

City of Bradford

Code of Conduct and

Procurement Policies and Procedures

1. Purpose of Procurement Standards. The purpose of these standards is to establish procedures for the City of Bradford's for the procurement of supplies and other expendable property, equipment, real property and other services. In addition to following federal regulations for bidding under federal grants, the City will comply with the bidding and contracting requirements of the Pennsylvania Third Class City Code.

2. Code of Conduct Provisions.

No employee, officer, or agent of the City of Bradford shall participate in the selection, award, or administration of a contract if a real or apparent conflict of interest would be involved. Such a conflict would arise when the employee, officer, or agent, any member of his or her immediate family, his or her partner, or an organization which employs or is about to employ any of the parties indicated herein, has a financial or other interest in the firm selected for an award. The officers, employees, and agents of the City of Bradford shall neither solicit nor accept gratuities, favors, or anything of monetary value from contractors, or parties to sub-agreements except for where the financial interest is not substantial or the gift is an unsolicited item of nominal value. The City Council of the City of Bradford shall comply with all relevant fiduciary duties, including those governing conflicts of interest, when they vote upon matters related to procurement contracts in which they have a direct or indirect financial or personal interest. Officers, employees, and agents of the City of Bradford shall be subject to disciplinary actions for violations of these standards.

3. Competition. All procurement transactions shall be conducted in a manner to provide, to the maximum extent practical, open and free competition. The City of Bradford shall be alert to organizational conflicts of interest as well as noncompetitive practices among contractors that may restrict or eliminate competition or otherwise restrain trade. In order to ensure objective contractor performance and eliminate unfair competitive advantage, contractors that develop or draft specifications, requirements, Statements of Work, Invitations for Bids and/or Requests for Proposals shall be excluded from competing for such procurements. Awards shall be made to the bidder or offeror whose bid or offer is responsive to the solicitation and is most advantageous to the City of Bradford, price, quality and other factors considered. Solicitations shall clearly set forth all requirements that the bidder or offeror shall fulfill in order for the bid or offer to be evaluated by the City of Bradford. Any and all bids or offers may be rejected when it is in the City of Bradford's interest to do so. In all procurement the City of Bradford shall avoid practices that are restrictive of competition. These include but are not limited to:

- (a) Placing unreasonable requirements on firms in order for them to qualify to do business,
- (b) Requiring unnecessary experience and excessive bonding,

- (c) Noncompetitive pricing practices between firms or between affiliated companies,
- (d) Noncompetitive awards to consultants that are on retainer contracts,
- (e) Organizational conflicts of interest,
- (f) Specifying only a brand name product instead of allowing an equal product to be offered and describing the performance of other relevant requirements of the procurement, and
- (g) Any arbitrary action in the procurement process.

4. Methods of Procurement to be followed:

(a) Procurement by small purchase procedures. Small purchase procedures are those relatively simple and informal procurement methods for securing services, supplies, or other property that do not cost more than the \$100,000 or less in the aggregate (24 CFR 85.36 (d) (1) and 84.44 (e) (2)) and where procurement by sealed bid is not required. The small purchases method can also be used to acquire eligible types of services, such as professional consulting, environmental review or planning. If the services contract will exceed \$100,000, the City will issue a Request for Proposals under the competitive proposals approach.

If small purchase procedures are used, price or rate quotations shall be obtained from an adequate number of qualified sources to insure that the selection process is competitive in accordance with these policies. A procurement of more than \$100,000 may not be inappropriately broken up into smaller components solely to qualify for the less complicated procedures followed under the "small purchase" approach.

(b) Procurement by sealed bids (Formal Advertising) (24 CFR 85.36 (d) (2)): Bids are publicly solicited and a firm-fixed-price contract (lump sum or unit price) is awarded to the responsible bidder whose bid, conforming with all the material terms and conditions of the Invitation for Bids, is the lowest in price.

(i) The sealed bid method is the preferred method for procuring construction if the following conditions are present:

- (A) A complete, adequate, and realistic specification or purchase description is available, which clearly define the items and services needed, in sufficient detail for bidders to properly respond;
- (B) Two or more responsible bidders are willing and able to compete effectively and for the business; and

- (C) The procurement lends itself to a firm fixed price contract and the selection of the successful bidder can be made principally on the basis of price.
- (ii) If sealed bids are used, the following requirements apply:
 - (A) The Invitation for Bids will be publicly advertised in accordance with the Third Class City Code and bids shall be solicited from an adequate number of known suppliers, providing them sufficient time prior to the date set for opening the bids;
 - (B) The Invitation for Bids, which will include any specifications and pertinent attachments, shall define the items or services in order for the bidder to properly respond;
 - (C) All bids will be publicly opened at the time and place prescribed in the Invitation for Bids;
 - (D) A firm fixed-price contract award will be made in writing to the lowest responsive and responsible bidder; and
 - (E) Any or all bids may be rejected if there is a sound documented reason.

(c) Procurement by competitive proposals. The technique of competitive proposals is normally conducted with more than one source submitting an offer, and either a fixed-price or cost-reimbursement type contract is awarded. Typically, competitive proposals are used to purchase professional services where the total cost will exceed \$100,000. It is generally used when conditions are not appropriate for the use of sealed bids or small purchase procedures. If this method is used, the following requirements apply:

- (i) Requests for Proposals (RFP) will be publicized through advertisement and the solicitations from an adequate number of qualified sources and will honor reasonable requests by parties to have an opportunity to compete. The advertisement for proposals should be published in a sufficient timeframe before the proposals are due.
- (ii) The Request for Proposals shall clearly and accurately state the general scope of work and all significant factors of evaluation, including price where appropriate and their relative importance for the goods and services required;
- (iii) Proposals will be solicited from an adequate number of qualified sources, consistent with the nature and requirements of the

procurement;

- (iv) The City shall provide a mechanism for technical evaluation of the proposals received, determinations of responsible offeror and the selection for contract award in the Request for Proposals.
- (v) The City may conduct negotiations with proposers who are deemed responsive and responsible and fall within a competitive price range, based upon the City's evaluation of the proposer's pricing and technical proposals. After negotiations, the proposer (s) may be given an opportunity to submit a "best and final" offer.
- (vi) Awards will be made to the responsible firm whose proposal will be most advantageous to the City of Bradford with price and other factors considered through scoring the proposals (or "best and final" offers) according to predetermined evaluation criteria. Unsuccessful proposers shall be notified promptly after contract award. The contract
- (vii) The City of Bradford may use the competitive proposal procedures for qualifications-based procurement of architectural/engineering (A/E) professional services whereby competitors' qualifications are evaluated and the most qualified competitor is selected, subject to negotiation of fair and reasonable compensation. A procurement process where price is not to be used as a stated selection factor can only be used in procurement of A/E professional services. It cannot be used to purchase other types of although A/E firms are a potential source to perform the proposed effort.

(d) Procurement by Noncompetitive Proposals is procurement through solicitation of a proposal from only one source, or after solicitation of a number of sources, competition is determined inadequate.

- (i) Procurement by Noncompetitive Proposals may be used only when the award of a contract is infeasible under small purchase procedures, sealed bids or competitive proposals and one of the following circumstances applies:
 - (A) The item is available only from a single source;
 - (B) A public emergency or condition requiring urgency existed which did not permit the use of competitive procurement;
 - (C) The funding source specifically authorizes the use of noncompetitive proposals; or
 - (D) After solicitation of a number of sources, competition is determined inadequate.

- (ii) Cost analysis, i.e., verifying the proposed cost data, the projections of the data, and the evaluation of the specific elements of costs and profits, is required.
- (iii) When using a Noncompetitive process the City normally would be expected to submit the proposed procurement to the relevant funding source for pre-award.

5. Procurement procedures.

(a) All procurement by the City of Bradford shall comply, at a minimum, with the requirements of subsections (i), (ii), and (iii) below:

- (i) The City of Bradford shall avoid purchasing unnecessary items.
- (ii) Where appropriate, an analysis is made of lease and purchase alternatives to determine which would be the most economical and practical procurement.
- (iii) Solicitations for goods and services provide for all of the following.
 - (A) A clear and accurate description of the technical requirements for the material, product or service to be procured. In competitive procurements, such a description shall not contain features which unduly restrict competition.
 - (B) Requirements which must be fulfilled and all other factors to be used in evaluating proposal submitted in response to solicitations .
 - (C) A description, whenever practicable, of technical requirements in terms of functions to be performed or performance required, including the range of acceptable characteristics or minimum acceptable standards.
 - (D) When relevant, the specific features of "brand name or equal" descriptions that are to be included in responses submitted to solicitation.
 - (E) The acceptance, to the extent practicable and economically feasible, of products and services dimensioned in the metric system of measurement.
 - (F) Preference, to the extent practicable and economically feasible, for products and services that conserve natural resources and protect the environment and are energy efficient.

(b) The type of procuring instruments used (e.g., fixed price contracts, cost reimbursable contracts, purchase orders, and incentive contracts) shall be determined by the City of Bradford but shall be appropriate for the particular procurement and for promoting the best interest of the program or project involved. The "cost-plus-a-percentage-of-cost" or "percentage of construction cost" methods of contracting shall not be used.

(c) Contracts shall be made only with responsible contractors who possess the potential ability to perform successfully under the terms and conditions of the proposed procurement. Consideration shall be given to such matters as contractor integrity, record of past performance, financial and technical resources or accessibility to other necessary resources.

(d) Debarment and Suspension - No contract shall be made to parties listed on the General Services Administration's List of Parties Excluded from Federal Procurement or Non-Procurement Programs in accordance with E.O.s 12549 and 12689, "Debarment and Suspension." The City shall verify any contractor with SAM for exclusion status with awards that exceed the small purchase threshold.

6. Use of Local Businesses: Contracting with Small, Minority and/or Women-Owned Businesses.

The City of Bradford shall take affirmative steps to utilize small businesses, minority-owned firms, and women's business firms or labor surplus area firms. The City of Bradford shall take all of the following steps to further this goal.

- (a) Ensure that small businesses, minority-owned firms, and women's business enterprises are solicited when they are identified as potential bidders/proposers for the services or goods requested;
- (b) Placing qualified small, minority and/or women owned businesses on solicitation lists;
- (c) Consider in the contract process whether firms competing for larger contracts intend to subcontract with small, minority and/or women owned businesses.
- (d) Dividing total requirements, when economically feasible, into smaller tasks or quantities to permit maximum participation by small, minority and/or women owned businesses;
- (e) Establishing delivery schedules, where the requirement permits, which encourage participation by small, minority and/or women owned businesses.
- (f) Encourage, when practical, contracting with consortiums of small businesses, minority-owned firms and women's business enterprises when a contract is too large for one of these firms to handle individually.

- (g) Use the services and assistance, as appropriate and practical, of such organizations as the PA DGS Small Diverse Business Search, Small Business Administration and the Department of Commerce's Minority Business Development Agency in the solicitation and utilization of small businesses, minority-owned firms and women's business enterprises.
- (h) Requiring prime contractors, if subcontracts or materials are used, to take affirmative steps to use small, minority and/or women owned businesses.
- (i) In conformance with Section 3 of the Housing and Community Development Act of 1968, to the greatest extent feasible, the City shall award contracts for work to be performed to eligible business concerns located in or owned by residents of the City of Bradford to ensure employment and other economic opportunities generated by Federal financial assistance for housing and community development programs shall, to the greatest extent feasible, be directed toward low and very low income persons, particularly those who are recipients of governmental assistance for housing (see 24 CFR 570.607 b).

7. Cost and Price Analysis.

Some form of cost or price analysis shall be made and documented in the procurement files in connection with every procurement action above \$500 in value. Price analysis may be accomplished in various ways, including the comparison of price quotations submitted, market prices and similar indicia, together with discounts. Cost analysis is the review and evaluation of each element of cost to determine reasonableness, allocability and allowability.

8. Procurement Records.

Procurement records and files for purchases in excess of the small purchase threshold as fixed at 41 U.S.C. 403(11) (currently \$100,000) shall include the following at a minimum: (a) basis for contractor selection, (b) justification for lack of competition when competitive bids or offers are not obtained, and (c) basis for award cost or price.

7. Contract Administration.

A system for contract administration shall be maintained to ensure contractor conformance with the terms, conditions and specifications of the contract and to ensure adequate and timely follow up of all purchases. The City of Bradford shall evaluate contractor performance and document, as appropriate, whether contractors have met the terms, conditions and specifications of the contract.

8. Bonding.

For construction or facility improvement contracts or subcontracts, the City of Bradford shall follow the requirement of the Third Class City Code to make sure that the City is

adequately protected. The minimum requirements for bonding from the contractor are:

- (a) A bid guarantee from each bidder equivalent to ten percent of the bid price. The bid guarantee shall consist of a firm commitment such as a bid bond from a U.S. Department of the Treasury's current Listing of Approved Sureties (Circular 570), certified check or other negotiable instrument accompanying the bid as assurance the bidder will, upon acceptance of the bid, execute such contractual documents as may be required within the time specified..
- (b) A Performance Bond in the amount of 100 percent of the contract price. The Performance Bond shall be in the form of a bond from a U.S. Department of the Treasury's current listing of Approved Sureties (Circular 570) or an Irrevocable Letter of Credit equal to 100% of the contract price. A Performance Bond is executed in connection with the contract to secure fulfillment of all the contractor's obligations under such contract.
- (c) A Payment Bond in the amount of 100 percent of the contract price. The Payment Bond shall be in the form of a bond from a U.S. Department of the Treasury's current listing of Approved Sureties (Circular 570) or an Irrevocable Letter of Credit equal to 100% of the contract price. A Payment Bond is executed in connection with a contract with the contract to assure payment as required by law of all persons supplying labor and material in the execution of the work provided on the contract.

9. Contract provisions.

The City of Bradford shall include, in addition to provisions to define a sound and complete agreement, the following provisions in all contracts. The following provisions shall also be applied to subcontracts.

- (a) Contracts shall contain contractual provisions or conditions that allow for administrative, contractual, or legal remedies in instances in which a contractor violates or breaches the contract terms, and provide for such remedial actions as may be appropriate.
- (b) All contracts in excess of the \$10,000 shall contain suitable provisions for termination by the City of Bradford, including the manner by which termination shall be effected and the basis for settlement. In addition, such contracts shall describe conditions under which the contract may be terminated for default as well as conditions where the contract may be terminated because of circumstances beyond the control of the contractor.
- (c) For contracts dealing with construction or facility improvements the City of Bradford shall comply with all requirements imposed by its funding sources (and the government regulations applicable to those funding sources) with regard to construction bid guarantees, performance bonds, and payment bonds.

(d) The City, Federal grantor, the Comptroller General of the United States or any of their authorized representatives shall have access to any books, documents, papers and records of the contractor which are directly pertinent to the specific contract for the purpose of making audit, examination, excerpts and transcriptions.

(e) Retention of required records for three years after the City of Bradford makes a final payment on the contract and all other pending matters are closed.

(f) Mandatory standards and policies relating to energy efficiency, which are contained in the state energy conservation plan in compliance with the Energy Policy and Conservation Act (Pub. L. 94-163).

(g) All contracts, including small purchases, awarded by the City of Bradford and their contractors where the source of the funds, directly or indirectly, is the federal government, shall contain the following procurement provisions as applicable.

(i). Equal Employment Opportunity - All contracts over \$10,000, when funded in whole or part by monies derived from the Federal government (either directly or indirectly), shall contain a provision requiring compliance with E.O. 11246, "Equal Employment Opportunity," as amended by E.O. 11375, "Amending Executive Order 11246 Relating to Equal Employment Opportunity," and as supplemented by regulations at 41 CFR part 60, "Office of Federal Contract Compliance Programs, Equal Employment Opportunity, Department of Labor."

(ii). Copeland "Anti-Kickback" Act (18 U.S.C. 874 and 40 U.S.C. 276c) - All contracts in excess of \$2,000 for construction or repair, when funded in whole or part by monies derived from the Federal government (either directly or indirectly) shall include a provision for compliance with the Copeland "Anti-Kickback" Act (18 U.S.C. 874), as supplemented by Department of Labor regulations (29 CFR part 3, "Contractors and Subcontractors on Public Building or Public Work Financed in Whole or in Part by Loans or Grants from the United States"). The Act provides that each contractor or sub-recipient shall be prohibited from inducing, by any means, any person employed in the construction, completion, or repair of public work, to give up any part of the compensation to which he is otherwise entitled. The recipient shall report all suspected or reported violations to the Federal awarding agency.

(iii). Davis-Bacon Act, as amended (40 U.S.C. 276a to a-7) - **When required by Federal program legislation**, all construction contracts awarded by the recipients and sub-recipients of more than \$2,000 shall include a provision for compliance with the Davis-Bacon Act (40 U.S.C. 276a to a-7) and as supplemented by Department of Labor regulations (29 CFR part 5, "Labor Standards Provisions Applicable to Contracts Governing Federally Financed and Assisted Construction"). Under this Act, contractors shall be required to pay

wages to laborers and mechanics at a rate not less than the minimum wages specified in a wage determination made by the Secretary of Labor. In addition, contractors shall be required to pay wages not less than once a week. The recipient shall place a copy of the current prevailing wage determination issued by the Department of Labor in each solicitation and the award of a contract shall be conditioned upon the acceptance of the wage determination. The recipient shall report all suspected or reported violations to the Federal awarding agency.

(iv). Contract Work Hours and Safety Standards Act (40 U.S.C. 327-333) - All contracts in excess of \$2,000 for construction contracts and in excess of \$2,500 for other contracts that involve the employment of mechanics or laborers, when funded in whole or part by monies derived from the Federal government (either directly or indirectly), shall include a provision for compliance with Sections 102 and 107 of the Contract Work Hours and Safety Standards Act (40 U.S.C. 327-333), as supplemented by Department of Labor regulations (29 CFR part 5).

(v). Compliance with Sections 103 and 107 of the Contract Work Hours and Safety Act (40 U.S.C. 327-330) as supplemented by Department of Labor regulations (29 CFR Part 5) for construction contracts awarded by the City in excess of \$2,000 and in excess of \$2,500 for other contracts, which involve the employment of mechanics or laborers.

(vi). Rights to Inventions Made Under a Contract or Agreement - Contracts or agreements for the performance of experimental, developmental, or research work, when funded in whole or part by monies derived from the Federal government (either directly or indirectly), shall provide for the rights of the Federal Government and the recipient in any resulting invention in accordance with 37 CFR part 401, "Rights to Inventions Made by Nonprofit Organizations and Small Business Firms Under Government Grants, Contracts and Cooperative Agreements," and any implementing regulations issued by the awarding agency.

(vii). Clean Air Act (42 U.S.C. 7401 et seq.) and the Federal Water Pollution Control Act (33 U.S.C. 1251 et seq.), as amended - Contracts and subgrants of amounts in excess of \$100,000, **when funded in whole or part by monies derived from the Federal government** (either directly or indirectly), shall contain a provision that requires the recipient to agree to comply with all applicable standards, orders or regulations issued pursuant to the Clean Air Act (42 U.S.C. 7401 et seq.) and the Federal Water Pollution Control Act as amended (33 U.S.C. 1251 et seq.). Violations shall be reported to the Federal awarding agency and the Regional Office of the Environmental Protection Agency (EPA).

(viii). Byrd Anti-Lobbying Amendment (31 U.S.C. 1352) - Contacts for an amount above \$100,000, **when funded in whole or part by monies derived from the Federal government** (either directly or indirectly), shall include a certification by the contracting parties that they have not and will not use Federal appropriated funds to pay any person or organization for influencing or

attempting to influence an officer or employee of any agency, a member of Congress, officer or employee of Congress, or an employee of a member of Congress in connection with obtaining any Federal contract, grant or any other award covered by 31 U.S.C. 1352 and to further require disclosure of any lobbying with non-Federal funds that takes place in connection with obtaining any Federal award.

(ix). Notice of federal award agency requirements and regulations pertaining to reporting, copyrights and rights to data.

Adopted on the 14th day of November 2017 by City Council Resolution No. _____.

CITY ADMINISTRATOR

MAYOR