

**County of Contra Costa**  
**OFFICE OF THE COUNTY ADMINISTRATOR**  
**MEMORANDUM**

DATE: APRIL 14, 2023

TO: DEPARTMENT HEADS

FROM: MONICA NINO, County Administrator  
By: Timothy M. Ewell, Chief Assistant County Administrator

SUBJECT: **INVITATION FOR COMMENT: Revisions to Administrative Bulletin No. 600  
“Purchasing Policy and Procedures”**

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### **Overview**

The County maintains policies outlining procedures for the procurement of materials, supplies and services to assist departments in their service delivery goals. Over the past 50+ years these policies and procedures have been codified in a patchwork of ordinances, resolutions, Administrative Bulletins and simple memorandums with no consistent review and update process. At times, it is difficult to find supporting documentation for procurement processes that we work through day-to-day. **This Invitation for Comment seeks department feedback on proposed revisions to Administrative Bulletin 600, "Purchasing Policy and Procedures" no later than close of business on Friday, May 12, 2023 (4 weeks).**

### **Process**

Since 2021, the County Administrator’s Office, County Counsel’s Office and Public Works – Purchasing Services Division have been working to identify and understand the various policies governing procurement within the County. The primary goal has been to establish a baseline procurement policy that can be easily understood by employees working to secure goods and services for County departments.

In crafting a baseline procurement policy, the guiding principles have been twofold:

1. Reduce bureaucracy and provide greater flexibility to department heads to operate their respective departments; and
2. Establish accountability measures to ensure that minimum standards for procurement equity and proper contract oversight are observed.

This process has resulted in several recommendations to modernize our procurement policies, including:

1. Consolidate nine (9) Administrative Bulletins in one single, comprehensive Bulletin;
2. Amend the County Ordinance Code to remove the need for County Administrator review and approval of service contracts at or below \$200,000; and
3. Increase the threshold for certain, ministerial payments via Warrant Request from \$1,000 to \$5,000.

The desired outcome is that these updates bring our procurement process closer to a more contemporary state consistent with other large, urban counties.

### Summary of Primary Revisions

- All Transactions Under \$200,000. All procurement transactions, including service contracts, under \$200,000 would require approval by the Purchasing Agent only – Board of Supervisors and County Administrator review and approval are not needed. This streamlines the review workflow for departments and effectively delegates further discretion to department heads to recommend service contracts for approval directly to the Purchasing Agent. County Counsel review is still required on transactions that modify the County’s general conditions and service contracts above \$50,000.
- Contracts Processed Under a Purchase Order. For certain transactions under \$200,000, it creates a process to execute a contract in conjunction with a purchase order, upon approval of the Purchasing Agent. A common scenario is the procurement of equipment that also requires a service plan to be executed. This process is streamlined so long as the service contract terms are not in conflict with the County’s Purchase Order General Terms and Conditions.
- Minimum Bid Solicitation Requirements. Establishes a common bid solicitation requirement between procurement of materials/supplies and service contracts tiered by denomination. This results in all procurement activities being subject to the same set of solicitation requirements.
- Minimum Contract Monitoring Requirements. Establishes monitoring requirements for service contracts by departments, including a requirement to document contract non-compliance and remediation plans for corrective action. Remediation Plans are to be filed with the Purchasing Agent for tracking purposes; however, it is the responsibility of departments to ensure that contractors take steps to achieve compliance.
- Exemptions Maintained and Expanded. The proposed policy maintains certain exemptions previously granted for specific procurement situations or for specific departments. For example, the policy encourages the use of Cooperative Purchasing Agreements for goods and services in lieu of defaulting to a local solicitation process as a method to ensure solicitation while expediting the procurement process.

### Submission of Comments

Department Heads are requested to review the attached policy proposal and provide comments, if desired, to assist with clarity of the document and to inform the County Administrator’s Office of departmental impacts associated with the proposed policy. When submitting comments, please complete the Department Comment Submission Form, included with this memorandum and submit in MS Excel format to [Timothy.Ewell@cao.cccounty.us](mailto:Timothy.Ewell@cao.cccounty.us) with the subject line “Administrative Bulletin 600 Comment – [Department Name]”.

Should you have any questions, or wish to discuss further please contact me directly at (925) 655-2043.

Thank you.

cc: *CAO General Administration*  
*CAO Labor Relations*

*Attachment(s):*

1. *Administrative Bulletin No. 600, “Procurement Policy and Procedures” (Comment Draft)*

2. *Department Comment Submission Form*

3. *Administrative Bulletins to be Repealed:*

- |    |                            |  |                         |
|----|----------------------------|--|-------------------------|
| a. | <a href="#"><u>601</u></a> | <i>Contract Purchase Orders</i>                            | <i>April 4, 1969</i>    |
| b. | <a href="#"><u>602</u></a> | <i>Preparing Requisitions</i>                              | <i>April 4, 1969</i>    |
| c. | <a href="#"><u>603</u></a> | <i>Receiving Shipments</i>                                 | <i>April 4, 1969</i>    |
| d. | <a href="#"><u>604</u></a> | <i>Stock Room Policy</i>                                   | <i>April 4, 1969</i>    |
| e. | <a href="#"><u>605</u></a> | <i>Contracting for Special Services</i>                    | <i>July 1, 2019</i>     |
| f. | <a href="#"><u>611</u></a> | <i>Authorization of Single Item Purchase Over \$25,000</i> | <i>July 1, 2019</i>     |
| g. | <a href="#"><u>612</u></a> | <i>Contracts With Community Rehabilitation Programs</i>    | <i>February 4, 2008</i> |
| h. | <a href="#"><u>613</u></a> | <i>Contracts With Community-Based Organizations (CBOs)</i> | <i>February 5, 2008</i> |

**CONTRA COSTA COUNTY  
Office of the County Administrator**

**ADMINISTRATIVE BULLETIN**

Number: 600.X  
Date: XX/XX/XX  
Section: Purchasing

**SUBJECT: Purchasing Policy and Procedures**

**Contents:**

- I. DEFINITIONS
- II. PURCHASE OF MATERIALS AND SUPPLIES
- III. PURCHASE OF SERVICES CONTRACTS
- IV. DIGITAL SIGNATURES
- V. OTHER PROCUREMENT POLICIES
- VI. OTHER ADMINISTRATIVE BULLETINS

The purpose of this bulletin is to set forth purchasing policies and requirements to achieve minimum standards for the purchase of materials, supplies and services for the benefit of County departments. More information about compliance with this policy, including process, procedures and forms can be found in the resources included in the “References” section at the conclusion of this policy.

**I. DEFINITIONS**

- A.** “Blanket Purchase Order” is an authorization to purchase developed by the Purchasing Agent and issued on an annual or multi-year basis, that permits the procurement of equipment and supplies on an as-needed basis with a stipulated maximum amount for a fixed period of time and is used when there will be on-going activity with a vendor. A blanket purchase order allows departments to order a variety of goods from a single source as needed.
- B.** “Capital Outlay Item” is a piece of equipment, or a single system consisting of multiple components that are unable to function independently of one another (such as fire engines/boats and related safety, communications, or computer equipment), with a life expectancy of more than one year that retains its identity throughout its useful life and has a value of equal to or above \$5,000.
- C.** “Cooperative Purchasing Contract” is a contract for goods or services between a vendor and another public agency, awarded following a competitive solicitation, and made available to other public agencies

through National Intergovernmental Purchasing Alliance (National IPA), the State of California, Department of General Services, the U.S. General Services Administration, U.S. Communities Government Purchasing Alliance sponsored by the National Association of Counties, or similar entity, or by a contract's own terms. The County may participate in a Cooperative Purchasing Contract by entering into a Participating Agreement with the vendor.

- D.** “Fixed Asset Code” is an expenditure account within the chart of accounts reserved for purchase of certain Capital Outlay Items equal to or above \$5,000.
- E.** “Invitation for Bid” (IFB) is a solicitation method by which awards are made to the lowest bid. The winning bid must be responsive (conforms to bid requirements) and responsible (competent and qualified to perform under the contract).
- F.** “Participating Agreement” means an agreement between the County and a vendor that incorporates by reference, with or without modifications, the terms of a Cooperative Purchasing Contract that the vendor has entered into with another public agency.
- G.** “Purchasing Agent” is the office established pursuant to [Article 1108-2.2 of the County Ordinance Code](#).
- H.** “Request for Information” (RFI) is a process to separate those vendors who intend to participate in an upcoming solicitation from those who have no interest in participating. An RFI is typically used when there is an excessively large pool of interested vendors and to identify qualified suppliers capable of providing a certain product or service.
- I.** “Request for Proposal” (RFP) is a formal competitive procurement process and is the most flexible method for obtaining contracted services and certain types of goods. Responders to an RFP submit proposals detailing their technical and business experience, capabilities, and specific approach to achieve the requirements for the services or goods requested. An RFP includes evaluation factors and criteria, and their relative importance for award selection. An RFP may establish minimum or pre-qualification requirements to be eligible for consideration.
- J.** “Request for Qualifications/Quote” (RFQ) is a process to establish a pre-qualified list of potential vendors by allowing interested parties to demonstrate compliance with minimum qualifications or requirements to provide a material, product, or service. An RFQ is used to initiate a formal procurement process and is not a binding offer, bid, or proposal.

- K. “Requisition” is a request made by a County department head or designee to the Purchasing Agent to order equipment and supplies.
- L. “Special Services,” as defined in Government Code section [31000](#), are “services, advice, education or training” in the following areas: “financial, economic, accounting, engineering, legal, medical, therapeutic, administrative, architectural, airport or building security matters, laundry services or linen services.” Special services may include maintenance or custodial matters under certain circumstances. For purposes of this bulletin, whether services contracted for are “special services” requires consideration of factors such as the nature of the services, qualifications of the person furnishing them, and their availability from public sources. For example, services may be special because of the outstanding skill or expertise of the person furnishing them.
- M. “Solicitation” is a purchasing entity’s request for offers to provide goods or services, including an informal request for price quotations, an Invitation for Bids (IFB), Request for Qualifications/Quote(RFQ) or a Request for Proposals (RFP).
- N. “Standard Purchase Order” is a document issued by the Purchasing Agent that uses information from the Requisition to procure equipment and supplies at terms and conditions most advantageous to the County.

## II. PURCHASE OF MATERIALS AND SUPPLIES

### A. Applicability.

This section establishes procedures for the purchase of materials and supplies by the Purchasing Agent on behalf of the County. The Purchasing Agent is authorized to purchase all materials, supplies, equipment, furnishings, and other personal property of any kind and nature; and arrange and execute lease-purchase agreements for supplies, equipment, and other personal property required by the County.

### B. Procedures.

#### 1. Purchase Orders.

- a. Purpose. A Standard Purchase Order, Blanket Purchase Order, or Participating Agreement may be used to purchase materials, supplies, equipment, furnishings, and other personal property of any kind and nature.

b. General Terms and Conditions. All Standard Purchase Orders and Blanket Purchase Orders shall include the County's "[Purchase Order General Terms and Conditions](#)," which are promulgated and updated from time to time by the Purchasing Agent in consultation with County Counsel. By executing a Standard Purchase Order or Blanket Purchase Order, a vendor agrees to abide by those terms and conditions unless both the Purchasing Agent and vendor agree in writing to amend any of those terms and conditions.

2. Requisitions.

a. Purpose: A Requisition is filed with the Purchasing Agent to order equipment and/or supplies.

b. Submission. A Requisition must be submitted to the Purchasing Agent to request the issuance of a Standard Purchase Order, Blanket Purchase Order or Lease-Purchase Agreement.

c. Electronic Procurement System. The Purchasing Services division of the Public Works department (Purchasing Services) shall provide an electronic system to track the submission and processing of Requisitions by departments and other purchasing logistics to comply with any state and local procurement requirements, including this policy<sup>1</sup>.

d. Department Submission Authority. Department Heads are authorized to prepare Requisitions on behalf of their respective departments and may authorize designees to prepare Requisitions by submitting a written authorization to the Purchasing Agent, or designee.

e. Fixed Asset Purchases. One of the following Fixed Asset Codes must be applied to a Requisition for the purchase of a Capital Outlay Item equal to or above than \$5,000.:

- 4951 – Office Equipment & Furniture
- 4952 – Institutional Equipment & Furniture
- 4953 – Autos & Trucks
- 4954 – Medical & Lab Equipment
- 4955 – Radio & Communications Equipment
- 4956 – Tools & Sundry Equipment

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<sup>1</sup> The Current procurement system is the "Purchasing Portal", which is accessible at the following link:  
<https://purchasing.cccounty.us/bsa/view/login/login.xhtml>

- 4957 – Heavy Construction Equipment

When a Fixed Asset Code is applied for a Capital Outlay Item acquisition, the Requisition shall automatically route to the Auditor-Controller to record the item as an asset for inventory purposes. The Purchasing Agent shall not proceed with the procurement of a Capital Outlay Item until the availability of expenditure appropriations has been verified by the Auditor-Controller. If expenditure appropriations are not available, the Requisition will be returned to the requesting department. Capital Outlay Item purchases shall be in compliance with [Administrative Bulletin No. 200, “Fixed Asset Accounting and Budgeting Policy”](#).

- f. Emergency Purchase Orders. If a department needs to make an emergency purchase pursuant to [County Ordinance Code section 1108-2.220](#), the “[Emergency Purchase Form](#)” must be signed by the department head, or designee, and submitted to Purchasing Services electronically with the invoice attached to initiate a purchase order to pay the invoice.

### 3. Warrant Requests.

- a. Purpose: [County Ordinance Code section 1108-2.222](#) authorizes departments to purchase the following items without utilizing the Purchasing Agent regardless of cost:
  1. association dues and membership fees;
  2. postage, including Federal Express (FedEx) and UPS;
  3. lodging;
  4. registration, including fees for conference booths;
  5. facility rental and food;
  6. advertising;
  7. legal process service fees;
  8. public transportation fares and bridge tolls;
  9. permits, fees, and licenses paid to governmental agencies;
  10. utility installation fees (Public Works department only);
  11. books, subscriptions and publications;
  12. legal notices;
  13. professional medical services payable by the Health Services department based upon a specified fee schedule;
  14. Other items limited to a maximum cost of \$5,000, including:
    - A. Computer hardware and software;
    - B. commodities; and



C. one-time services that are not covered under a County service contract and are authorized by the Purchasing Agent.

4. Solicitations Required. The following solicitations are required for purchases of materials and supplies in the following amounts.

a. Purchases up to \$25,000.

1. A department may request a Purchase Order for a purchase below \$25,000 without providing evidence of solicitation. Departments are encouraged to purchase from local businesses, small businesses, women-owned businesses, disabled-owned businesses, veteran-owned businesses, and other disadvantaged business enterprises for a purchase below \$25,000.

b. Purchases between \$25,000 and \$100,000.

1. A department shall request a Purchase Order for a purchase between \$25,000 and \$100,000 after securing a minimum of three (3) written price quotes, with at least one (1) price quote from a [Small Business Enterprise \(SBE\)](#) provider, without solicitation.

2. If three (3) price quotes cannot be secured, or an SBE provider cannot be identified, the Purchasing Agent, or designee, shall determine whether or not to proceed with the purchase taking into consideration the vendor that provides the best value to the County.

c. Purchases Greater than \$100,000.

1. A department shall conduct an open and competitive solicitation for a purchase greater than \$100,000. The form of solicitation may be an Invitation for Bid (IFB), a Request for Qualifications/Quote (RFQ) or a Request for Proposals (RFP).

2. A department shall submit a Requisition that includes detailed specifications of the materials or supplies being requested.

3. Purchasing Services shall work with the requesting department to secure a minimum of three (3) solicitation

responses in writing before selecting a vendor. Purchasing Services shall post the solicitation online to comply with the fair and open competition requirements of this policy.

d. Exemption from Solicitation Requirements.

1. Sole Source Justification. A department may submit a Requisition with a completed [Sole Source Justification Form](#) for review by the Purchasing Agent to seek exemption from solicitation requirements in the following specific cases:

- A. Inability to conduct the solicitation process timely; or
- B. Only one supplier is able to meet the needs of the department.

The Purchasing Agent has the sole discretion to approve or reject sole source exemption requests.

2. Cooperative Purchasing Contracts. In lieu of a bid solicitation process, a department may request that Purchasing Services initiate a Cooperative Purchasing Contract for goods that the County requires and that the County may procure under a Participating Agreement. Purchasing Services will initiate County Counsel review of Cooperative Purchasing Contracts, with the exception of those related to the Health Services Department.

e. Ethical Standards. It is the obligation and the responsibility of every County employee to represent the County in a professional and ethical manner. Any procurement related matter shall be handled in a professional manner with the interest of the County taking precedent, including, but not limited to:

- 1. Avoiding activities which would compromise or give the perception of compromising the best interests of the County;
- 2. Actively promoting the concept of competition through bid solicitation consistent with this policy; and
- 3. Refraining from engagement in any procurement activity in which an employee may have a personal or indirect financial interest in accordance with Government Code sections [87100](#) and [81703](#).

5. Approvals. The following approvals are required for each purchase category below.
    - a. Purchases equal to or below \$200,000. The department requesting a purchase equal to or below \$200,000 shall file a Requisition that complies with this policy for review and approval by the Purchasing Agent, or designee.
    - b. Purchases over \$200,000. A purchase over \$200,000 complying with this policy requires approval by the Board of Supervisors. The requesting department shall draft a Board Order seeking approval of the purchase over \$200,000 and submit to the County Administrator's Office via the Board of Supervisors' electronic agenda management system for placement on the Board of Supervisors' agenda for review and final approval.
    - c. Participating Agreements. A Participating Agreement must be approved by the Board of Supervisors, subject to review by County Counsel, if the payment limit exceeds \$200,000, or if the Participating Agreement and/or underlying contract includes any term requiring the County to indemnify the vendor, or any term that limits the vendor's liability.
  6. Documentation. All solicitation and approval documents required by this policy must be submitted electronically to Purchasing Services with the Requisition for purchase.
- C. Legal Authority**. The legal authority for the Purchasing Agent to purchase materials and supplies on behalf of the County is set forth in the following statutes and County codes: Government Code sections [25500-25509](#), [31000](#); Public Contract Code sections [22002\(d\)](#) and [22032](#); and County Ordinance Code chapter [1108-2](#).

### III. PURCHASE OF SERVICES CONTRACTS

#### A. Applicability.

This section establishes procedures for the purchase of services required by the County. State law provides that the Board of Supervisors may contract for services on behalf of the County or any County officer or department under certain circumstances. The Board of Supervisors has authorized the Purchasing Agent to enter into service contracts costing not more than \$200,000. Service contracts exceeding \$200,000 require

approval by the Board of Supervisors, following review by the Office of County Counsel and the County Administrator.

**B. Procedures for Service Contracts.**

1. Mandated Findings. Before a contractor for services is engaged, all of the following findings must be made and documented by the department.
  - a. Statute authorizes contracting for the desired services, including, but not limited to, Special Services which is authorized by Government Code section [31000](#);
  - b. County staff is not available or qualified to perform the services; and
  - c. In the case of facilities maintenance or custodial matters, the site is remote from available County employee resources and the County's economic interests are served by contracting for such services rather than by paying additional travel and subsistence expenses to existing County employees.
2. Solicitations Required. The following solicitations are required for purchase of services in the following amounts.
  - a. Service Contracts up to \$25,000.
    1. A department may enter into service contracts at or below \$25,000 without providing evidence of solicitation.
    2. Departments are encouraged to purchase from local businesses, small businesses, women-owned businesses, disabled-owned businesses, veteran-owned businesses, and other disadvantaged business enterprises consistent with the [County's Outreach and SBE program](#) goals for service contracts under \$25,000.
  - b. Service Contracts between \$25,000 and \$100,000.
    1. A department may enter into a service contract between \$25,000 and \$100,000 after securing a minimum of three (3) written proposals, without solicitation.
    2. If three (3) written proposals cannot be secured, the Purchasing Agent, or designee, shall determine whether to

proceed with the service contract taking into consideration the vendor that provides the best value to the County.

- c. Service Contracts Greater than \$100,000.
  1. A department may enter into a service contract over \$100,000 after providing for open and competitive solicitation.
  2. The form of solicitation may be an Invitation for Bid (IFB), Request for Qualifications/Quote (RFQ) or a Request for Proposals (RFP); however, a department should consider initially issuing a Request for Information (RFI) to generate a list of potential vendors to provide the services required.
3. Solicitation Compliance Procedure.
  - a. The department shall draft and Purchasing Services may provide counsel on an IFB, RFQ or RFP seeking qualified vendors to provide the desired services.
  - b. Purchasing Services shall post the solicitation online to comply with the fair and open competition requirement of this policy.
  - c. Purchasing Services shall work with the requesting department to secure a minimum of three (3) solicitation responses in writing before selecting a vendor.
  - d. Purchasing Services shall retain solicitation records for the duration of each contract term.
4. Exemption from Solicitation Requirements.
  - a. Service Types. The following are service contract types that are exempt from bid solicitation requirements:
    - utility services;
    - educational services;
    - intergovernmental agreements;
    - newspaper and publication services;
    - law firms, subject to approval by the County Counsel's Office;
    - print legal briefs or legal notices;
    - reporters services or transcripts;

- expert witnesses, consultants, and investigators hired through the County Counsel's Office to assist in legal matters;
  - election supplies;
  - expert services to be rendered to the offices of the District Attorney or Sheriff-Coroner;
  - physician services at the Contra Costa Regional Medical Center (CCRMC) or the Contra Costa Health Plan (CCHP);
  - appraiser services;
  - consultants and other experts employed directly by the Board of Supervisors;
  - other services that, by law, some other officer or body is specifically charged with obtaining; and
- b. Cooperative Purchasing Contracts. A department may submit a Requisition identifying a Cooperative Purchasing Contract for services that County requires and that the County may procure under a Participating Agreement.
5. Ethical Standards. It is the obligation and the responsibility of every County employee to represent the County in a professional and ethical manner. Any procurement related matter shall be handled in a professional manner with the interest of the County taking precedent, including, but not limited to:
- a. Avoiding activities which would compromise or give the perception of compromising the best interests of the County;
  - b. Actively promoting the concept of competition through bid solicitation consistent with this policy; and
  - c. Refraining from engagement in any procurement activity in which an employee may have a personal or indirect financial interest in accordance with Government Code sections [87100](#) and [81703](#).
6. Outreach and SBE Program Compliance. Additional thresholds and goals under the [County Outreach and SBE \(Small Business Enterprise\) programs](#) may apply to solicitations for service contracts
7. Contract Development and Monitoring. Department Heads are responsible for development and monitoring of service contracts

entered into on behalf of each County department, including negotiation of service plans and/or scopes of work.

- a. Performance Metrics Required. Departments are responsible for negotiating service contracts that identify specific performance outputs and/or outcomes to be achieved during the contract term. Contracting departments shall review contracts at least once per year to ensure compliance with output/outcome requirements. The review should identify reason(s) for any noncompliance, including whether or not the outputs/outcomes will be achievable during the remainder of the contract term.
- b. Payment Provisions. Vendor payment terms shall correlate with the performance outputs/outcomes negotiated as part a service plan or scope of work for each service contract. Departments shall avoid contract payment terms that are not typical of the service type being procured. For example, legal service providers may require payment of an advance, or “retainer”, upon execution of a service contract, which is typical of that industry. However, a financial consultant requesting a monthly, fixed payment, whether or not the County uses the contracted services, is not a typical industry practice and must be avoided. Other negative payment terms, such as late payment penalties, should not be entertained as part of the negotiation of payment terms.
- c. Vendor Noncompliance. Failure of a vendor to achieve contracted performance output and/or outcome requirements may be grounds for contract termination.
- d. Remediation Plan. For contracts determined to be out of compliance with performance outputs and/or outcomes during an annual review process, and for which a department does not recommend terminating the contract, the department shall work with the vendor on a remediation plan to ensure contracted services are delivered during the term of the contract.
- d. Documentation. Departments shall immediately notify a vendor if a determination of non-compliance is reached. Including whether or not the contract will be recommended for termination, with a copy to Purchasing Services. In cases where a remediation plan is entered into with the vendor, a copy of the plan shall be forwarded to Purchasing Services and retained by the department for the term of the contract.

- e. Renewals. Departments shall keep track of contract expiration dates in order to renew contracts prior to expiration, or issue solicitations for new contracts to be in place prior to expiration of the existing contract.
8. Effective Date. Service contract documents must be approved by the Board of Supervisors and executed before the service contract effective date. Contract payments cannot be made until the service contract is executed by all parties.
9. Indemnification. Any contract that requires the County to indemnify the contractor, or includes a limitation of liability, must be approved by the Board of Supervisors regardless of the contract amount.

**C. Procedures for Services Contracts equal to or below \$200,000.**

1. Approval. The Purchasing Agent is authorized to execute contracts for services costing equal to or below \$200,000.
2. Contracts Processed Under a Purchase Order. In certain circumstances, the Purchasing Agent may determine that a contract for services needs to be executed in conjunction with the issuance of a Purchase Order.
  - A. A service contract that is executed in conjunction with the issuance of a Purchase Order may be signed by the Purchasing Agent if the amount of the Purchase Order is equal to or below \$200,000, if all of the following apply:
    1. The purchase order is under \$200,000;
    2. The terms of the service contract are not in conflict with the "[Purchase Order General Terms and Conditions](#)" referenced in Section II(B)(1)(c); and
    3. No terms in the service contract would require Board of Supervisors approval, such as modification of the County's standard form indemnification language.
3. County Counsel Review. A service contract that is either more than \$50,000 or not on a County standard form (i.e., on a vendor's form) must be reviewed and approved as to legal form by the County Counsel's Office before the Purchasing Agent executes the contract. If a service contract is \$50,000 or less and is on the



County's standard form, the Purchasing Agent may sign the contract without County Counsel review.

**D. Procedures for Service Contracts over \$200,000.**

1. Approval. The Board of Supervisors must approve all service contracts over \$200,000. The requesting department shall draft a Board Order seeking approval of the contract over \$200,000 and submit to the County Administrator's Office via the Board of Supervisors' electronic agenda management system for placement on the Board of Supervisors' agenda for review and final approval.
2. County Counsel Review. All service contracts that are over \$200,000 must be reviewed and approved as to legal form by the County Counsel's Office.

**E. Legal Authority**. The legal authority for the purchase of certain services required by the County is set forth in the following statutes and County codes: Government Code section [31000](#), Government Code section [25502.5](#), Ordinance Code section [1108-2.215](#) and Public Contract Code section [22032\(a\)](#).

**IV. DIGITAL SIGNATURES**. All purchasing and contract related documents specified in this bulletin may be executed either with original signatures or electronic signatures through a digital signature platform authorized by the Chief Information Officer.

**V. OTHER PROCUREMENT POLICIES**. The Board of Supervisors, in its discretion, may adopt additional policies impacting procurement of materials, supplies or services from time to time. This policy establishes the minimum standards for conducting procurement activities; however, compliance with additional policies adopted by the Board of Supervisors from time-to-time is required.

**VI. OTHER ADMINISTRATIVE BULLETINS**. Additional Administrative Bulletins governing specific purchases have been promulgated to provide guidance on those unique transaction types and should be reviewed in conjunction with this policy, including:

- a. [Administrative Bulletin No. 508, "County Vehicle and Equipment Acquisition and Replacement Policy, and Zero-Emission Vehicle Policy and Goals"](#).
- b. [Administrative Bulletin No. 614, "Food and Beverage Policy"](#).
- c. [Administrative Bulletin No. 615, "Incentives for County Programs and Services"](#)

- d. [Administrative Bulletin No. 616, “Acquisition of Computer Hardware, Software and Computer-Related Services”](#).

**References:**

- [Purchasing User Setup/Change Form](#)
- [Sole Source Purchase Form](#)
- [Purchase Order General Terms and Conditions](#)
- [Small Business Enterprise \(SBE\) Program Requirements](#)

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Monica Nino,  
County Administrator

**INVITATION FOR COMMENT - ADMIN. BULLETIN 600 REVISIONS**  
**DEPARTMENT COMMENT SUBMISSION FORM**

**DEPARTMENT:**

*[Department Name]*

No.	Section	Proposed Edits	Comments
1	Section I (K)	<i>"Requisition" is a request made by a County department head or designee <b>electronically</b> to the Purchasing Agent to order equipment and supplies.</i>	<i>Clarifies to the reader that Requisitions are to be filed by departments electronically to the Purchasing Agent rather than by paper copy.</i>

CONTRA COSTA COUNTY  
Office of the County Administrator

ADMINISTRATIVE BULLETIN

Number: 601  
Date: 4-4-69  
Section: Purchasing

SUBJECT: Contract Purchase Orders

This bulletin establishes written procedures for contract purchase orders. It includes previously unwritten procedures and:

1. A new use of the Form S-7, "Receiving Report for Partial Shipment," to indicate that service has begun and payments should start.
2. Use of the pink copy of the contract purchase order to indicate that the service has been completed.
3. Retention of the goldenrod copy of the contract purchase order for the department file.

Commitments for certain services such as the following are made through contract purchase orders:

1. Rental of office equipment.
2. Servicing of office equipment.
3. Maintenance of elevators or other equipment.
4. Lease-purchase of equipment.

When the above types of services are required, use the following contract purchase order procedure:

1. Prepare in duplicate County Requisition Form No. S-2.
  - (a) Send the white copy of the requisition to the County Administrator for approval and subsequent forwarding to the Purchasing Agent.
  - (b) Keep the yellow copy of the requisition for your file.
2. On receipt of your copies of the contract purchase order from the Purchasing Agent:
  - (a) Keep the goldenrod copy of the Purchase Order for your file.
  - (b) Retain the pink copy of the Purchase Order until the contract is terminated or completed.
3. When the service begins (equipment has been delivered and is operational and/or the first service has been rendered satisfactorily):
  - (a) Prepare in triplicate Receiving Report for Partial Shipment, Form No. S-7.
    - (i) Keep the white copy of S-7 for your file.
    - (ii) Send the pink and yellow copies of S-7 to the Office of the County Auditor-Controller.

It should be noted that this bulletin does not change the present use of the form, Receiving Report for Partial Shipment, for partial shipments of non-contract purchase orders.

4. When a contract purchase order has been completed or terminated by either party:
  - (a) Sign and date the pink copy of the Purchase Order.

(b) Send to the Office of the County Auditor-Controller.

The above procedures apply only to contract purchase orders. Other contract procedures are not being changed at this time.

Questions concerning this bulletin should be referred to the Accounting Supervisor of the Office of the County Auditor-Controller.

(unsigned)

County Administrator

CONTRA COSTA COUNTY  
Office of the County Administrator

ADMINISTRATIVE BULLETIN

Number: 602  
Date: 4-4-69  
Section: Purchasing

SUBJECT: Preparing Requisitions

The following points should be remembered by the specific employee responsible for preparing and placing requisitions with the Purchasing Agent:

1. Fill in complete information as requested on the requisitions.
2. Give a complete description of all items requested. Consolidate items of a similar nature.
3. State the quantity desired of each item in exact amounts (for example, the number of units, not the number of containers).
4. If possible, requisitions are to be typed, but in any case they are to be legibly written. The items must not be crowded and separate lines are to be used for each.
5. Vendors should be instructed to send invoices direct to the Purchasing Agent. If they are sent to the department by mistake they should be forwarded to the Purchasing Agent promptly. Until the invoice has been received payment cannot be made and potential discounts cannot be realized.
6. Signing a requisition for a purchase acts as a certification to the Purchasing Agent that funds are available for that purpose. It is the responsibility of the signer, therefore, to determine that adequate funds are available. However, the Purchasing Agent will not proceed with the procurement of capital outlay items until the availability of funds has been verified by the County Auditor-Controller.

If the purchase was unavoidably made without going through the Purchasing Agent, a sales tag from the vendor, signed by the person making the purchase, must be attached to the confirming requisition. The confirming requisition is to be copied exactly from the sales tag, including items such as the terms, discount and taxes, and not merely the total price.

(unsigned)  
County Administrator

CONTRA COSTA COUNTY  
Office of the County Administrator

ADMINISTRATIVE BULLETIN

Number: 603

Date: 4-4-69

Section: Purchasing

SUBJECT: Receiving Shipments

This bulletin is concerned with receiving shipments and the method of processing the purchase order. An employee in each department should be responsible for receiving shipments in order that communication between the department and the Purchasing Agent can be facilitated and confusion reduced.

After a department submits a requisition requesting a purchase, the Purchasing Agent processes the requisition, places the order with a vendor and sends two copies of the purchase order to the department.

1. The goldenrod copy is to be retained in the department for its records. This certifies that the order has been placed.
2. The pink copy is the receiving copy. When the shipment arrives, the materials are to be inspected thoroughly for completeness and condition.
  - a. If the shipment is in complete agreement with the receiving copy, it is to be signed and returned promptly to the Auditor-Controller. This inspection is the only method available to the Auditor-Controller to guarantee a satisfactory shipment so the importance of thoroughness cannot be overemphasized.
  - b. If the shipment is not in accordance with the purchase order, notify the Purchasing Agent at once.
  - c. All contacts with the vendor must be made through the Office of the Purchasing Agent.
  - d. No merchandise is to be returned to the vendor without specific instructions from the Purchasing Agent.
  - e. Many purchases are made which include discount terms. These result in substantial savings to the county and it is imperative that every discount be taken. In order to pay for this shipment within the stipulated time period the receiving copy must be returned promptly. Payment is impossible until the receiving copy is sent to the County Auditor-Controller certifying that the shipment has been

received and that it is satisfactory to the recipient.

In many cases only a part of the entire order is included in a shipment. In this case a Receiving Report for Partial Shipment (Form S-7) is to be completed, signed and promptly sent to the County Auditor-Controller. The discount can then be taken for that part of the order received.

(unsigned)

County Administrator



CONTRA COSTA COUNTY  
Office of the County Administrator

ADMINISTRATIVE BULLETIN

Number: 604.1  
Date: 4-4-69  
Section: Purchasing

SUBJECT: Stock Room Policy

The Central Service Division of the Office of the County Auditor-Controller maintains a stock of office supplies, forms and other items, which may be obtained by listing them on the appropriate Stock Requisition form supplied by Central Service and then forwarding it to Central Service for handling.

Central Service will arrange for direct delivery of these items to all departments on the regular messenger routes. Departments will not be required or authorized to send their personnel to Central Service to pick up such supplies.

Departments outside the delivery zone may pick up their orders (a) after five working days, or (b) when they have been notified by Central Service prior to the scheduled date.

(unsigned)  
County Administrator

CONTRA COSTA COUNTY  
Office of the County Administrator

ADMINISTRATIVE BULLETIN

Number: 605.4  
Date: 7/1/19  
Section: Purchasing

**SUBJECT: Contracting for Special Services**

State law provides that a board of supervisors may contract for special services on behalf of the county, any county officer or department, or any district or court in the county.

- I. **APPLICABILITY.** This bulletin applies to all contracts in which the County is engaging an independent contractor to provide special services to or on behalf of the County. The Contra Costa County Board of Supervisors has authorized the Purchasing Agent to enter into service contracts costing not more than \$200,000, upon the prior written approval of the County Administrator. Service contracts exceeding \$200,000 require the approval of the County Administrator and the Board of Supervisors. Further, all service contracts must be approved as to form by County Counsel.
- II. **DEFINITIONS.** Special services may be services, advice, education or training and may be in financial, economic, accounting, engineering, legal, medical, therapeutic, administrative, architectural, airport or building security matters, laundry services or linen services. They may include maintenance or custodial matters under certain circumstances. For purposes of this policy, whether or not services contracted for constitute "special services" shall require consideration of factors such as the nature of the services, qualifications of the person furnishing them, and their availability from public sources. For example, services may be special because of the outstanding skill or expertise of the person furnishing them.
- III. **DETERMINATIONS.** Prior to engaging a contractor for special services, both of the following findings shall be made by the purchasing agent for service contracts of \$200,000 or less, and by the Board of Supervisors for service contracts exceeding \$200,000:
1. The required services constitute "special services" as defined above; and
  2. Classified county staff is not available to perform the special services.

In the case of facilities maintenance or custodial matters, it must be found that the site is remote from available county employee resources and that the county's economic interests are served by contracting for such services rather than by paying additional travel and subsistence expenses to existing county employees.

IV. EFFECTIVE DATE. Service contract documents must be submitted to the County Administrator's Office prior to the contract effective date. Payment pursuant to the agreement cannot be assumed until required approval(s) has been given.

V. NUMBER OF DOCUMENTS. Two (2) originals (contractor and department) bearing original signatures must be submitted to the County Administrator's Office for approval.

#### VI. PROCEDURES

A. Solicitation, selection and hiring of contractors for special services shall be in compliance with the County's Small Business Enterprise and Outreach programs.

B. Service contract documents should be submitted to the offices of the County Administrator and County Counsel with a memorandum listing the following information:

Department:

Service Contract Number:

Service Contractor:

Subject:

Reasons for the Contract:

Term:

Termination Provisions, if other than the County standard provisions:

Payment Limit:

Funding Source(s):

Indemnification Provisions, if other than the County standard provisions:

Include one of the following sentences, as appropriate:

1. Service contract has been approved as to form by County Counsel.

2. Specific Board of Supervisors exemption from County Counsel approval has been previously granted.

C. Any contract in excess of \$50,000 or any contract not on the County's standard contract form (available on the County Intranet site) requires approval as to legal form by the County Counsel's Office.

D. When insurance is required by the terms of the service contract, the necessary insurance certificates must be attached to the service contract.

E. Pursuant to Government Code §7550, any document or written report prepared by a non-employee for or under the direction of the County must contain the numbers and dollar amounts of all contracts and subcontracts related to

preparation of such document or report if the cost of the work performed exceeds \$5,000.

- F. Contracts for special services shall contain a provision for termination at the convenience of the County upon thirty-day advance written notice, or immediate termination by written mutual consent.

VII. FINAL SIGNATURES AND EXECUTION. After review and approval by the Office of the County Administrator, service contracts will be returned to the Department for copying and forwarding (two originals and three copies) to the Purchasing Agent for final signature and disbursement.

*Orig. Depts.: County Administrator, General Services*  
*Reference: County Ordinance No. 2008-07 (Ordinance Code §1108-2.215)*  
*California Government Code section 31000*  
*Board of Supervisors Response to Grand Jury Report No. 0106,*  
*dated August 14, 2001*  
*Board Order C.119 dated June 18, 2019*

/s/

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David Twa,  
County Administrator

CONTRA COSTA COUNTY  
Office of the County Administrator  
ADMINISTRATIVE BULLETIN

Number: 611.1  
Date: 7/1/19  
Section: Purchasing

SUBJECT: Authorization of Single Item Purchase Over \$25,000

This bulletin sets forth County policy and procedures for departments to obtain prior approval from the County Administrator of Purchase Order (PO) Requisitions for procurement of a single (individual) piece of equipment, a single product, or any integrated system priced over \$25,000 and Board of Supervisor's approval for those over \$200,000. This procedure gives the County Administrator and the Board of Supervisors a mechanism for enhanced oversight and review of purchases over \$25,000, consistent with existing review and approval requirements for contracts.

**I. APPLICABILITY.** This bulletin is applicable to all County departments and all Purchase Order (PO) requisitions resulting in a Standard or Blanket PO for a single (individual) piece of equipment, a single product, or any integrated system priced over \$25,000. This Administrative Bulletin does not apply to vehicle purchases (see Administrative Bulletin Number 508.2, County Vehicle and Equipment Acquisition and Replacement.)

**II. AUTHORITY.** In accordance with County Ordinance Code Section 24-4.008, the County Administrator is responsible for overseeing the operations of County Departments and scrutinizing their adopted budgets, to ensure fiscal integrity of the County. By Board Order, Item C.119, June 18, 2019, the Board has reserved the right to review and approve single item purchases over \$200,000.

### **III. POLICY REQUIREMENTS**

**A. Items over \$25,000.** All PO Requisitions (REQ 1/98 Form) subject to this bulletin over \$25,000 require County Administrator's Office (CAO) review and approval.

**B. Items over \$200,000.** All PO Requisitions subject to this bulletin over \$200,000 require Board of Supervisors approval in addition to the CAO review and approval.

### **IV. DEFINITIONS**

**A. PO REQUISITION** – A request made by County department staff to the County Purchasing Agent to order equipment, supplies, and certain routine services.

- B. STANDARD (ONE TIME) PURCHASE ORDER - The document issued by the County Purchasing Agent, which uses information from the PO Requisition to procure equipment, supplies, and certain routine services at terms and conditions most advantageous to the County.
- C. BLANKET PURCHASE ORDER – An agreement developed by the County Purchasing Agent and issued on an annual or multi-year basis, which provides for procurement of goods, services, maintenance services, and/or rentals on an as-needed basis with a stipulated maximum amount for a fixed period of time and is used when there will be on-going activity with a vendor. A blanket purchase order allows departments to order a variety of goods and services from a single source as needed.
- D. INTEGRATED SYSTEM – A single system, consisting of multiple components that are unable to function independent of one another (such as fire engines/boats and related safety, communications, or computer equipment).

Questions regarding these definitions will be addressed by the General Services Department, in consultation with the County Administrator's Office.

## **V. AUTHORIZATION PROCESS**

### **A. Department Head or Designee**

1. For all PO Requisitions over \$25,000 subject to this Bulletin, completes [SUPPLEMENTAL APPROVAL FOR ITEMS OVER \\$25,000 FORM](#) and submits to CAO Management Analyst liaison for review and approval.
2. For PO Requisitions over \$200,000 subject to this bulletin, following County Administrator's approval of the supplemental approval form, prepares and submits Board Order and Agenda Item Request (AIR) Form to CAO Management Analyst liaison for review and placement on the Board's Agenda.
3. Departments are responsible for providing Purchasing with a copy of the Board Order submitted to the CAO for the Board's Agenda.

### **B. County Administrator's Office**

1. Reviews PO Requisition and the supplemental approval form submitted by department. Upon approval or denial, transmits to Purchasing Agent with a copy to the department. For approved

items over \$200,000, CAO will agendize department Board Order for Board consideration.

2. Approval criteria includes how the purchase will meet the Department's operational needs, whether or not funds exist in the budget specifically for the purchase, and the estimated cost of the equipment relative to the type and availability of funding.

#### C. County Purchasing Agent

1. Receives and processes PO Requisitions and approval forms from County Administrator. Processes purchases that do not exceed \$200,000 upon receipt of approval form from County Administrator. Processes purchases that exceed \$200,000 upon receipt of *certified* Board Order.
2. Retains a copy of the supplemental approval form and, for purchases over \$200,000, also retains the certified Board Order with the electronic purchase order file.

#### D. Clerk of the Board

1. Transmits copy of certified Board Order to Purchasing and the County Administrator Management Analyst via email.

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**Originating Department(s):**

County Administrator's Office  
Public Works Department

**Information Contacts:**

County Administrator's Office –Management Analyst Liaison  
County Purchasing Agent at 925.313.7300

**Update Contact:**

County Administrator Senior Deputy, Municipal Services

/s/

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David Twa  
County Administrator

CONTRA COSTA COUNTY  
Office of the County Administrator

ADMINISTRATIVE BULLETIN

Number: 612.00  
Effective Date: February 4, 2008  
Section: Purchasing

SUBJECT: CONTRACTS WITH COMMUNITY REHABILITATION PROGRAMS

The purpose of this bulletin is to create job opportunities for individuals that may otherwise be unemployable due to disabilities by purchasing products and services from those employing persons with disabilities.

I. **APPLICABILITY.** This bulletin is applicable to all county departments that contract for services or products.

II. **DEFINITIONS**

**Person with a Disability.** Any person who is so severely incapacitated by any physical or mental disability that he or she cannot currently engage in normal competitive employment because of the disability. Persons who are blind are excluded from this definition.

**Community Rehabilitation Program.** A Community Rehabilitation Program employs individuals with disabilities and is operated by a public or private nonprofit California corporation.

**Eligible Community Rehabilitation Program.** Under this Administrative Bulletin, an Eligible Community Rehabilitation Program is one whose labor force is comprised primarily of persons with disabilities. "Primarily" means 75% or greater, as measured by the percentage of person-hours of direct labor devoted to the contract work.

III. **ADVERTISING, BIDS AND OUTREACH**

Notwithstanding any other Administrative Bulletin, Departments that contract pursuant to this bulletin are exempt from all advertising, bid and outreach requirements, provided that:

- products and services come from an Eligible Community Rehabilitation Program; and
- the product or service is purchased at a fair market price.



#### **IV. CONTRACTOR REQUIREMENTS**

##### **A. State Law Requirements**

- Contractors must provide social security, unemployment and disability benefits to its employees during the term of the contract. Non-compliance will result in immediate contract termination with 2-year ban on further contracts.
- Contractor must provide benefits and other employer-employee agreements substantially equal to those benefits and agreements between each nonprofit corporation and the representatives (union) designated by a majority of the employees.
- Articles of incorporation must provide that at least 2 of the contractor's Board of Directors members are persons with disabilities or parents, guardians, or conservators of individuals with disabilities.
- Contractor must not commit any unfair labor practices.

##### **B. County Contract Requirements**

- Contractor must self-certify compliance with this bulletin.
- Contractor must meet the same performance requirements that would be expected of a contractor that is not a community rehabilitation program, as specified in the contract.

#### **V. REFERENCES**

National Labor Relations Act (29 U.S.C. 151, Section 8 (a))  
Federal Insurance Contribution Act  
California Unemployment Insurance Code  
Federal Fair Labor Standards Act (29 U.S.C. 201 et seq.)  
Walsh-Healy Public Contract Act (41 U.S.C. 35)  
Wagner O'Day Act (41 U.S.C. 46 et seq.)  
California Industrial Welfare Commission regulations  
Board order dated 10-2-07: Contracting with non profit community rehabilitation programs  
California Welfare and Institutions Code sections 19400 – 19404  
Contracts and Grants Manual

**Orig. Dept:** County Administrator

**Contact(s):** Dorothy Sansoe  
335-1009

/s/\_\_\_\_\_  
JOHN CULLEN,  
County Administrator

CONTRA COSTA COUNTY  
Office of the County Administrator

ADMINISTRATIVE BULLETIN

Number: 613.0  
Effective Date: February 5, 2008  
Section: Purchasing

SUBJECT: CONTRACTS WITH COMMUNITY-BASED ORGANIZATIONS (CBO's)

This bulletin sets forth policy and procedure on contracting with community-based organizations for health or human services, in order to ensure that recipients of county services receive the best services available in the market.

**I. APPLICABILITY.** This bulletin pertains exclusively to contracts with CBOs for health and human services funded by new, dedicated funding streams that are available, eligible and appropriate for CBO contracts. This bulletin *does not* amend or replace Administrative Bulletins 605 or 609.

**II. POLICY.** The policy of the County is to solicit CBO services through a competitive bid process anytime a new, dedicated funding stream for health or social services is available, eligible, and appropriate for contracts for new services or expansion of existing services.

**III. PROCEDURES.**

**A. Requests for Interest.** Prior to proceeding to a formal or informal competitive bid process for contracts above \$50,000, a department must issue a Request for Interest to determine if there is interest from multiple CBOs, whether or not they are currently County contractors. If interest is limited to only one CBO, the competitive bidding process may be waived pursuant to Section IV.

**B. Competitive Bidding and Awards.**

- *Bidding* - Competitive bidding is required for contracts in excess of \$50,000.
- *Award Criteria* - All contract awards should consider the most responsive and responsible proposal in addition to cost.
- *Additional Criteria Award* - For contracts exceeding \$250,000, award criteria should include the fiscal, managerial and professional capabilities and capacities of the CBO. New or renewal contracts will not be approved unless and until any and all audit exceptions and deficiencies have been remedied.
- *Contract Term* - A contract with a one-year term may not be renewed more than two times, for a total of three years, without a competitive bidding process. Contracts with a term exceeding one year may not

exceed three years in length and may not be renewed or extended without a competitive bidding process.

**C. Outreach.** Contracts with CBO's are exempt from the County Outreach program.

**D. Performance Based Contracts.**

Performance based contracting promotes the sharing of best practices and gives providers a basis for benchmarking.

1. All contracts shall identify specific performance outputs and/or outcomes. Contracting departments shall review contracts at least once per contract term to ensure compliance with output/outcome requirements. The review should identify reason(s) for any non-compliance, including whether or not the outputs/outcomes are achievable.
2. Failure to achieve contracted performance output or outcome requirements may be grounds for contract termination. Such contracts may not be automatically renewed.
3. Any contract renewals or extensions must include a supportable statement that any problems or deficiencies identified in the contractor's most recent performance review have been remedied to the department's satisfaction

**IV. Waivers.** Prior to entering into any contractual agreement under this bulletin, a department may apply to the County Administrator for waiver of the competitive bidding process. Waiver requests must clearly explain the extenuating circumstances that justify the waiver. The County Administrator or authorized designee will evaluate waiver requests, including the applicability of State and Federal statutes. The Administrator will either deny the request or, if appropriate, recommend approval by the Board of Supervisors.

**References:** California Government Code section 26227  
Board Order dated August 17, 1982 from the Internal Operations Committee  
Board Orders dated February 23 and March 13, 2007 - County Policy on Contracting with CBO's  
Administrative Bulletins 605 and 609 and Contracts and Grants Manual

**Orig. Dept:** County Administrator

**Contact(s):** Dorothy Sansoe 335-1009

/s/ \_\_\_\_\_  
JOHN CULLEN,  
County Administrator