

SENATE BILL NO. 18

AMENDMENT IN THE NATURE OF A SUBSTITUTE

(Proposed by the House Committee on General Laws

on February 27, 2024)

(Patrons Prior to Substitute--Senators Locke and McPike [SB 249])

A BILL to amend and reenact §§ 2.2-4378 through 2.2-4383 of the Code of Virginia, relating to Virginia Public Procurement Act; construction management and design-build contracting; report.

**Be it enacted by the General Assembly of Virginia:**

**1. That §§ 2.2-4378 through 2.2-4383 of the Code of Virginia are amended and reenacted as follows:**

**§ 2.2-4378. Purpose; applicability.**

A. The purpose of this chapter is to enunciate the public policies pertaining to governmental procurement of construction utilizing the construction management and design-build procurement methods. A design-bid-build project delivery method that utilizes competitive sealed bidding is the default method of procurement for construction. Notwithstanding any other provision of law, the Commonwealth may enter into contracts on a fixed price design-build basis or construction management basis in accordance with the provisions of this chapter and § 2.2-1502.

B. Except as provided in subsection C, this chapter shall apply regardless of the source of financing, whether it is general fund, nongeneral fund, federal trust fund, state debt, or institutional debt.

C. The following shall be exempt from the provisions of this chapter:

1. Projects of a covered institution that are to be funded exclusively by a foundation that (i) exists for the primary purpose of supporting the covered institution and (ii) is exempt from taxation under § 501(c)(3) of the Internal Revenue Code; and

2. Transportation construction projects procured and awarded by the Commonwealth Transportation Board pursuant to subsection B of § 33.2-209.

D. The provisions of this chapter shall supplement the provisions of the Virginia Public Procurement Act (§ 2.2-4300 et seq.), which provisions shall remain applicable. In the event of any

27 conflict between this chapter and the Virginia Public Procurement Act (§ 2.2-4300 et seq.), the  
28 Restructured Higher Education Financial and Administrative Operations Act of 2005 (§ 23.1-1000 et  
29 seq.), or any other provision of law, this chapter shall control.

30 **§ 2.2-4379. Definitions.**

31 As used in this chapter, unless the context requires a different meaning:

32 "Complex project" means a construction project that includes one or more of the following  
33 significant components: difficult site location, unique equipment, specialized building systems,  
34 multifaceted program, accelerated schedule, historic designation, or intricate phasing or some other aspect  
35 that makes ~~competitive sealed bidding~~ the design-bid-build project delivery method not practical.

36 "Construction management contract" means a contract in which a party is retained by the owner  
37 to coordinate and administer contracts for construction services for the benefit of the owner and may also  
38 include, if provided in the contract, the furnishing of construction services to the owner.

39 "Covered institution" means a public institution of higher education operating (i) subject to a  
40 management agreement set forth in Article 4 (§ 23.1-1004 et seq.) of Chapter 10 of Title 23.1, (ii) under  
41 a memorandum of understanding pursuant to § 23.1-1003, or (iii) under the pilot program authorized in  
42 the appropriation act.

43 "Department" means the Department of General Services.

44 "Design-bid-build" means a project delivery method in which a public body sequentially awards  
45 two separate contracts, the first for professional services to design the project and the second utilizing  
46 competitive sealed bidding for construction of the project according to the design.

47 "Design-build contract" means a contract between a public body and another party in which the  
48 party contracting with the public body agrees to both design and build the structure, or other item specified  
49 in the contract.

50 "Division" means the Division of Engineering and Buildings of the Department of General  
51 Services as established by § 2.2-1129.

52 "Public body" means the same as that term is defined in § 2.2-4301.

53 "State public body" means any authority, board, department, instrumentality, agency, or other unit  
54 of state government. "State public body" does not include any covered institution; any county, city, or  
55 town; or any local or regional governmental authority.

56 **§ 2.2-4380. Construction management or design-build contracts for state public bodies**  
57 **authorized.**

58 A. Any state public body may enter into a contract for construction on a fixed price or not-to-  
59 exceed price construction management or design-build basis, provided that (i) the Department has  
60 approved the use of construction management or design-build contracts and (ii) such public body complies  
61 with the requirements of this article and the procedures adopted by the Secretary of Administration for  
62 using construction management or design-build contracts.

63 B. Procedures adopted by a state public body pursuant to this article shall include the following  
64 requirements:

65 1. A written determination is made in advance by the state public body that ~~competitive sealed~~  
66 ~~bidding~~ the design-bid-build project delivery method is not practicable or fiscally advantageous, and such  
67 writing shall document the basis for the determination to use construction management or design-build.  
68 The determination shall be included in the Request for Qualifications and maintained in the procurement  
69 file;

70 2. Prior to making a determination as to the use of construction management or design-build for a  
71 specific construction project, a state public body shall have in its employ or under contract a licensed  
72 architect or engineer with professional competence appropriate to the project who shall (i) advise the  
73 public body regarding the use of construction management or design-build for that project and (ii) assist  
74 the public body with the preparation of the Request for Proposal and the evaluation of such proposals;

75 3. Public notice of the Request for Qualifications is posted on the Department's central electronic  
76 procurement website, known as eVA, at least 30 days prior to the date set for receipt of qualification  
77 proposals;

78 4. For construction management contracts, the contract is entered into no later than the completion  
79 of the schematic phase of design, unless prohibited by authorization of funding restrictions;

80 5. Prior construction management or design-build experience or previous experience with the  
81 ~~Department's Bureau of Capital Outlay Management Division~~ shall not be ~~required~~ considered as a  
82 prerequisite or factor considered for prequalification or award of a contract. However, in the selection of  
83 a contractor, a state public body may consider the experience of each contractor on comparable projects  
84 of similar complexity and size;

85 6. Construction management contracts shall require that (i) no more than 10 percent of the  
86 construction work, as measured by the cost of the work, be performed by the construction manager with  
87 its own forces and (ii) the remaining 90 percent of the construction work, as measured by the cost of the  
88 work, be performed by subcontractors of the construction manager, which the construction manager shall  
89 procure by publicly advertised, competitive sealed bidding to the maximum extent practicable; ~~and~~

90 7. The procedures allow for a two-step competitive negotiation process; and

91 8. The procedures allow the state public body to post on the Department's central electronic  
92 procurement website known as eVA when and where the general contractor plans to advertise bid  
93 packages for subcontracting opportunities when appropriate.

94 C. The Department shall evaluate the proposed procurement method selected by the state public  
95 body and make its recommendation as to whether the use of the construction management or design-build  
96 procurement method is appropriate for the specific project. In its review, the Department shall also  
97 consider:

98 1. The written determination of the state public body;

99 2. The compliance by the state public body with subdivisions B 1, 2, and 7;

100 3. The project cost, expected timeline, and use;

101 4. Whether the project is a complex project; and

102 5. Any other criteria established by the Department to evaluate the proposed procurement method  
103 for the project.

104 D. The Department shall conduct its review within five working days after receipt of the written  
105 determination and render its ~~written recommendation~~ approval or denial within such five-working-day

106 period. The written ~~recommendation~~ approval or denial of the Department shall be maintained in the  
107 procurement file.

108 E. ~~If a state public body elects to proceed with the project using a construction management or~~  
109 ~~design-build procurement method despite the recommendation of the Department to the contrary, such~~  
110 ~~state public body shall state in writing its reasons therefor and any justification for not following the~~  
111 ~~recommendation of the Department and submit same to the Department. The written statement of a state~~  
112 ~~public body's decision to not follow the recommendation of the Department shall be maintained in the~~  
113 ~~procurement file.~~ All documents open to public inspection pursuant to § 2.2-4342 that are issued or  
114 received by the Department shall be posted on the Department's central electronic procurement website  
115 known as eVA.

116 **§ 2.2-4381. Construction management or design-build contracts for covered institutions**  
117 **authorized.**

118 A. Any covered institution may enter into a contract for construction on a fixed price or not-to-  
119 exceed price construction management or design-build basis, provided that (i) the Department approves  
120 the use of construction management or design-build or, in the case of a denial by the Department, such  
121 institution receives approval as set forth in subsection F and (ii) such institution complies with the  
122 requirements of this article and with the procedures adopted by the Secretary of Administration for using  
123 construction management or design-build contracts.

124 B. Covered institutions shall:

125 1. Develop procedures for determining the selected procurement method which, at a minimum,  
126 shall consider cost, schedule, complexity, and building use;

127 2. Submit such procedures, and any subsequent changes to adopted procedures, to the Department  
128 for review and comment; ~~and~~

129 3. Post all documents open to public inspection pursuant to § 2.2-4342 that are exchanged between  
130 the covered institution and the Department on the Department's central electronic procurement website,  
131 known as eVA, prior to the date of submission of proposals; and

132           4. Submit Department-reviewed procedures to its board of visitors or governing board for  
133 adoption.

134           C. Procedures adopted by a board of visitors pursuant to this article shall include the following  
135 requirements:

136           1. A written determination is made in advance by the covered institution that ~~competitive sealed~~  
137 ~~bidding~~ the design-bid-build project delivery method is not practicable or fiscally advantageous, and such  
138 writing shall document the basis for the determination to use construction management or design-build.  
139 The determination shall be included in the Request for Qualifications and maintained in the procurement  
140 file;

141           2. Prior to making a determination as to the use of construction management or design-build for a  
142 specific construction project, a covered institution shall have in its employ or under contract a licensed  
143 architect or engineer with professional competence appropriate to the project who shall (i) advise the  
144 covered institution regarding the use of construction management or design-build for that project and (ii)  
145 assist the covered institution with the preparation of the Request for Proposal and the evaluation of such  
146 proposals;

147           3. Public notice of the Request for Qualifications is posted on the Department's central electronic  
148 procurement website, known as eVA, at least 30 days prior to the date set for receipt of qualification  
149 proposals;

150           4. For construction management contracts, the contract is entered into no later than the completion  
151 of the schematic phase of design, unless prohibited by authorization of funding restrictions;

152           5. Prior construction management or design-build experience or previous experience with the  
153 ~~Department's Bureau of Capital Outlay Management Division~~ shall not be ~~required~~ considered as a  
154 prerequisite or factor considered for prequalification or award of a contract. However, in the selection of  
155 a contractor, a covered institution may consider the experience of each contractor on comparable projects  
156 of similar complexity and size;

157           6. Construction management contracts shall require that (i) no more than 10 percent of the  
158 construction work, as measured by the cost of the work, be performed by the construction manager with

159 its own forces and (ii) the remaining 90 percent of the construction work, as measured by the cost of the  
160 work, be performed by subcontractors of the construction manager, which the construction manager shall  
161 procure by publicly advertised, competitive sealed bidding to the maximum extent practicable; ~~and~~

162 7. The procedures allow for a two-step competitive negotiation process;

163 8. The procedures allow the covered institution to post on the Department's central electronic  
164 procurement website known as eVA when and where the general contractor plans to advertise bid  
165 packages for subcontracting opportunities when appropriate; and

166 9. The procedures require the covered institution to provide documentation to all of the  
167 unsuccessful proposers, upon request, of the processes used in awarding the contract.

168 D. The Department shall evaluate the proposed procurement method selected by a covered  
169 institution and ~~make offer its recommendation~~ approval or denial as to whether the use of the construction  
170 management or design-build procurement method is appropriate for the specific project. In its review, the  
171 Department shall also consider:

172 1. The written determination of the covered institution;

173 2. The compliance by the covered institution with subdivisions C 1, 2, and 7;

174 3. The project cost, expected timeline, and use;

175 4. Whether the project is a complex project; and

176 5. Any other criteria established by the Department to evaluate the proposed procurement method  
177 for the project.

178 E. The Department shall conduct its review within five working days after receipt of the written  
179 determination and render its written ~~recommendation~~ approval or denial within such five-working-day  
180 period. The written ~~recommendation~~ approval or denial of the Department shall be maintained in the  
181 procurement file.

182 F. If a covered institution elects to proceed with the project using a construction management or  
183 design-build procurement method despite the ~~recommendation~~ decision of the Department to the contrary,  
184 ~~such covered institution shall state in writing its reasons therefor and any justification for not following~~  
185 ~~the recommendation of the Department and submit same to the Department. The the Department shall~~

186 present the written denial issued pursuant to subsection E to the board of visitors or governing board of  
187 such covered institution and the covered institution shall obtain approval by a majority vote of such board  
188 for (i) projects funded by funds other than those provided to such covered institution from the state general  
189 fund or (ii) projects of \$65 million or more funded in whole or in part from state general funds. If the  
190 project is funded in whole or in part from state general funds, a representative from the Department, to the  
191 extent the Department deems practicable, shall be included in the process for the selection of a contractor  
192 following such approval by the board of visitors or governing board. For projects under \$65 million funded  
193 in whole or in part from state general funds, the covered institution shall obtain approval from the  
194 Chairmen of the House Committee on Appropriations and the Senate Committee on Finance and  
195 Appropriations, or their designees, and a representative of the Department.

196 A written statement of a covered institution's decision to not follow the ~~recommendation~~ decision  
197 of the Department, its reasons therefor, and the vote of the board of visitors or governing board shall be  
198 maintained in the procurement file.

199 **§ 2.2-4382. Design-build or construction management contracts for local public bodies**  
200 **authorized.**

201 A. Any local public body may enter into a contract for construction on a fixed price or not-to-  
202 exceed price construction management or design-build basis, provided that the local public body (i)  
203 receives approval, if required, as provided in subsection B, (ii) complies with the requirements of this  
204 article, and ~~(ii)~~ (iii) has by ordinance or resolution implemented procedures consistent with the procedures  
205 adopted by the Secretary of Administration for utilizing construction management or design-build  
206 contracts.

207 B. If a local public body is required to obtain approval from its local governing body to enter into  
208 a contract for construction using construction management or design-build, then the local governing body  
209 shall adopt a resolution or motion on a per project basis in a public forum to that effect prior to issuing a  
210 Request for Qualifications.

211 C. Prior to making a determination as to the use of construction management or design-build for a  
212 specific construction project, a local public body shall have in its employ or under contract a licensed



213 architect or engineer with professional competence appropriate to the project who shall (i) advise such  
214 public body regarding the use of construction management or design-build for that project and (ii) assist  
215 such public body with the preparation of the Request for Proposal and the evaluation of such proposals.

216 ~~C-D.~~ A written determination shall be made in advance by the local public body that ~~competitive~~  
217 ~~sealed bidding~~ the design-bid-build project delivery method is not practicable or fiscally advantageous,  
218 and such writing shall document the basis for the determination to utilize construction management or  
219 design-build, including the determination of the project's complexity. The determination shall be included  
220 in the Request for Qualifications and be maintained in the procurement file.

221 ~~D-E.~~ Procedures adopted by a local public body for construction management or design-build  
222 pursuant to this article shall include the following requirements:

223 1. Construction management or design-build may be utilized on projects ~~where the project cost is~~  
224 ~~expected to be less than the project cost threshold established in the procedures adopted by the Secretary~~  
225 ~~of Administration for utilizing construction management contracts~~, provided that (i) the project is a  
226 complex project and (ii) the ~~project~~ procurement method for the project is approved by the local governing  
227 body. The written approval of the governing body shall be maintained in the procurement file;

228 2. Public notice of the Request for Qualifications is posted on the Department's central electronic  
229 procurement website; known as eVA, or the local public body's own website, at least 30 days prior to the  
230 date set for receipt of qualification proposals;

231 3. The construction management contract is entered into no later than the completion of the  
232 schematic phase of design, unless prohibited by authorization of funding restrictions;

233 4. Prior construction management or design-build experience or previous experience with the  
234 ~~Department's Bureau of Capital Outlay Management Division~~ shall not be ~~required~~ considered as a  
235 prerequisite or factor considered for award prequalification of a contract. However, in the selection of a  
236 contractor, the local public body may consider the experience of each contractor on comparable  
237 construction management or design-build projects;

238 5. Construction management contracts shall require that (i) no more than 10 percent of the  
239 construction work, as measured by the cost of the work, be performed by the construction manager with

240 its own forces and (ii) the remaining 90 percent of the construction work, as measured by the cost of the  
241 work, be performed by subcontractors of the construction manager, which the construction manager shall  
242 procure by publicly advertised, competitive sealed bidding to the maximum extent practicable. The  
243 provisions of this subdivision shall not apply to construction management contracts involving  
244 infrastructure projects;

245 6. The procedures allow for a two-step competitive negotiation process;~~and~~

246 7. Price is a critical basis for award of the contract; and

247 8. The procedures allow the local public body to post on the Department's central electronic  
248 procurement website known as eVA, or the local public body's own website, when and where the general  
249 contractor plans to advertise bid packages for subcontracting opportunities when appropriate.

250 ~~E. Procedures adopted by a local public body for design-build construction projects shall include~~  
251 ~~a two-step competitive negotiation process consistent with the standards established by the Division of~~  
252 ~~Engineering and Buildings of the Department for state public bodies.~~

253 **§ 2.2-4383. Reporting requirements.**

254 A. The Department shall report by December 1 of each year to the Governor and the Chairmen of  
255 the House Committee on Appropriations, the House Committee on General Laws, the Senate Committee  
256 on Finance and Appropriations, and the Senate Committee on General Laws and Technology the following  
257 information: (i) the number of projects reviewed pursuant to Articles 2 (§ 2.2-4380) and 3 (§ 2.2-4381)  
258 and (ii) for each project (a) the identity of the state public body or covered institution and a description of  
259 each such project, (b) the estimated cost of the project at the time of the Department's review, (c) the  
260 ~~recommendation~~ decision made by the Department concerning the proposed procurement method, ~~and~~ (d)  
261 if such project was a construction management or design-build project, the qualifications that made such  
262 project complex, and (e) the final procurement method used by the state public body or covered institution.

263 B. All public bodies subject to the provisions of this chapter shall report no later than November  
264 1 of each year to the Director of the Department on all completed capital projects in excess of \$2 million,  
265 which report shall include at a minimum (i) the procurement method utilized, (ii) the project budget, (iii)  
266 the actual project cost, (iv) the expected timeline, (v) the actual completion time, ~~and~~ (vi) if such project

267 was a construction management or design-build project, the qualifications that made the project complex,  
268 and (vii) any post-project issues.

269 The Department shall consolidate received report data and submit the consolidated data to the  
270 Governor and Chairmen of the House Committee on Appropriations and the Senate Committee on Finance  
271 and Appropriations by December 1 of each year.

272 **2. That the Department of General Services, with the assistance of staff of the House Committee on**  
273 **Appropriations and the Senate Committee on Finance and Appropriations, shall assess the**  
274 **implementation and administration of the provisions of §§ 2.2-4379 through 2.2-4383 of the Code**  
275 **of Virginia, as amended by this act, and report its findings and recommendations to the General**  
276 **Assembly by November 1, 2029.**

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