the A&E services. However, we will maintain a competitive environment for local A&E preferences.

C. Prequalification of Vendors

Pace does not maintain a list of "prequalified" firms that are used in acquiring goods and services.

D. Awards to Responsible Contractors

Pace shall make awards only to responsible contractors possessing the ability to perform successfully under the terms and conditions of a proposed procurement. At





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a minimum, Pace shall not award contracts to vendors who are on the federal *Excluded Parties List*. This list can be accessed by going to <u>www.sam.gov</u>. Further, a *Responsibility Determination Form* shall be completed for the winning bidder. This form is attached as Appendix B

E. Purchasing and Materials Management Files

The Purchasing and Materials Management Departments shall maintain a Procurement History file for their respective procurements which provides an audit trail from the initiation of a purchasing requirement through contract end or termination. Small purchase files require minimal documentation, but must include:

- 1. a requisition,
- 2. an independent cost estimate,
- 3. a sole source justification (if applicable),
- 4. a completed Method of Procurement Matrix Form,
- 5. a completed *Responsiveness Checklist Form* for each quote received,
- 6. a completed *Responsibility Determination Form* for the vendor with the winning quote,
- 7. a list of sources solicited,
- 8. specifications/scope of work or item description,
- 9. an original solicitation document and addenda (if applicable),
- 10. quotes submitted,
- RFQ results (which shall be detailed in a bid tabulation form or RFP evaluation results if Best Value method utilized; see PC-06, Professional Services Contracts for procedures related to the RFP process),
- 12. a completed Price Analysis Form,
- 13. a single source/single bid analysis form (for single bids only),
- 14. a completed Cost Analysis Form (for sole source or single bids only),
- 15. a contract or purchase order,
- 16. any change orders (if applicable),



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17. certificates of insurance.

Headquarters buyers shall also utilize a *Contract Folder Checklist Form* for each contract file.

V. **RESPONSIBILITIES**

Small Purchases shall be handled through written requests for quotations (RFQs). Headquarters and division buyers are to obtain quotations through the informal RFQ process for Small Purchases. Quotations are sought by e-mail or facsimile, or in special circumstances via mail, whenever the estimated delivered cost of the purchase is \$3,001.00 and up to \$40,000.

Purchasing staff and Materials Management buyer planners, supervisor, or Department Manager shall be the only Pace representatives who shall have contact with potential bidders and vendors after a Purchase Requisition has been initiated unless otherwise authorized by Purchasing staff or Materials Management buyer planners, supervisor, or Department Manager. On receipt of fully completed and approved Purchase Requisitions, Purchasing personnel at headquarters <u>and</u> the operating Divisions will:

- A. Review requisitions for completeness; requisitions will be rejected and returned to the end user through Oracle if they are not complete and ready for processing by Purchasing personnel. A complete requisition will at a minimum include:
 - clearly indicating the requisition is for a new or renewal contract and what items or services are required by entering this information in the Item Description field on the requisition
 - attaching all required documentation

See *PC-03*, *Requisitioning/Requesting Department Responsibilities* for further details regarding the responsibilities of the requisitioning department.

- B. Ensure that all procurements are conducted in accordance with funding agency requirements.
- C. Determine appropriate method of solicitation; for Small Purchases, an informal RFQ process is adequate. The *Method of Procurement Matrix Form* shall be completed for Small Purchases. This Form is attached as Appendix A. All sole source procurements at the Small Purchase level shall require a sole source justification.



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- D. When a single quote was received, a single source single bid analysis form shall be completed.
- E. Determine appropriate contract type, i.e., standard purchase order, blanket purchase agreement or other contract, and prepare the appropriate document utilizing requisitioner input when appropriate.
- F. Budget Authorities are responsible for verification of charge accounts and the availability of funds, if applicable.

The Department Manager of Capital Financing and Infrastructure is the final Budget Authority on all capitally funded requisitions. The Senior Project Manager of Long Range Planning is the final budget authority on all UWP funded requisitions.

- G. Submit electronic copy of requisition and scope of work, with blank insurance requirements form, to the Department Manager, Risk Management for proper insurance requirements for the solicitation. Upon receipt of the completed insurance requirements form from the Department Manager, Risk Management, print out and include in the solicitation package.
- H. Although this is typically minimal for Small Purchases, on occasion it may be necessary to review, with the requesting department, any requests for changes which are made by bidders on the specifications. All changes to general terms and conditions require review and approval from the Department Manager, Purchasing or the Purchasing Department Manager, Materials Management* and Pace's General Counsel as applicable. When changes being requested affect insurance and insurance related requirements, these changes must be reviewed and approved by the Department Manager, Risk Management.

*Note: For those solicitations handled by the headquarters buyers, the Department Manager, Purchasing shall review and approve all changes to general terms and conditions; for those solicitations handled by the division buyers, the Department Manager, Materials Management shall review and approve all changes to general terms and conditions. If utilizing the simplified RFQ method, all changes must be communicated to all potential bidders.

I. Submit to the requesting department, all requests for clarification of technical information received from bidders or proposers prior to RFQ closing date. When information has been returned from the requestor, buyers will respond to the vendors as required.





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- J. Record quotes received in response to RFQs on a bid tabulation form.
- K. Determine if quotes submitted are responsive and responsible. Use the *Responsiveness Checklist Form* to determine the responsiveness of each quote. Complete a *Responsibility Determination Form* for the winning vendor prior to awarding the contract (the *Responsiveness Checklist Form* and the *Responsibility Determination Form* are attached as Appendix B).
- L. Ensure that all required documentation is obtained from the Contractor to whom the contract is awarded, including a Certificate of Insurance and certifications. Forward the Certificate of Insurance to Risk Management for approval.
- M. Make a Fair and Reasonable Price Determination for all procurements. Minimal documentation is required for Small Purchases. See Appendix C for *Price Analysis Form* and Section II above for details on documentation required for Small Purchases.
- N. Return requisition for re-approval by proper budget authorities if bid price exceeds the ICE/original requisition amount by more than 10%.
- O. Prepare Purchase Order for the lowest responsive and responsible quote obtained (if determined to be within budget constraints).
- P. Approve and Print the Purchase Order through Oracle.
- Q. If Grant funded, Purchasing and Materials Management staff will submit their respective Purchase Order along with the contract file to Capital Financing and Infrastructure staff for appropriate manual authorization.
- R. Sign the Purchase Order and mail a copy to the vendor as required.
- S. Maintain contract files to show documentation of contract activities, including quoted prices, information regarding rationale for method of procurement, selection of contract type, vendor selection or rejection, and the basis for the contract price.

VI. CHANGE ORDERS

A. A Change Order modifies the terms and conditions of an existing purchase order contract (i.e. standard purchase order or blanket purchase agreement). A Change Order must be issued to the Contractor in writing and signed by the Department



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Manager of Purchasing (for headquarters) or the Department Manager of Materials Management (for divisions). Change Orders to Small Purchases shall be limited and shall not cause the total contract value to exceed \$40,000. Since specific FTA clauses and other requirements are based on dollar amount, Purchasing and Materials Management shall be prohibited from allowing change orders that convert a small purchase limit contract into a formal procurement limit contract.

- B. The Requesting Department initiates the Change Order process by completing a **new** requisition in Oracle.
- C. The Requesting Department is responsible for clearly indicating the requisition is a Change Order by entering this information in the Item Description field on the requisition. The Requesting Department is responsible for preparing any written explanation as required to explain and/or justify the requested change(s). Changes to allow for time extension and/or additional tasks or scope will require a sole source justification and an Independent Cost Estimate (ICE).

See *PC-03*, *Requisitioning/Requesting Department Responsibilities* for further details regarding the responsibilities of the requisitioniner.

D. Budget Authorities are responsible for verification of charge accounts and the availability of funds, if applicable.

The Department Manager of Capital Financing and Infrastructure is the final Budget Authority on all capitally funded change order requisitions. The Senior Project Manager of Long Range Planning is the final budget authority on all UWP funded change order requisitions.

E. The Purchasing Department or Materials Management buyer is responsible for reviewing their respective requested change(s) for compliance with Federal Transit Authority (FTA) Procurement Rules and internal Pace policies and if appropriate, modifying their respective, previously approved purchase order contract in accordance with the change(s) requested.

The Purchasing Department or Materials Management buyer is responsible for negotiating their respective Change Order with the Contractor. As with all procurement actions, change orders at the small purchase level require a fair and reasonable price determination.

F. Forward electronic copy of change order requisition and scope (if applicable) to the Department Manager, Risk Management to assess if there will be a required change



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in insurance requirements.

- G. The Purchasing Department Manager or Materials Management Department Manager shall approve their respective Change Order in the Oracle System.
- H. If Grant funded, Purchasing and Materials Management staff will submit their respective Change Order along with the contract file to Capital Financing and Infrastructure staff for appropriate manual authorization.
- I. The Department Manager, Purchasing or Department Manager, Materials Management will sign their respective Change Order and mail it to the vendor/fax it to the vendor as required.

VII. VENDOR PERFORMANCE

Vendor performance and contract administration documentation will be minimal for Small Purchase procurements due to the small dollar amount and the general nature of these types of procurements. Day to day contract administration is the requesting or end user department's responsibility. It is key that the requisitioning department manage and document vendor performance issues and alert Purchasing staff immediately if there are issues with vendor performance or contract compliance. Purchasing and Materials Management buyers are required to monitor and maintain on record, basic information regarding the performance of vendors.

VIII. RECEIPT OF GOODS

Whenever goods are delivered or services rendered, requesting/using department personnel at headquarters and the operating divisions respectively, are required to:

- verify that items or services are delivered in a satisfactory manner,
- verify that items delivered or services rendered are invoiced correctly,
- enter a receiving for standard purchase orders or a release and a receiving for blanket purchase agreements using Oracle.

Executive Director Signature

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METHOD OF PROCUREMENT DECISION MATRIX

To determine which method of procurement/solicitation type is suitable, classify your situation by checking off the appropriate boxes below. See FTA Circular 4220.1F (as amended) for further guidance.

Req.#____

Micro-purchase		Competitive Procurement		Sole Source	
Amount \$3,000 or less		Amt GT \$40,000		OEM, custom item	
Multiple Sources Available		Multiple Sources Available		Only one source available	
		Not an Emergency Purchase		Approved by FTA as sole source	
		Sealed Bid (IFB)		Public exigency issue/emergency	
		Complete and adequate specification or purchase description		Competition is inadequate after public solicitation	
Small Procurements		Two or more responsible bidders willing to compete		A single responsive bid was received; it was determined that the bid docs were not restrictive & did not impede competition*	
Amount GT \$3,000 and up to \$40,000		Selection can be made on price		Emergency Procurement (subset of sole source)	
Multiple Sources Available		Procurement suitable for firm fixed price		There is a health/safety issue or issue with timely provision of public transit.	
Not an Emergency Purchase		No discussion with bidders needed after receipt of offers		<u>Change Order</u> (subset of sole source)	
		Competitive Proposals (RFP)		A contract modification to add additional tasks or requirements	
		Complete specifications not feasible		A time extension	
		Proposer input needed for specification		A Sole Source Exercise of Option**	
		Two or more responsible proposers willing to compete			
		Discussion needed with proposers after receipt of proposal, prior to award			
		Fixed price can be set after discussions			
		Time and Materials Contract (subset of RFP)			
		Fixed price cannot be set for work; Complete extent of work unknown, whether time, or material use, or both			

*Conduct vendor survey to determine why other vendors did not bid. Complete Single Source/Single Bid Analysis Form. If it is determined that the bid docs were restrictive and did impede competition, we must rebid/resolicit because this is not an allowable sole source (in accordance with FTA 4220.1F – as amended).

**It is considered a sole source award or non-competitive procurement action whenever you fail to evaluate Options before awarding the underlying contract or negotiating a lower or higher Option price after awarding the underlying contract (in accordance with FTA 4220.1F- as amended).

Comments:

RESPONSIVENESS CHECKLIST

This form shall be completed for each bidder or proposer. Review non-responsive determinations with the Department Manager of Purchasing and document the bid tabulation or evaluation scoring summary with the results.

Requisition No.:	Opening Date:	
Description:		
Buyer:		
Bidder or Proposer:		

Solicitation Responsive Requirements	<u>Yes (√)</u>	<u>No (√)</u>	<u>Comments</u>
Bid/Proposal submitted on time			
Bid Submitted in a sealed envelope (IFB only)			
Bid security/bid bond (if applicable)			
Submitted one copy of the price proposal in a separate envelope (RFP only)			
Submitted all original bid documents in their entirety; signed and dated contract signature page			
Original bid documents submitted without modification, alteration, or supplemental statements (IFB only)			
Original RFP documents, with clearly noted changes to Terms and Conditions, if any (RFP only)			
Acknowledged and included all addenda as instructed (if applicable)			
Signed and Notarized Non Collusion Affidavit			
Completed DBE Schedule A (if applicable)			
Completed DBE Schedule B (if applicable)			
Competed DBE Schedule C (if applicable)			
Completed DBE Schedule D (if applicable)			
Signed, dated, and completed Buy America Certification (if applicable)			
Itemize additional responsiveness items as needed (i.e. MSDS sheets, "or equal" documents/drawings, proof of licenses/certifications, etc.)			

End user's signature if verification of technical responsiveness is required:

Signature/Date

**Non-responsive bids are to be noted on the bid tabulation sheet and reviewed with the Purchasing Manager

RESPONSIBILITY DETERMINATION FORM

This form shall be complete for the winning bidder/proposer of all procurements. Complete the appropriate research for each area and provide a short description of the research and results. Attach additional page or supplemental detail as needed. Note: Buyers should also complete this form for an **apparent** winning bidder/proposer who is deemed **NOT** responsible and not awarded a contract as a result of this process; include a notation to this effect. Attach additional details through a formal memo if required.

Req No.	
Bidder/Proposer:	
Date:	
Buyer:	

	Description	Accept	able (√)	Comment
1.	Appropriate financial, equipment, facility, and personnel	□ Yes	□ No	
2.	Ability to meet the delivery/project schedule	□ Yes	□ No	
3.	Satisfactory period of performance	□ Yes	□ No	
4.	performance	□Yes	□ No	
5.	Receipt of all necessary data from supplier, including insurance certificates, etc.	□ Yes	□ No	
6.	Not debarred or suspended by the Federal Government; attach documentation from <u>www.sam.gov</u> website.	□Yes	□ No	
7.	Submitted signed Suspension and Debarment forms	□Yes	□ No	
8.	Submitted signed Lobbying Certificates	□Yes	□ No	

PRICE ANALYSIS

Buyers shall complete this form for all procurement actions GT \$3,000.00 where competition was adequate.

Contract No.:	
Change Order No.:	
Contractor:	
Buyer:	
Date:	

The evidence compiled by a price analysis includes:

- Developing and examining data from multiple sources whenever possible that prove or strongly suggest the proposed price is fair.
- Determining when multiple data consistently indicate that a given price represents a good value for the money.
- Documenting data sufficiently to convince a third party that the analyst's conclusions are valid.

The pricing quoted by the winning bidder or proposer is deemed to be fair and reasonable based on the following type of analysis: (check all that apply)

- Comparison with competing suppliers' prices or catalog pricing for the same item (Complete comparison matrix and attach supporting quotes or catalog pages.)
- □ Comparison of proposed pricing with ICE for the same item. (Include ICE in the contract file and explain factors influencing any differences found. Complete summary matrix.)
- Comparison of proposed pricing with historical pricing from previous purchases of the same item, coupled with market data such as Producer Price Index or Inflation Rate over the corresponding time period. (Attach data and historical price record).
- Analysis of price components against current published standards, such as labor rates, dollars per pound etc. to justify the price reasonableness of the whole. (Attach analysis to support conclusions drawn.)

SUMMARY:

Item	Proposed Pricing	Average Market Price	Competit or A	Competitor B	In-House Estimate	Other

ANALYSIS:

ATTACHMENTS: 1.

Federally Required and Other Model Clauses Applicability Matrix

Source: FTA Best Practice Procurement Manual, Appendix A			Included in Templates?					
			Mi	cro	Sm	all	Formal	
No.	FTA Clause	Dollar Threshold	Goods	Services	Goods	Services	All Templates	
1	Fly America Requirements	>\$3,000.00				✓	✓	
3	Charter Bus and School Bus Requirements	>\$3,000.00				✓	✓	
4	Cargo Preference Requirements	>\$3,000.00			✓		✓	
5	Seismic Safety Requirements	>\$3,000.00				✓	✓	
6	Energy Conservation Requirements	>\$3,000.00			\checkmark	~	\checkmark	
8	Bus Testing*	>\$3,000.00						
9	Pre Award and Post Delivery Audit Requirements	>\$3,000.00			\checkmark			
11	Access to Records and Reports	>\$3,000.00			✓	✓	✓	
12	Federal Changes	>\$3,000.00			\checkmark	✓	\checkmark	
15	Recycled Products	>\$10,000.00 (annual)						
16	Davis Bacon and Copeland Anti Kickback Acts	> \$2,000.00	~	✓		✓	\checkmark	
18	(Blank)	N/A			N/A			
19	No Government Obligation to Third Parties	>\$3,000.00			✓	✓	\checkmark	
20	Program Fraud and False or Fraudulent Statements and Related Acts	>\$3,000.00			✓	✓	\checkmark	
21	Termination**	> \$10,000.00	✓	✓	✓	✓	\checkmark	
22	Government-wide Debarment and Suspension**	>\$25,000	✓	✓	√	✓	\checkmark	
23	Privacy Act	>\$3,000.00			√	✓	\checkmark	
24	Civil Rights Requirements	>\$3,000.00			✓	✓	✓	
26	Patent and Rights in Data	>\$3,000.00			\checkmark	✓	\checkmark	
27	Transit Employee Protective Agreements	>\$3,000.00				✓	\checkmark	
28	Disadvantaged Business Enterprises (DBE)	>\$3,000.00			~	✓	\checkmark	
29	(Blank)	N/A	N/A					
30	Incorporation of FTA Terms	> \$3,000.00			\checkmark	✓	\checkmark	
31	Drug and Alcohol Testing	> \$3,000.00				✓	✓	

*Bus testing clauses and requirements are needed for all rolling stock contracts; the buyer and the end user incorporate these requirements in specific exhibits for these types of contracts. **Pace policy on these clauses is more stringent than the FTA and are included in all contracts regardless of value.

***State of IL also requires State FOIA, Non-Collusion, and IL Prevailing Wage Act language

Single Source/Single Bid Analysis

Complete this form when Pace receives only one bid in response to an IFB or RFP or to an RFQ if over \$3,000 and up to \$40,000 in value.

Requisition/IFB or RFP#:	Action Plan
Product/Service to be Procured:	Award Contract 🛛
	Basis for Awarding Single Bid Contract:
Bid or Proposal Due Date:	
Number of Solicitations Requested:	
Number of Bids Received:	Extend Deadline (modify solicitation) 🗌
Reasons for Lack of Competition (please contact suppliers for their reasons for not bidding):	New Due Date:
Lack competency 🛛	Re-solicit 🗆
Lack available resources 🛛	New Solicitation Due to be Completed:
Poor timing	Projected Due Date:
Short response due date $\ \square$	
Other:	Signed:
	Title:
	Date: