Purchasing Best Practices with CAPS

Mike Butterworth, Josh Junig, Stella Ness, Erin Schmitz, Mark Simon, and Amber Rademacher

Agenda

- What is CAPS?
- Team of Experts
- Procurement Authority
- Special Considerations
  - Sole Source and Fair Market Value
  - Emergency Procurements
  - Other Contracting Options

- Simplified Bidding
- Vendor Outreach
- Vendor Management
- Serial Purchasing
- Transactional Contracts
- Failed Procurement

What is CAPS?

- Consolidated Agency Purchasing Services (CAPS)

- CAPS was created in 2006 to provide procurement support to non-delegated agencies when the procurement function was consolidated within the Bureau.

- The CAPS Section Chief is the special designated agent for your agency (hold the delegation) and acts as the Procurement Director for your agency.

What is CAPS?

- Procurement Authority

- Dishonesty Bonds for the Enterprise

- Review and Approve Requisitions and Change Purchase Order

- Chapter 16 Exemptions

- Emergency Purchases

- Unauthorized Purchases Memos

- Training

What is CAPS?

- Board on Aging and Long-Term Care
- Department of Administration
- Department of Agriculture, Trade and Consumer Protection
- Department of Financial Institutions
- Department of Military Affairs
- Department of Public Instruction
- Department of Revenue
- Department of Safety and Professional Services
- Department of Tourism
- Department of Veterans Affairs
- Educational Communications Board
- Ethics Commission

- Kickapoo Reserve Management Board
- Wisconsin Arts Board
- Labor and Industry Review Commission
- Office of the Commissioner of Insurance
- Offices of the Gov. and Lt. Gov.
- Office of the Secretary of State
- Office of the State Public Defender
- Office of the State Treasurer
- Public Service Commission
- Serve Wisconsin
- Wisconsin Board for People with Developmental Disabilities
- Wisconsin State Fair Park
- Wisconsin Women's Council

What is CAPS?

Requisition Approvals	RPAs	CAPS Waivers	Renewals
FY22 – 5,430	FY22 – 97	FY22 – 91	FY22 – 32
FY23 – 5,614	FY23 – 80	FY23 – 94	FY23 – 78
FY24 – 5,613	FY24 – 69	FY24 – 93	FY24 – 46
FY25 – 5,798	FY25 – 97	FY25 – 109	FY25 – 86

Grant Exemption	RFB/RFI	RFPs	Simplified Bids
FY22 – 29	FY22 – 18	FY22 – 11	FY22 – 47
FY23 – 25	FY23 – 24	FY23 – 3	FY23 – 57
FY24 – 28	FY24 – 36	FY24 – 15	FY24 – 42
FY25 – 18	FY25 – 43	FY25 – 12	FY25 – 57

Request for Purchasing Authority (RPA), Request for Bid (RFB), Request for Information (RFI), Request for Proposal (RFP)

Do you know who your agency's CAPS Liaison is?

Our Team of Experts

Amber Rademacher

Section Chief

Mike Butterworth

Procurement Specialist - Senior

Summer Higgins

Procurement Specialist

Josh Junig
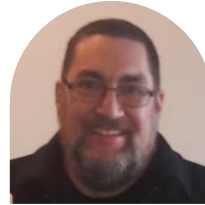
Procurement Specialist - Objective

Stella Ness

Procurement Specialist - Senior

Our Team of Experts

Erin Schmitz

Procurement Specialist - Objective

Mark Simon

Procurement Specialist - Senior

TBD

Procurement Specialist

TBD

Procurement Specialist

Procurement Purchasing Authority

- A procurement authority confirms that all legal rule requirements have been satisfied to make the purchase.

- Requirements for each procurement authority vary based on the type of goods, services and dollar amount.

There are 4 equally important types of authority involved in State contracting.

| Budget | Spending | Procurement | Signature |
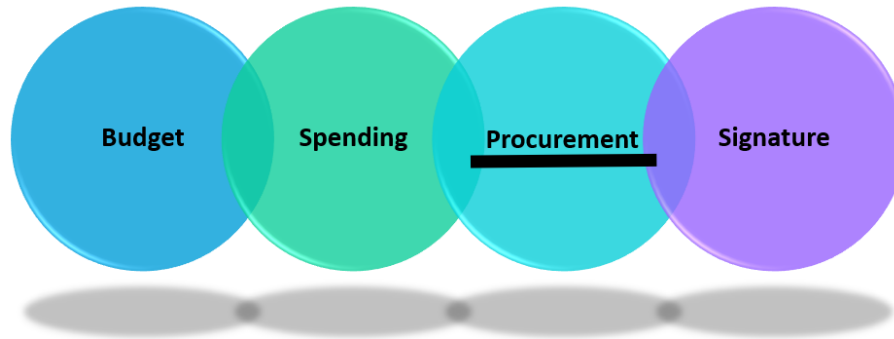
Procurement Process: Identifying Need

- Once an agency's program area and purchasing staff determine a need for a good or service, they must ask the following questions:

1 Are there any special considerations and requirements for the good or service?

2 Is there an existing enterprise or agency contract from which I must or may buy?

3 What is the appropriate procurement process for the dollar value of my purchase?

Special Considerations

Mandatory Contract

Optional Contract

Purchasing Thresholds

<$5,000
Best Judgment

$5,000-$50,000
Simplified Bid

>$50,000
Request for Bid or
Proposal

Signatory Thresholds

Emergency Procurement Thresholds	$25,000 or less – CAPS Section Chief
	Over $25,000 – SBOP Bureau Director
Sole Source and General Waiver Thresholds	$25,000 or less – CAPS Section Chief
	Over $25,000 - Governor

Special Considerations: Sole Source

Per Adm 10.06

"Competitive bidding is the preferred method for procuring contractual services and shall be used in every case that permits the preparation of specifications or standards, or both, that can be used as the basis for award."

Special Considerations:
Sole Source and Fair Market Value

- When agencies request to waive bidding, they must include a statement indicating costs are reasonable (Fair Market Value)

- Must also demonstrate *how* the agency made that determination.
    - Vendor provided quote or contract that was offered to another organization for the same products or services.
    - Published price list.
    - Costs paid by other entities who conducted similar solicitations.
    - These costs may be negotiated as well.

Special Considerations: Emergency Procurement (PRO-503)

- Threatens the public health, safety, or welfare and all of the following conditions exist:
  - Unforeseen,
  - Calls for immediate action,
  - Cannot be responded to using regular procurement methods.
  - Or is the result of a declaration by the Governor.

- Procurement Threshold = $25,000 – CAPS Section Chief can sign-off; over $25,000 approved by SBOP director or designee.

- Email CAPS liaison immediately when emergency has occurred for verbal approval based on the above thresholds. Documentation sent as soon as possible, within three days is required.

# Special Considerations: Other Contracting Options

NASPO ValuePoint

https://www.naspovaluepoint.org/portfolios/

National Association of State Procurement Officials (NASPO)

Participating Addenda (19)

UW Piggyback

https://www.busserv.wisc.edu/puct/main_menu.aspx

Search various ways, contact person listed via email, complete Piggyback Form DOA-3831, send to CAPS Liaison – not to the email on the form
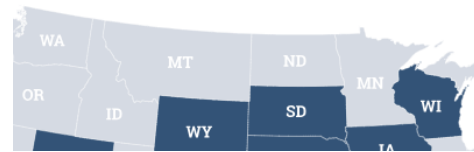
DO NOT USE – These solicitations are not competitively bid.

More information in Procurement Manual PRO-300 Series

| GSA (General Services Administration) | OMNIA Partners | Sourcewell | E&I Cooperative Services |

Purchasing Thresholds: Simplified Bidding

- Justifications, important to remember:
  - $5,000 - $50,000 threshold – no serial purchasing.
  - Use at least three **appropriate** bidders.
  - No bid or no response is an acceptable response.
  - Allow sufficient time for vendors to respond.
  - PRO-305 Section 1-A shows factors that can be considered.
  - Use the lowest bid that meets the bid specifications.
  - If the lowest bidder is not chosen, add a complete written record showing the **business case** reason why the lowest bid was rejected.
- Ensuring CAPS Procurement Staff is aware.
  - Use the DOA-3088 form or the equivalent.
  - Document efforts if you can't obtain three bids.
  - Document receipt and details of quotes.

Vendor Outreach

**Google Search** to find new vendors.

Use **eSupplier** or **VendorNet** to search for other agency and UW solicitations – reach out and see who responded, who was awarded, etc.

STAR Query (WI_SS_BIDDER) – Vendor not registered on eSupplier? Contact CAPS Liaison – they send out a generic email.

RFI – to gather information, just an estimate, not held to the cost – best route for real costs for budgeting purposes and to see what is going on with the industry and what is possibly missing from solicitation.

Vendor Management

Talking to current contractors during active bids/proposals:
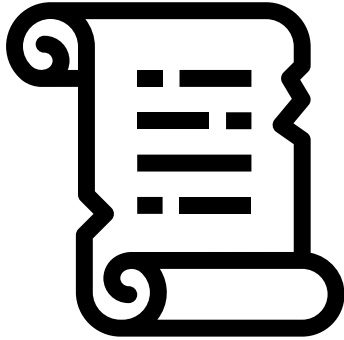
Completed/Signed/Established
Contracts

=

Good 🙂

Open Solicitations

=

Bad ☹

Serial Purchasing

- What is serial purchasing?
  - The practice of a procuring agency issuing a series of purchases to the same vendor for the same good or service within a fiscal year without use of a competitive process or waiver as required under state purchasing policies.
- Serial purchasing is prohibited and considered a form of unauthorized purchasing.

- Monitoring and Corrective Action

- How to prevent serial purchasing?

Transactional Contract

- **What is a transactional contract?**
  - A function of State Transforming Agency Resources (STAR) which the State uses to create an entry based off a solicitation or other procurement process.

- **Why do we use transactional contracts?**
  - To demonstrate procurement authority on requisitions and Purchase Orders (POs).
  - Managing spend thresholds, contract renewals and expiration.

- **When should we use transactional contracts?**
  - Awarded official sealed bids (RFBs), awarded RFPs, approved RPAs, awarded simplified bids covering more than one year, approved sole source waivers < $25,000.

Transactional Contracts (cont.)

- Please reference transactional contracts on requisitions when your CAPS liaison have created one for you.
  - e.g., RFBs, RFPs, Simplified Bids, RPAs, Sole Source Waivers < $25,000

- This aids in the requisition/PO approval process and minimizes confusion.

- Leverage this function in STAR by searching for existing transactional contracts.
  - Search by contract ID, supplier name, or description to see if there is a current contract for the service or commodity you are seeking to purchase.

Failed Procurements

"Do not be embarrassed by your failures, learn from them and start again."

- H. G. Wells

Questions?

November 12, 2025: 12:30 – 4:00 pm

12:30 – 1:30 pm	**General Session**	Welcome, State of State Procurement – Cheryl Edgington & Becky Hoefs, State Bureau of Procurement	
1:30 – 1:45 pm	Break		
	Workshop A	**Workshop B**	**Workshop C**
Breakout Session 1 1:45 – 2:45 pm	IT Best Practices	Understanding Grants and Other Exemptions	STAR Procurement in Progress: Enhancements, Insights, and What's Next
2:45 – 3:00 pm	Break		
Breakout Session 2 3:00 – 4:00 pm	Get to Know the IT Team	Get to Know the Enterprise Sourcing Team	Purchasing Best Practices with CAPS

November 13, 2025: 9:30 am – 11:45 am

	Workshop A	**Workshop B**	
Breakout Session 1 9:30 – 10:30 am	Building Trust Through Contracts, Code, and Supply Chains	WisPro: How Can We Help You?	
10:30 – 10:45 am	Break		
	Workshop A	**Workshop B**	**Workshop C**
Breakout Session 2 10:45 – 11:45 am	IT Software / Subscription Terms	Unlocking the Contract Toolbox: From Discovery to Delivery	STAR Analytics

Thanks!

Helpful Links

https://Doa.wi.gov/Pages/StateEmployees/SBOPKeyContact.aspx

https://doa.wi.gov/ProcurementManual/Pages/default.aspx

https://doa.wi.gov/Documents/DEO/RPAJustificationsPracticalGuide.pdf