



Rules of
Missouri Department of Transportation
Division 10—Missouri Highways and Transportation
Commission
Chapter 11—Procurement of Supplies

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Title 7—MISSOURI DEPARTMENT OF TRANSPORTATION

Division 10—Missouri Highways and Transportation Commission Chapter 11—Procurement of Supplies

7 CSR 10-11.010 Definition of Terms

PURPOSE: This rule defines terms used in this chapter.

- (1) Award—An action taken by the director or his/her designee on behalf of the commission on successful bids/proposals.
- (2) Bid/Proposal—An offer to perform a contract for work and labor or to supply materials, goods, or services at a specified price; also may include detailed information about services to be furnished.
- (3) Bidder/Offeree—A person or entity submitting a solicitation document to the department.
- (4) Bond—A guaranty agreement that contains the promise of a third party to fulfill the bidder's/offeree's responsibilities in the event that the bidder/offeree is unable or unwilling to fulfill those responsibilities. The commission may require the following:
 - (A) Bid/Proposal bond—A financial guarantee that the bidder/offeree, if selected, will accept the contract as bid/proposed. Protects the commission against loss due to bidder's/offeree's refusal to enter into a contract with the commission;
 - (B) Payment bond—A financial guarantee that the contractor will pay his/her/its workers, suppliers, and subcontractors on a commission project. Assures the commission that persons supplying labor or material in connection with a project will be paid; and/or
 - (C) Performance bond—A financial guarantee that the contractor will complete performance of the project. Protects the commission against loss due to the inability or refusal of a contractor to perform his/her/its contract.
- (5) Buyer—A department employee who buys or contracts to buy supplies for the department.
- (6) Certification—The process in which the bidder/offeree swears that the information he/she/it has provided is correct.
- (7) Commission—The Missouri Highways and Transportation Commission.
- (8) Contract—An offer to perform work and labor or to supply materials, goods, or services at a specified price that is acceptable to the commission; also may include detailed information about services to be furnished.
- (9) Contractor—A successful bidder/offeree who has received an award by the commission and with which a contract has been executed with the commission.
- (10) Debarment—An exclusion from contracting with the commission that is issued by the commission and has an indefinite period of time in duration.
- (11) Department—The Missouri Department of Transportation.
- (12) Director—The director of the General Services Division of the department or a designated representative (i.e., designee) of the director.
- (13) Division—The Division of General Services within the Missouri Department of Transportation.
- (14) Domicile—The state in which a business is incorporated.
- (15) Emergency—A situation which creates a serious and obvious threat to the public health, welfare, or safety, or creates a serious and obvious threat to the operation of the department in executing its legal responsibilities to the public or for the persons or property in its legal care, custody, or control, or a combination of these.
- (16) Indefinite Delivery Contract (IDC)—Resulting from a competitive procurement, contracts awarded for facility maintenance, construction, repair, rehabilitation, renovation, or alteration services of a recurring nature when the delivery times and quantities are indefinite. Work orders are placed with the contractors based on pre-described and pre-priced tasks when the need for the services arises.
- (17) Invitation for bid (IFB)—A formal request for sealed bids which is solicited based upon specifications for which bids must be submitted.
- (18) Invitation for quotation (IFQ)—An informal request for either bids or proposals based upon either a specification or a scope of work requirement. Establishes a target date and time by which quotations must be submitted.
- (19) Missouri firm—A corporation which is incorporated in Missouri, or in the case of a partnership, joint venture, or sole proprietorship, a business which has its principal place of business in Missouri.
- (20) Multiple award—A purchase order or contract awarded to/executed with two (2) or more bidders/offerees required to meet the needs of the department.
- (21) Nonresponsive bid/proposal—A bid or proposal which does not fulfill all terms, conditions, and specifications outlined in the solicitation document.
- (22) Notice to proceed—A document sent by the department that gives notice to the bidder/offeree to begin performance on its contract.
- (23) Purchase—The term purchase includes rental or leasing of any equipment, articles, or supplies.
- (24) Purchase order—A document issued by the department authorizing a bidder/offeree to deliver goods.
- (25) Responsible bid/proposal—Bid/proposal which complies with all terms, conditions, and specifications outlined in the solicitation document.
- (26) Request for information (RFI)—An informal request for information which is solicited and based upon identified needs.
- (27) Request for proposal (RFP)—A formal request for sealed proposals which is solicited and based on scope of work requirements. Proposals must be submitted by a specific date and time.
- (28) Solicitation—A process of notifying prospective bidders/offerees that the department wishes to receive bids or proposals to provide goods, services, or a combination of goods and services to the commission. The term includes IFQ, RFQ, RFP, IFB, RFB, and any other procurement method which may be used by the commission.
- (29) State—The state of Missouri.
- (30) Substitution—A shipment of an item that materially conforms to the specifications of the solicitation but is technically different from such item in the solicitation.
- (31) Supplies—Materials, equipment, contractual services, and all articles or things.
- (32) Suspension—An exclusion from contracting with the commission that is issued



by the commission and has a temporary period of time.

(33) Vendor—Any individual, partnership, company, corporation, or joint venturer providing supplies to the commission.

AUTHORITY: sections 226.020, 226.130, 227.030, and 227.210, RSMo 2016.* *Original rule filed April 5, 1993, effective Oct. 10, 1993. Amended: Filed June 5, 2009, effective Jan. 30, 2010. Amended: Filed May 4, 2018, effective Dec. 30, 2018.*

*Original authority: 226.020, RSMo 1939; 226.130, RSMo 1939, amended 1993, 1995; 227.030, RSMo 1939; and 227.210, RSMo 1939.

7 CSR 10-11.020 Procedures for Solicitation, Receipt of Bids, and Award and Administration of Contracts

PURPOSE: *This rule prescribes procedures for soliciting and receiving bids and for awarding contracts.*

(1) Informal Procurement Methods. When the procurement is estimated to be less than twenty-five thousand dollars (\$25,000), an informal method of solicitation may be utilized. Informal methods of procurement may include invitation for quotation (IFQ), telephone quotes, etc.

(A) The division will establish a target date and time for submission of quotations.

(B) The division may proceed with the evaluation and award any time after the expiration of the target date and time. Quotations received after the target date and time, but before the award of a contract, may be included in the evaluation at the discretion of the division.

(2) Request for Bid/Invitation for Bid. A formal method of solicitation will be used when the procurement is estimated to be twenty-five thousand dollars (\$25,000) or more. The formal method of solicitation will be either an invitation for bid (IFB) or request for bid (RFB), etc.

(A) In a formal solicitation, sealed responses will be submitted to the division, or a secured electronic database, by the time set for the opening of bids.

(B) Formal bids received after the time set for the opening of bids will not be opened.

(C) After the bid opening, all bids received in response to an IFB are available for public review.

(D) When the division decides in its discretion that all bids are unacceptable and circumstances do not permit a rebid, negotia-

tions may be conducted by the division with only those bidders who submitted bids in response to the IFB. Upon determination that negotiations will be conducted, the bids and related documents will be closed to public viewing in accordance with section 610.021, RSMo.

(3) Request for Proposals. Formal request for proposal (RFP) solicitation methods will be used when the procurement requires the utilization of competitive negotiation.

(A) In response to an RFP, sealed responses will be submitted to the division, or a secured electronic database, by the time set for the opening of the proposals.

(B) Formal proposals received after the time set for the opening of bids/proposals will not be opened.

(C) Proposals received in response to an RFP are available for public review after a contract is executed or all proposals are rejected.

(D) Offerors who obtain information concerning a competitor's proposal may be disqualified for consideration for a contract award.

(4) Indefinite Delivery Contracts (IDC). IDC may be utilized for facility maintenance, construction, repair, rehabilitation, renovation, or alteration services of a recurring nature when the delivery times and quantities are indefinite with a total cost of less than twenty-five thousand dollars (\$25,000).

(5) Single Feasible Source. The division may waive the requirement of competitive bids or proposals for supplies when the division has determined in writing that there is only a single feasible source for the supplies. Immediately upon discovering that other feasible sources exist, the division shall rescind the waiver and proceed to procure the supplies through the competitive processes as described in this rule.

(A) A single feasible source exists when—

1. Supplies are proprietary and only available from the manufacturer or a single distributor; or

2. Based on past procurement experience, it is determined that only one (1) distributor services the region in which the supplies are needed; or

3. Supplies are available at a discount from a single distributor for a limited period of time.

(B) When the single feasible source procurement method is utilized, the following guidelines will be used:

1. The following guidelines may be utilized to determine if supplies can be pur-

chased as a single feasible source due to being proprietary:

A. The parts are required to maintain validity of a warranty;

B. Additions to a system must be compatible with original equipment;

C. Only one (1) type of computer software exists for a specific application;

D. Factory authorized maintenance must be utilized to maintain validity of a warranty;

E. The materials are copyrighted and are only available from the publisher or a single distributor; or

F. The services of a particular provider are unique, e.g., entertainers, authors, etc.;

2. If past procurement activity indicates only one (1) bid has been submitted in a particular region, a single feasible source procurement may be authorized. In these situations, the division will monitor the market for developing competition; and

3. The following guidelines may be utilized to determine if supplies may be purchased as a single feasible source due to being available at a discount for a limited period of time:

A. The discounted price is compared to a price established through a reasonable market analysis; and

B. The discounted price should normally be at least ten percent (10%) less than the current contract or other comparable price. A discount of less than ten percent (10%) may be acceptable under appropriate market conditions. The discount should be compared to a price which, where feasible, is within the most recent twelve (12) months.

(C) The division shall post any proposed single feasible source purchase with an estimated expenditure of ten thousand dollars (\$10,000) or more. The proposed purchase will be advertised through an electronic medium available to prospective bidders or offerors and the general public at least five (5) business days before the contract is to be awarded. Advertising may be waived, if not feasible, due to the supplies being available at a discount for only a limited period of time.

(6) Emergency Procurement. When conditions meet the criteria of an emergency situation as defined in 7 CSR 10-11.010, emergency procurement procedures may be utilized. Formal competitive bids or proposals may be waived, but an emergency procurement should be made with as much informal bidding as practicable. Only those supplies which are necessary to alleviate the emergency may be purchased using emergency procedures.



(7) Cooperative Procurement. When circumstances dictate that it would be most advantageous, the division may purchase supplies from or in cooperation with another governmental entity.

(A) Supplies purchased from another governmental entity should be limited to those supplies which are provided directly by such entity.

(B) Supplies purchased in cooperation with another governmental entity may be purchased based on contracts established in accordance with that entity's laws and regulations.

(8) Applicable Procedures. Regardless of the solicitation method utilized, the following procedures apply:

(A) All solicitation documents will use standardized terms and conditions;

(B) The division may request bids/proposals for new equipment employing the trade-in of used equipment. The solicitation document may request pricing with a trade-in and without a trade-in;

(C) The division may require bid/proposal, payment, and/or performance bonds. The solicitation document shall identify the acceptable form and amount of any required bid/proposal, payment, and/or performance bond. In addition—

1. The bid/proposal bond of unsuccessful vendors may be returned after the finalization of the award to the successful vendor. If the successful vendor fails to execute the contract with the commission, the amount of the bid/proposal bond of the successful vendor may be forfeited to the commission; and

2. The bid/proposal bond of the successful vendor may be returned after the receipt of the successful vendor's payment and/or performance bond. If the contractor fails to submit the payment and/or performance bond as required, the bid/proposal bond may be forfeited to the commission and the contract voided;

(D) In the event the division receives a container which is not identifiable as responsive to a specific bid/proposal, an authorized person within the division may open the container to determine the contents. If the contents are determined to be responsive to a division bid/proposal, the container will be resealed and the solicitation number, opening date, and time will be noted on the outside and included with all bids at the official time for opening the responses;

(E) After the bid/proposal opening, a vendor may be permitted to withdraw a bid/proposal prior to award at the sole discretion of the division if there is a verifiable error in the bid/proposal and enforcement of the bid

would impose an unconscionable hardship on the vendor. This withdrawal will be considered only after receipt of a written request and supporting documentation from the vendor. The vendor's sole remedy for an error other than an obvious clerical error is bid withdrawal. Withdrawal of a bid/proposal may result in forfeiture of the bid/proposal bond;

(F) For bids/proposals with a value of twenty-five thousand dollars (\$25,000) or more, a ten percent (10%) preference is given to bidders/offers who can certify that goods or commodities to be provided in accordance with the contract are manufactured or produced in the United States or imported in accordance with a qualifying treaty, law, agreement, or regulation over bidders whose products do not qualify. Failure to provide a certification may result in forfeiture of any preference. This preference does not apply to bids/proposals for goods or commodities purchased with federal funds;

(G) In addition to cost, subjective judgment may be utilized in the evaluation of bids/proposals provided the method is published in the solicitation document;

(H) The division may request samples to be provided free of charge for evaluation purposes. Samples not destroyed by testing will be returned at the vendor's expense if return of the samples is stipulated in the vendor's bid/proposal. Samples submitted by a vendor who receives the award may be kept for the duration of the contract for comparison with shipments received;

(I) During the course of a solicitation, vendors may be required to demonstrate proposed products or services under coordination of the division;

(J) Applicable preference statutes will be applied when bids are equal in all respects. If bids are equal in all respects after all applicable statutory preferences are applied, a formal drawing of lot will be used to award the contract. Whenever practical, the drawing will be held in the presence of the vendors who are considered equal. If this is not practical, the drawing will be witnessed by a disinterested person;

(K) The division may make multiple awards from a single solicitation document when such awards are in the best interest of the commission as determined in the sole discretion of the division;

(L) The solicitation file or facsimile thereof shall be made available to the public for inspection at any time after an award is made; and

(M) The approval of the division is required prior to shipment or performance when substitution of items, personnel, or ser-

vices is proposed, unless otherwise specified in the contract.

(9) Minority and Women Business Enterprises. The division will encourage participation in the procurement process and fairness in consideration of bids/proposals submitted by Minority Business Enterprises (MBEs) and Women Business Enterprises (WBEs). Programs/procedures designed to accomplish these objectives may include: inclusion of MBE/WBE subcontractor requirements in solicitation documents, close review of bond requirements, targeted notice of procurement opportunities, utilization of minority and women personnel on evaluation committees, etc.

(10) Bid Protest. A bid or proposal award protest must be submitted in writing to the director or designee and received by the division within ten (10) business days after the date of award. If the tenth day falls on a Saturday, Sunday, or state holiday, the period will extend to the next state business day. A protest submitted after the ten- (10-) business-day period shall not be considered.

(A) The written protest should include the following information:

1. Name, address, and phone number of the protester;
2. Signature of the protester or the protester's representative;
3. Solicitation number;
4. Detailed statement describing the grounds for the protest; and
5. Supporting exhibits, evidence, or documents to substantiate claim.

(B) A protest which fails to contain the information listed above may be denied solely on that basis. All protests filed in a timely manner will be reviewed by the director or designee. The director or designee will only issue a determination on the issues asserted in the protest. A protest that is untimely or fails to establish standing to protest will be summarily denied. In other cases, the determination will contain findings of fact, an analysis of the protest, and a conclusion that the protest will either be sustained or denied. If the protest is sustained, remedies include canceling the award. If the protest is denied, no further action will be taken by the division.

(11) Award. A contract or purchase order is awarded based on the terms and conditions in the solicitation document. The director's discretion may be utilized in the evaluation of bids/proposals provided the evaluation categories and the relative percentage of impact are published in the solicitation document.



(A) Any bid/proposal failing to agree to, and comply with, all terms, conditions, and specifications stated in the solicitation document is considered nonresponsive to the solicitation and shall not be considered for the award of a contract or purchase order.

(B) The commission may reject all bids/proposals and may waive any minor informality or irregularity in a bid/proposal. The commission also may make multiple awards from a single solicitation document when permitted by the solicitation document.

(12) Corrections to Bid/Proposal Documents. When preparing a bid/proposal, a bidder/offeror may correct an error by marking it out or erasing it. The change should be initialed by the person signing the bid/proposal. Alterations or amendments to bid/proposals cannot be made after the time and date specified for the opening of bids/proposals. In the case of errors in the extension of price, the unit price will govern.

(13) Cancellation of Solicitation. The division may cancel a solicitation document at any time without cause.

(14) New Supplies. All supplies and equipment offered and furnished must be new and of current production unless the solicitation document specifically permits the offer of used items.

(15) Rejection of Supplies. Products, equipment, or items delivered that do not meet the specifications of the contract may be rejected. When rejected, the vendor must make immediate replacement in accordance with the specifications of the contract.

(16) Inspection. All materials, equipment, and supplies may be inspected and tested by the department. Items that do not meet the specifications of a contract may be rejected. The contractor is not relieved of any liability under the contract if the division fails to reject upon receipt or after part or all of the items have been consumed.

(17) Services. Services which have not been performed in accordance with specifications or the scope of work of a contract may be rejected. The vendor is not relieved of any liability under the contract if the division fails to reject upon receipt or after part or all of those services have been performed.

(18) Assignment. A contractor must request permission from the commission, in writing, to assign a contract or order. The division, acting on behalf of the commission, will pro-

vide written permission, if the division agrees to the request.

(19) Arbitration. The commission, unless specifically agreed upon by the parties in writing, shall not be bound by a compulsory arbitration or other compulsory dispute resolution provision which is present in any of vendor's forms or boilerplate.

*AUTHORITY: sections 226.020, 226.130, 227.030, and 227.210, RSMo 2016. * Original rule filed April 5, 1993, effective Oct. 10, 1993. Rescinded and readopted: Filed June 5, 2009, effective Jan. 30, 2010. Amended: Filed May 4, 2018, effective Dec. 30, 2018. Amended: Filed March 3, 2022, effective Oct. 30, 2022.*

**Original authority: 226.020, RSMo 1939; 226.130, RSMo 1939, amended 1993, 1995; 227.030, RSMo 1939; and 227.210, RSMo 1939.*

7 CSR 10-11.030 Vendor Suspension and Debarment

PURPOSE: This rule describes procedures for suspension and debarment of vendors.

(1) Suspension. The director, or director's designee, may suspend a vendor for cause. A formal notice of suspension outlining the reasons for, the specific conditions of, and the effective period of the suspension, shall be mailed to the vendor. The director or designee may suspend a vendor whenever, in their sole discretion, it is in the best interest of the commission to do so. It is the responsibility of the vendor, upon completion of the suspension period, to request, in writing, reinstatement if desired.

(A) During suspension, bids/proposals submitted by a suspended vendor shall not be considered.

(B) The suspension of a vendor may be for a period of up to one hundred eighty (180) days for a first violation, and up to a year for subsequent violation(s).

(C) The vendor may appeal its suspension, in writing, within fourteen (14) calendar days after receiving the formal notice. The written request to the director or director's designee may include specific evidence and reasons why suspension is not warranted. On the basis of the information in the appeal, the suspension may be modified, rescinded, or affirmed by the director. The director's final decision on the vendor's appeal shall be mailed to all parties.

(2) Debarment. The director, or director's designee, may debar a vendor for cause. A

formal notice of debarment outlining the reasons for, the specific conditions of, and the actions necessary for the vendor to be eligible to contract again, shall be mailed to the vendor. The director may debar a vendor whenever, in the director's sole discretion, it is in the best interest of the commission to do so. A vendor may be debarred for a single incident of serious misconduct or after multiple less serious incidents.

(A) During debarment, bids/proposals submitted by a debarred vendor shall not be considered.

(B) The vendor may appeal its debarment, in writing, within fourteen (14) calendar days after receiving the formal notice. The written request to the director may include specific evidence and reasons why debarment is not warranted and is addressed to the director. On the basis of this information, the debarment may be modified, rescinded, or affirmed. The director's decision on the vendor's appeal will be mailed to all parties and is considered the final decision.

(3) The following shall be sufficient cause for suspension or debarment. The list is not meant to be all inclusive, but is a guideline for vendor discipline and business ethics.

(A) Failure to perform in accordance with the terms and conditions and requirements of any contract/purchase order;

(B) Violating any federal, state, or local law, ordinance, or regulation in the performance of any contract/purchase order;

(C) Providing false or misleading information on an application, in a bid/proposal, or in correspondence to the department or a state agency;

(D) Failing to honor a bid/proposal for the length of time specified;

(E) Colluding with others to restrain competition;

(F) Obtaining information, by whatever means, related to a proposal submitted by a competitor in response to a solicitation in order to obtain an unfair advantage during the negotiation process; or

(G) Contacting proposal/bid evaluators or any other person who may have influence over the award, without authorization from the division, for the purpose of influencing the award of a contract.

*AUTHORITY: sections 226.020, 226.130, 227.030, and 227.210, RSMo 2016. * Original rule filed April 5, 1993, effective Oct. 10, 1993. Rescinded and readopted: Filed June 5, 2009, effective Jan. 30, 2010. Amended: Filed May 4, 2018, effective Dec. 30, 2018.*

**Original authority: 226.020, RSMo 1939; 226.130, RSMo 1939, amended 1993, 1995; 227.030, RSMo 1939; and 227.210, RSMo 1939.*