- 1 SB289
- 2 149874-1
- 3 By Senators Blackwell, Waggoner, Brewbaker and Sanford
- 4 RFD: Commerce, Transportation, and Utilities
- 5 First Read: 05-MAR-13

149874-1:n:03/05/2013:KMS*/th LRS2013-1265

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SYNOPSIS:

This bill would give public owners new alternative means for procuring design and construction services for public works contracts by making available the construction manager at risk and design-build project delivery methods as additional options when determined by the awarding authority that these alternative project delivery methods potentially offer better value to taxpayers than the traditional design-bid-build method.

In addition to any existing design-bid-build project delivery method, this bill would provide awarding authorities the alternatives of selecting a construction manager at risk or a design-builder, would specify that a construction manager at risk or a design-builder assumes the risk for construction, rehabilitation, alteration, or repair of a public works project at the contracted price, and would provide for the selection of all contractors and subcontractors necessary to complete the public works project by the

1 construction manager at risk or design-build 2 process. Amendment 621 of the Constitution of Alabama 3 of 1901, now appearing as Section 111.05 of the Official Recompilation of the Constitution of 5 Alabama of 1901, as amended, prohibits a general 6 7 law whose purpose or effect would be to require a new or increased expenditure of local funds from 8 becoming effective with regard to a local 9 10 governmental entity without enactment by a 2/3 vote 11 unless: it comes within one of a number of 12 specified exceptions; it is approved by the 13 affected entity; or the Legislature appropriates 14 funds, or provides a local source of revenue, to 15 the entity for the purpose. 16 The purpose or effect of this bill would be 17 to require a new or increased expenditure of local 18 funds within the meaning of the amendment. However, 19 the bill does not require approval of a local 20 governmental entity or enactment by a 2/3 vote to 21 become effective because it comes within one of the 2.2 specified exceptions contained in the amendment. 23 24 A BILL

TO BE ENTITLED

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AN ACT

2 existing Chapter 2, consisting of Sections 39-2-1 to 39-2-14, inclusive, of Title 39, Code of Alabama 1975, as Article 1 and 3 add Articles 2 and 3, consisting of Sections 39-2-30 to 39-2-34 and 39-2-40 to 39-2-43, inclusive, to Chapter 2 of 5 6 Title 39, Code of Alabama 1975; and amend Sections 39-2-1 and 7 39-2-2, Code of Alabama 1975, to authorize the selection of a construction manager at risk or a design-builder; to specify 8 9 that a construction manager at risk or a design-builder 10 assumes the risk for construction, rehabilitation, alteration, or repair of a public works project; to provide for the 11 12 selection of the contractors and subcontractors for the 13 project by the construction manager at risk or a 14 design-builder; to exclude all contracts to be awarded by the 15 Alabama Department of Transportation from Article 2 and Article 3 as created by this act; to provide penalties; and in 16 17 connection therewith would have as its purpose or effect the requirement of a new or increased expenditure of local funds 18 within the meaning of Amendment 621 of the Constitution of 19 20 Alabama of 1901, now appearing as Section 111.05 of the 21 Official Recompilation of the Constitution of Alabama of 1901, 22 as amended. BE IT ENACTED BY THE LEGISLATURE OF ALABAMA: 23 24 Section 1. An article heading is added before 25 Section 39-2-1 of the Code of Alabama 1975, to read as

Relating to public works projects; to designate

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follows:

1	ARTICLE 1. GENERAL; DESIGN-BID-BUILD PUBLIC WORKS
2	CONTRACTS.
3	Section 2. Sections 39-2-1 and 39-2-2 of the Code of
4	Alabama 1975, are amended to read as follows:
5	" §39-2-1.
6	"As used in this title, the following words shall
7	have the meanings ascribed to them as follows:
8	"(1) AWARDING AUTHORITY. Any governmental board,
9	commission, agency, body, authority, instrumentality,
10	department, or subdivision of the state, its counties and
11	municipalities. This term includes, but shall not be limited
12	to, the Department of Transportation, the State Building
13	Commission, the State Board of Education, and any other entity
14	contracting for public works. This term shall exclude the
15	State Docks Department and any entity exempted from the
16	competitive bid laws of the state by statute.
17	"(2) CONSTRUCTION MANAGER AT RISK. A person that
18	provides construction management services for a project,
19	pursuant to Article 2, through the preconstruction and
20	construction phases of the project.
21	"(3) DESIGN-BUILDER. A person that provides
22	design-build services for a project, pursuant to Article 3,
23	through the preconstruction (including the performance or
24	provision of the design of the project by licensed design
25	professionals) and construction phases of the project.
26	" $\frac{(2)}{(4)}$ FORCE ACCOUNT WORK. Work paid for by
27	reimbursing for the actual costs for labor, materials, and

equipment usage incurred in the performance of the work, as directed, including a percentage for overhead and profit, where appropriate.

"(3)(5) LIFE CYCLE COSTS. The total cost of ownership over the extended life of a public works project, taking into consideration the costs of construction, operation, and maintenance, less any value obtained from salvage and quantifiable environmental benefits, or the sum of all recurring and one-time (non-recurring) costs over the full life span or a specified period of a good, service, structure, or system, including purchase price, installation costs, operating costs, maintenance and upgrade costs, and remaining (residual or salvage) value at the end of ownership or its useful life.

"(4)(6) PERSON. Natural persons, partnerships, limited liability companies, corporations, and other legal entities.

"(5)(7) PUBLIC PROPERTY. Real property which the state, county, municipality, or awarding authority thereof owns or has a contractual right to own or purchase, including easements, rights-of-way, or otherwise.

"(6)(8) PUBLIC WORKS. The construction, installation, repair, renovation, or maintenance of public buildings, structures, sewers, waterworks, roads, curbs, gutters, side walls, bridges, docks, underpasses, and viaducts as well as any other improvement to be constructed, installed, repaired, renovated, or maintained on public property and to

be paid, in whole or in part, with public funds or with financing to be retired with public funds in the form of lease payments or otherwise.

"§39-2-2.

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"(a) Before entering into any contract for a public works involving an amount in excess of fifty thousand dollars (\$50,000), the awarding authority shall advertise for sealed bids. If the awarding authority is the state or a county, or an instrumentality thereof, it shall advertise for sealed bids at least once each week for three consecutive weeks in a newspaper of general circulation in the county or counties in which the improvement or some part thereof, is to be made. If the awarding authority is a municipality, or an instrumentality thereof, it shall advertise for sealed bids at least once in a newspaper of general circulation published in the municipality where the awarding authority is located. If no newspaper is published in the municipality, the awarding authority shall advertise by posting notice thereof on a bulletin board maintained outside the purchasing office and in any other manner and for the length of time as may be determined. In addition to bulletin board notice, sealed bids shall also be solicited by sending notice by mail to all persons who have filed a request in writing with the official designated by the awarding authority that they be listed for solicitation on bids for the public works contracts indicated in the request. If any person whose name is listed fails to respond to any solicitation for bids after the receipt of

three such solicitations, the listing may be canceled. With 2 the exception of the Department of Transportation, for all public works contracts involving an estimated amount in excess 3 of five hundred thousand dollars (\$500,000), awarding authorities shall also advertise for sealed bids at least once 5 6 in three newspapers of general circulation throughout the 7 state. The advertisements shall briefly describe the improvement, state that plans and specifications for the 8 improvement are on file for examination in a designated office 9 10 of the awarding authority, state the procedure for obtaining plans and specifications, state the time and place in which 11 12 bids shall be received and opened, and identify whether 13 prequalification is required and where all written 14 prequalification information is available for review. All bids shall be opened publicly at the advertised time and place. No 15 public work as defined in this chapter involving a sum in 16 17 excess of fifty thousand dollars (\$50,000) shall be split into parts involving sums of fifty thousand dollars (\$50,000) or 18 less for the purpose of evading the requirements of this 19 section. 20

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- "(b) An awarding authority may let contracts for public works involving fifty thousand dollars (\$50,000) or less with or without advertising or sealed bids.
- "(c) All contracts for public works entered into in violation of this title shall be null, void, and violative of public policy. Anyone who willfully violates this article concerning public works shall be guilty of a Class C felony.

"(d) (1) Excluded from the operation of this title shall be contracts with persons who shall perform only architectural, engineering, construction management as agent, program management, or project management services in support of the public works and who shall not engage in actual construction, repair, renovation, or maintenance of the public works with their own forces, by contract, subcontract, purchase order, lease, or otherwise.

"(2) Except as otherwise provided in Article 2, this article does not apply to a contract for a public works

project that is let using the construction manager at risk

method provided in Article 2 or using the design-build method

provided in Article 3. Except as otherwise provided in Article

2 and Article 3, the remaining provisions of this article

shall apply to these methods, as well as the design-bid-build

method in this article.

- "(e) In case of an emergency affecting public health, safety, or convenience, as declared in writing by the awarding authority, setting forth the nature of the danger to the public health, safety, or convenience which would result from delay, contracts may be let to the extent necessary to meet the emergency without public advertisement. The action and the reasons for the action taken shall immediately be made public by the awarding authority upon request.
- "(f) No awarding authority may specify in the plans and specifications for the improvement the use of materials,

products, systems, or services by a sole source unless all of the following requirements are met:

- "(1) Except for contracts involving the construction, reconstruction, renovation, or replacement of public roads, bridges, and water and sewer facilities, the awarding authority can document to the satisfaction of the State Building Commission that the sole source product, material, system, or service is of an indispensable nature for the improvement, that there are no other viable alternatives, and that only this particular product, material, system, or service fulfills the function for which it is needed.
 - "(2) The sole source specification has been recommended by the architect or engineer of record as an indispensable item for which there is no other viable alternative.
 - "(3) All information substantiating the use of a sole source specification, including the recommendation of the architect or engineer of record, shall be documented and made available for examination in the office of the awarding authority at the time of advertisement for sealed bids.
 - "(g) In the event of a proposed public works project, acknowledged in writing by the Alabama Homeland Security Department as (1) having a direct impact on the security or safety of persons or facilities and (2) requiring confidential handling for the protection of such persons or facilities, contracts may be let without public advertisement but with the taking of informal bids otherwise consistent with

the requirements of this title and the requirements of
maintaining confidentiality. Records of bidding and award
shall not be disclosed to the public, and shall remain

Section 3. Article 2, consisting of Sections 39-2-30 to 39-2-34, inclusive, is added to Chapter 2 of Title 39, Code of Alabama 1975, to read as follows:

8 ARTICLE 2. CONSTRUCTION MANAGER AT RISK PUBLIC WORKS 9 CONTRACTS.

10 \$39-2-30.

confidential."

In addition to the methods provided in Article 1 and Article 3 for awarding a public works contract, a contract may be let by an awarding authority pursuant to the construction manager at risk method set forth in this article; provided, however, no contract for public works to be awarded by the Department of Transportation may be let pursuant to the construction manager at risk method.

§39-2-31.

For the purposes of this article, the following terms shall have the following meanings:

- (1) CONSTRUCTION MANAGEMENT AT RISK SERVICES. Services provided by a person that:
- a. Provides construction management services for a specific, single project throughout the preconstruction and construction phases or for any portion thereof. For the purposes of this article, a specific, single project is a

- project that is constructed at a single location, at a common location, or for a common purpose.
 - b. During the construction phase, acts as a general contractor in accordance with the construction manager at risk contract.
 - c. Performs or provides for the performance of the work on the project and guarantees the maximum cost of the project.
 - (2) CONSTRUCTION MANAGEMENT SERVICES. Services provided by a construction manager, which may include, but are not necessarily limited to, design/constructability review, preparation and coordination of bid packages, scheduling, cost control, value engineering, preconstruction services, and construction administration.
 - (3) FIRST TIER SUBCONTRACTOR. A subcontractor who contracts directly with the construction manager at risk and whose contract is expected to exceed fifty thousand dollars (\$50,000).

§39-2-32.

(a) A construction manager at risk shall be selected after prequalification conducted by the awarding authority or its agent in accordance with the procedure provided in Section 39-2-4. Those who prequalify shall then submit competitive proposals to the awarding authority or its agent. The final selection of those construction managers at risk who are eligible to submit competitive proposals shall be based upon the awarding authority's written findings and conclusions

regarding the construction manager's qualifications and responsibility including, without limitation, specific findings regarding the demonstrated competence, experience, past performance, safety record, proposed personnel and methodology, and other appropriate factors that demonstrate the capability of the construction manager at risk. If the awarding authority contracts with an agent to conduct the prequalification or the receipt and review of competitive proposals, the agent is not eligible to perform the construction manager at risk work on the project. Sufficiently in advance of the submission of competitive proposals for all prequalified persons to respond, the awarding authority shall publish the criteria upon which the competitive proposals shall be scored. Each criterion shall be assigned a percentage of the total score so that those submitting competitive proposals know how each criterion shall be weighted. The competitive proposals shall respond to the criteria upon which the awarding authority's selection shall be based, they shall be scored under a qualifications based analysis, and they shall include, at a minimum, the construction manager at risk's proposed price for preconstruction services, general conditions and fee, proposed schedule and proposed management personnel for the project (including their experience and qualifications). Based on the competitive proposals, the awarding authority shall rank the proposals from first to last and shall publish the ranking together with the score for each competitive proposal received indicating the score each

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criterion received and a written narrative describing the basis for the selection, the analysis of best value, and the ranking. The awarding authority shall then enter into negotiations with the construction manager at risk having the highest ranked proposal.

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(b) Pursuant to a construction manager at risk contract, the person providing construction manager at risk services may self-perform portions of a project provided the aggregate total cost of all the work the construction manager at risk plans to self-perform, not including the general conditions items, does not exceed 10 percent of the quaranteed maximum price (at the time the final contract is awarded). For purposes of determining the aggregate total cost of self-performed work, the total cost shall include all costs reasonably necessary for the proper performance of the self-performed work including, without limitation, the total sum of all labor, materials, tools, equipment, trade supervision, layout, taxes, and bond and insurance premium (when and if required). In addition, for purposes of compliance with the 10 percent limitation, work subcontracted to a separate entity in which the construction manager at risk has any ownership interest shall be considered self-performed work. Notwithstanding the foregoing 10 percent limitation, the construction manager at risk may self-perform additional work on the project in the event a subcontractor or subcontractors are terminated for default, deemed by the construction manager at risk to be non-performing or underperforming some portion

of the subcontract scope of work, or otherwise not materially complying with the subcontract requirements such as to require the construction manager at risk to supplement the subcontractor's work by self-performing some portion of the subcontractor's scope of work, or if there are no subcontractors who bid or submit proposals for some portion of the work. If all bids received for a particular scope of work to be subcontracted exceed the proposed budget for that work, the construction manager at risk shall negotiate with the lowest bidder to attempt to obtain a price at or below the proposed budget amount. If the construction manager at risk is unable to negotiate a price within the proposed budget amount, then the construction manager at risk may, at its option and discretion, perform that scope of work itself or apply savings or contingency amounts from another line item in the proposed budget sufficient to bring the work within the proposed budget amount.

(c) A person providing construction manager at risk services is subject to all licensing, insurance, and bonding requirements for public works projects in Alabama.

§39-2-33.

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(a) After ranking the competitive proposals, the awarding authority shall then enter into negotiations with the construction manager at risk having the highest ranked competitive proposal for the purpose of entering into a construction manager at risk contract. A letter of intent to award the project describing services to be performed and the

compensation provided shall be issued by the awarding authority.

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(b) The construction manager at risk shall pregualify all first tier subcontractors using the prequalification procedures in Section 39-2-4 for those portions of the project the construction manager at risk chooses not to self-perform. The list of prequalified first tier subcontractors shall be submitted to the awarding authority by the construction manager at risk. The awarding authority may influence the selection of first tier subcontractors based upon a past experience or current legal dispute the awarding authority may have with a subcontractor; provided, however, the construction manager at risk shall have the final discretion regarding pregualification and final selection of first tier subcontractors. The construction manager at risk shall then receive competitive proposals from the first tier subcontractors who have prequalified. Prior to the submission of competitive proposals, the construction manager at risk shall establish the criteria upon which the competitive proposals shall be scored. Each criterion shall be assigned a percentage of the total score so that those first tier subcontractors submitting competitive proposals know how each criterion shall be weighted. The criteria shall then be submitted to the awarding authority for approval. The construction manager at risk shall publish the approved criteria. The competitive proposals shall respond to the criteria upon which the construction manager's selection shall be based. The construction manager at risk shall rank the proposals received from first to last and shall publish the ranking together with the score for each competitive proposal indicating the score each criterion received and a written narrative describing the basis for the selection, the analysis of best value, and the ranking. The competitive proposals shall include, at a minimum, the subcontractor's lump sum bid, guaranteed maximum price, or proposed general conditions and fee as well as the subcontractor's proposed schedule, plan for the work, and team of management personnel. Based on the competitive proposals ranking, the construction manager at risk shall select the first tier subcontractors with whom it intends to perform the project. The construction manager at risk shall not be required to base its selection of first tier subcontractors on price alone. For the selection of subcontractors whose contract is not expected to exceed fifty thousand dollars (\$50,000) in amount, the construction manager at risk shall have sole discretion in the manner, method, and conditions of selection.

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(c) During negotiations with the awarding authority, the construction manager at risk shall present to the awarding authority a proposed contract specifying a date by which the guaranteed maximum price shall be agreed upon together with staffing fees for the construction manager at risk, other proposed general conditions costs, and the fee for construction manager at risk services. The awarding authority

may accept, reject, or continue to negotiate with the construction manager at risk to reach a contract agreement.

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- (d) If the awarding authority is unable to negotiate a satisfactory contract with the initially selected construction manager at risk, the awarding authority shall terminate negotiations with the construction manager at risk and pay the construction manager at risk for any preconstruction services satisfactorily performed prior to the termination of negotiations by the awarding authority. If the awarding authority decides to proceed with the public works project, the awarding authority may begin negotiations with the next highest ranked construction manager at risk until an acceptable agreement on contract terms is reached. This process may proceed with respect to each prequalified construction manager at risk in the order in which the construction manager at risk was ranked by the awarding authority. Alternatively, if at any point the awarding authority decides it is in the project's or the public's best interest, it may choose to let a contract for the project in accordance with Article 1.
- (e) Once the awarding authority reaches an agreement on contract terms with the construction manager at risk selected, the awarding authority and construction manager at risk shall enter a written contract for general construction management at risk construction services for the specific, single project advertised and negotiated.

- (f) All contracts for public works entered into in violation of this title shall be null, void, and violative of public policy. Anyone who willfully violates this article concerning public works shall be guilty of a Class C felony.
 - (g) The awarding authority shall compile and make public all proceedings, records, proposals, negotiations, contracts, and other documents relating to the contracting for public works under this article. Upon request of an interested citizen, the awarding authority shall make available for inspection any and all such documents so compiled.

Section 4. Article 3, consisting of Sections 39-2-40 to 39-2-43, inclusive, is added to Chapter 2 of Title 39, Code of Alabama 1975, to read as follows:

ARTICLE 3. DESIGN BUILD PUBLIC WORKS CONTRACTS. \$39-2-40.

In addition to the methods provided in Articles 1 and 2 for awarding a public works contract, a contract may be let pursuant to the design-build method set forth in this article; provided, however, no contract for public works to be awarded by the Department of Transportation may be let pursuant to the design-build method.

\$39-2-41.

For the purposes of this article, the following terms shall have the following meanings:

(1) DESIGN-BUILD SERVICES. Services provided by a design-builder shall include the preparation or provision of the project design which must be performed by licensed design

professionals. Services may also include, without limitation,
scheduling, cost control, value engineering, evaluation,
preconstruction services, construction administration, and
construction services. The design-builder shall also perform
or provide for the performance of both the design and
construction work on the project either for a lump sum or for
a guaranteed maximum cost for the project.

(2) FIRST TIER SUBCONTRACTOR. A subcontractor who contracts directly with the design-builder.

\$39-2-42.

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(a) A design-builder shall be selected after prequalification by the awarding authority or its agent. If the awarding authority contracts with an agent to conduct or assist in conducting the design-builder selection process, the agent is not eligible to perform or provide the design-build work on the project, including performing work as a subcontractor or subconsultant, at any tier, to the design-builder. An awarding authority wishing to undertake a design-build project shall publish a request for qualifications from potential design-builders. At a minimum, the request for qualifications shall be published in accordance with the advertising requirements set forth in subsection (a) of Section 39-2-2. The request for qualifications shall describe in as specific terms as possible the nature of the project and shall set forth a detailed explanation of the criteria by which potential design-builders shall be deemed to be prequalified. In addition, the request

for qualifications shall state the stipulated proposal fee 2 which the awarding authority shall pay to each of the design-builders who prequalify and submit competitive 3 proposals. The prequalification criteria shall (1) be related to the purpose of the contract or contracts affected; (2) be 5 6 related to the contract requirements or the quality of the 7 product or service in question; (3) require the name and qualifications of the design professionals who shall perform 8 the design and the builder who shall perform the construction; 9 10 and (4) be related to the responsibility, competency, 11 experience, safety record, technical expertise, proposed 12 personnel, methodology, and financial ability of the 13 design-builder. From the prequalification data submitted, the 14 awarding authority shall then rank the potential design builders' submissions. From the highest ranking submissions, 15 in descending order, the awarding authority shall identify up 16 17 to five potential design-builders from whom to request competitive proposals. While the awarding authority may 18 19 prequalify fewer than five potential design-builders, it is preferred that at least three be prequalified from whom to 20 21 request competitive proposals. The awarding authority shall publish written findings and conclusions regarding the 22 23 awarding authority's assessment of the qualifications of each 24 design-builder who responds to the request for qualifications.

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(b) The awarding authority shall then solicit competitive proposals from those design-builders who have prequalified. The competitive proposals shall include, at a minimum, the design-builder's proposed lump sum price or guaranteed maximum price, proposed schedule, and any other additional criteria requested by the awarding authority as part of the competitive proposals. Prior to receipt of competitive proposals, the awarding authority shall publish the detailed criteria by which the competitive proposals shall be reviewed and scored. Each criterion shall be assigned a percentage of the total score so that those submitting competitive proposals may know how each criterion shall be weighted. Upon receipt and review of the competitive proposals, the awarding authority shall rank them according to compliance with the criteria and then enter into negotiations with the highest ranked design-builder.

services.

(c) A person, corporation, or entity providing design-build services is subject to all licensing, insurance, and bonding requirements for public works projects in Alabama.

\$39-2-43.

- (a) The awarding authority, upon reaching an agreement with a design-builder on compensation and contract terms for design-build services, shall enter a written design-build contract with the design-builder for design-build
- (b) If the awarding authority is unable to negotiate a satisfactory contract with the initially selected design-builder, the awarding authority shall terminate negotiations with the design-builder. If the awarding authority decides to proceed with the public works project,

the awarding authority may begin negotiations with the next highest ranked design-builder until a satisfactory agreement on contract terms is reached. The awarding authority may continue in such fashion with each prequalified design-builder in the order in which the competitive proposals were ranked. Alternatively, the awarding authority may let the contract for the project pursuant to Article 1.

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(c) Within 90 days after the awarding authority publishes the rankings of the competitive proposals, each prequalified design-builder who submitted a responsive, competitive proposal shall be paid a stipulated proposal fee. The amount of the stipulated fee shall be set forth in the request for qualifications. The amount of the fee shall be equal to a percentage of the project's projected cost as set forth in the highest ranked competitive proposal and shall not be less than two tenths of one percent of the cost. In consideration for paying the stipulated fee, the awarding authority may use any ideas, information, or any other content contained in the competitive proposal submitted by any design-builder which accepts the fee. However, any design-builder may elect to waive the fee in which case the awarding authority may not use any of the ideas, information, or other content in the competitive proposal submitted by a design-builder who waives the fee offered except that this restriction shall not prevent the awarding authority from using any ideas, information, or content that is otherwise in the public domain even if also included in a competitive

proposal or if the idea, information, or other content is also included in the competitive proposal of another design-builder who does accept payment of the fee.

- (d) All contracts for public works entered into in violation of this article shall be null, void, and violative of public policy. Anyone who willfully violates this article concerning public works shall be guilty of a Class C felony.
- (e) The awarding authority shall compile and make public all proceedings, records, proposals, negotiations, contracts, and other documents relating to the contracting for public works under this article. Upon request of an interested citizen, the awarding authority shall make available for inspection any and all such documents so compiled.

Section 5. Although this bill would have as its purpose or effect the requirement of a new or increased expenditure of local funds, the bill is excluded from further requirements and application under Amendment 621, now appearing as Section 111.05 of the Official Recompilation of the Constitution of Alabama of 1901, as amended, because the bill defines a new crime or amends the definition of an existing crime.

Section 6. This act shall become effective on January 1, 2014, immediately following its passage and approval by the Governor, or its otherwise becoming law.