### **102ND GENERAL ASSEMBLY**

## State of Illinois

## 2021 and 2022

#### HB3160

Introduced 2/19/2021, by Rep. Frances Ann Hurley

## SYNOPSIS AS INTRODUCED:

New Act

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70 ILCS 410/6	from Ch. 96 1/2, par. 7106
70 ILCS 805/8	from Ch. 96 1/2, par. 6315
70 ILCS 810/14	from Ch. 96 1/2, par. 6417

Creates the Forest Preserve District and Conservation District Design-Build Authorization Act. Provides that a forest preserve district or conservation district may enter into design-build contracts. Includes scope and performance criteria for design-build contracts, a two-phase procedure for selection of contracts, requirements for submission of proposals, procedures for awarding contracts, and requirements of reports and evaluation of contracts. Provides that if the total overall cost of a project is estimated to be less than \$12,000,000, the forest preserve or conservation district may combine the two-phase procedure for selection into one phase. Amends the Conservation District Act, Downstate Forest Preserve District Act, and Cook County Forest Preserve District Act making conforming changes. Further amends those Acts increasing the minimum contract amount to \$30,000 (currently \$25,000) before competitive bidding is required. Effective June 1, 2022.

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FISCAL NOTE ACT MAY APPLY

A BILL FOR

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AN ACT concerning local government.

# Be it enacted by the People of the State of Illinois, represented in the General Assembly:

Section 1. Short title. This Act may be cited as the Forest
Preserve District and Conservation District Design-Build
Authorization Act.

Section 5. Purpose. This purpose of this Act is to
authorize forest preserve districts and conservation districts
to use design-build processes to increase the efficiency and
effectiveness of delivering public projects.

11 Section 10. Definitions. As used in this Act:

12 "Delivery system" means the design and construction 13 approach used to develop and construct a project.

"Design-bid-build" means the traditional delivery system 14 15 used on public projects that incorporates the Local Government 16 Professional Services Selection Act, the competitive bidding process set forth in Section 6 of the Conservation District 17 18 Act, the competitive bidding process set forth in subsection (b) of Section 8 of the Downstate Forest Preserve District 19 20 Act, or the competitive bidding process set forth in Section 21 14 of the Cook County Forest Preserve District Act.

22 "Design-build" means a delivery system that provides

1 responsibility within a single contract for the furnishing of 2 architecture, engineering, land surveying, and related 3 services as required and the labor, materials, equipment, and 4 other construction services for the project.

5 "Design-build contract" means a contract for a public 6 project under this Act between a forest preserve district or 7 conservation district and a design-build entity to furnish: 8 architecture, engineering, land surveying, public art or 9 interpretive exhibits, and related services, as required; and 10 the labor, materials, equipment, and other construction 11 services for the project.

12 "Design-build entity" means individual, any sole proprietorship, firm, partnership, joint venture, corporation, 13 professional corporation, or other entity that proposes to 14 design and construct any public project under this Act. A 15 16 design-build entity and associated design professionals shall 17 conduct themselves in accordance with the relevant laws of this State and the related provisions of the 18 Illinois Administrative Code. 19

20 "Design professional" means any individual, sole proprietorship, firm, partnership, joint venture, corporation, 21 22 professional corporation, or other entity that offers services 23 under the Illinois Architecture Practice Act of 1989, the Professional Engineering Practice Act of 1989, the Structural 24 25 Engineering Practice Act of 1989, or the Illinois Professional 26 Land Surveyor Act of 1989.

1 "Evaluation criteria" means the requirements for the 2 separate phases of the selection process as defined in this 3 Act and may include the specialized experience, technical 4 qualifications and competence, capacity to perform, past 5 performance, experience with similar projects, assignment of 6 personnel to the project, and other appropriate factors.

7 "Proposal" means the offer to enter into a design-build 8 contract as submitted by a design-build entity in accordance 9 with this Act.

designer" 10 "Public art means any individual, sole 11 proprietorship, firm, partnership, joint venture, corporation, 12 professional corporation, or other entity that has 13 demonstrated experience with the design and fabrication of 14 public art including any media that has been planned and 15 executed with the intention of being staged in the physical 16 public domain outside and accessible to all or any art which is 17 exhibited in a public space including publicly accessible buildings, or interpretive exhibits including communication 18 media that is designed to engage, excite, inform, relate or 19 20 reveal the intrinsic nature or indispensable quality of a 21 topic or story being presented.

22 "Request for proposal" means the document used by the 23 forest preserve district or conservation district to solicit 24 proposals for a design-build contract.

25 "Scope and performance criteria" means the requirements 26 for the public project, including, but not limited to, the intended usage, capacity, size, scope, quality and performance standards, life-cycle costs, and other programmatic criteria that are expressed in performance-oriented and quantifiable specifications and drawings that can be reasonably inferred and are suited to allow a design-build entity to develop a proposal.

7 Section 15. Solicitation of proposals.

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8 (a) A forest preserve district or conservation district 9 may enter into design-build contracts. In addition to the 10 requirements set forth in its local ordinances, when the 11 forest preserve district or conservation district elects to 12 use the design-build delivery method, it must issue a notice 13 of intent to receive proposals for the project at least 14 days 14 before issuing the request for the proposal. The forest 15 preserve district or conservation district must publish the 16 advance notice in the manner prescribed by ordinance, which shall include posting the advance notice online on 17 its 18 website. The forest preserve district or conservation district may publish the notice in construction industry publications 19 20 or post the notice on construction industry websites. A brief 21 description of the proposed procurement must be included in 22 the notice. The forest preserve district or conservation district must provide a copy of the request for proposal to any 23 24 party requesting a copy.

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(b) The request for proposal shall be prepared for each

project and must contain, without limitation, the following information:

3 (1) The name of the forest preserve district or
 4 conservation district.

5 (2) A preliminary schedule for the completion of the 6 contract.

7 (3) The proposed budget for the project, the source of
8 funds, and the currently available funds at the time the
9 request for proposal is submitted.

Prequalification criteria 10 (4) for design-build 11 entities wishing to submit proposals. The forest preserve 12 district or conservation district shall include, at a 13 minimum, its normal pregualification, licensing, 14 registration, and other requirements; however, nothing 15 precludes the use of additional prequalification criteria 16 by the forest preserve district or conservation district.

17 (5) Material requirements of the contract, including, but not limited to, the proposed terms and conditions, 18 19 required performance and payment bonds, insurance, and the 20 entity's plan to comply with the utilization goals for enterprises established Business 21 business in the 22 Enterprise for Minorities, Women, and Persons with 23 Disabilities Act and with Section 2-105 of the Illinois 24 Human Rights Act.

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(6) The performance criteria.

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(7) The evaluation criteria for each phase of the

- solicitation. Price may not be used as a factor in the
   evaluation of Phase I proposals.
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(8) The number of entities that will be considered for the technical and cost evaluation phase.

5 (c) The forest preserve district or conservation district 6 may include any other relevant information that it chooses to 7 supply. The design-build entity shall be entitled to rely upon 8 the accuracy of this documentation in the development of its 9 proposal.

10 (d) The date that proposals are due must be at least 21 11 calendar days after the date of the issuance of the request for 12 proposal. In the event the cost of the project is estimated to exceed \$12,000,000, then the proposal due date must be at 13 least 28 calendar days after the date of the issuance of the 14 15 request for proposal. The forest preserve district or 16 conservation district shall include in the request for 17 proposal a minimum of 30 days to develop the Phase II submissions after the selection of entities from the Phase I 18 19 evaluation is completed.

20 Section 20. Development of scope and performance criteria.

(a) The forest preserve district or conservation district shall develop, with the assistance of a licensed design professional or public art designer, a request for proposal, which shall include scope and performance criteria. The scope and performance criteria must be in sufficient detail and - 7 - LRB102 14747 AWJ 20100 b

1 contain adequate information to reasonably apprise the 2 qualified design-build entities of the forest preserve 3 district's or conservation district's overall programmatic 4 needs and goals, including criteria and preliminary design 5 plans, general budget parameters, schedule, and delivery 6 requirements.

7 Each request for proposal shall also include a (b) 8 description of the level of design to be provided in the 9 proposals. This description must include the scope and type of 10 renderings, drawings, and specifications that, at a minimum, 11 will be required by the forest preserve district or 12 conservation district to be produced by the design-build 13 entities.

(c) The scope and performance criteria shall be prepared by a design professional or public art designer who is an employee of the forest preserve district or conservation district, or the forest preserve district or conservation district may contract with an independent design professional or public art designer selected under the Local Government Professional Services Selection Act to provide these services.

(d) The design professional or public art designer that prepares the scope and performance criteria is prohibited from participating in any design-build entity proposal for the project.

(e) The design-build contract may be conditioned upon
 subsequent refinements in scope and price and may allow the

1 forest preserve district or conservation district to make 2 modifications in the project scope without invalidating the 3 design-build contract.

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Section 25. Procedures for Selection.

5 (a) The forest preserve district or conservation district 6 must use a two-phase procedure for the selection of the 7 successful design-build entity. Phase I of the procedure will 8 evaluate and shortlist the design-build entities based on 9 qualifications, and Phase II will evaluate the technical and 10 cost proposals.

11 (b) The forest preserve district or conservation district 12 shall include in the request for proposal the evaluating factors to be used in Phase I. These factors are in addition to 13 14 any pregualification requirements of design-build entities 15 that the forest preserve district or conservation district has 16 set forth. Each request for proposal shall establish the relative importance assigned to each evaluation factor and 17 subfactor, including any weighting of criteria to be employed 18 by the forest preserve district or conservation district. The 19 20 forest preserve district or conservation district must 21 maintain a record of the evaluation scoring to be disclosed in 22 event of a protest regarding the solicitation.

The forest preserve district or conservation district shall include the following criteria in every Phase I evaluation of design-build entities: (i) experience of

personnel; (ii) successful experience with similar project 1 2 types; (iii) financial capability; (iv) timeliness of past 3 performance; (v) experience with similarly sized projects; (vi) successful reference checks of the firm; (vii) commitment 4 5 to assign personnel for the duration of the project and qualifications of the entity's consultants; and (viii) ability 6 7 or past performance in meeting or exhausting good faith 8 efforts to meet the utilization goals for business enterprises 9 established in the Business Enterprise for Minorities, Women, 10 and Persons with Disabilities Act and with Section 2-105 of 11 the Illinois Human Rights Act. The forest preserve district or 12 conservation district may include any additional relevant 13 criteria in Phase I that it deems necessary for a proper qualification review. 14

15 The forest preserve district or conservation district may 16 not consider any design-build entity for evaluation or award 17 if the entity has any pecuniary interest in the project or has other relationships or circumstances, including but not 18 limited to, long-term leasehold, mutual performance, or 19 development contracts with the forest preserve district or 20 conservation district, that may give the design-build entity a 21 22 financial or tangible advantage over other design-build 23 entities in the preparation, evaluation, or performance of the 24 design-build contract or that create the appearance of impropriety. No proposal shall be considered that does not 25 include an entity's plan to comply with the requirements 26

established in the Business Enterprise for Minorities, Women, and Persons with Disabilities Act, for both the design and construction areas of performance, and with Section 2-105 of the Illinois Human Rights Act.

5 Upon completion of the qualifications evaluation, the forest preserve district or conservation district shall create 6 shortlist of the most highly qualified design-build 7 а 8 entities. The forest preserve district or conservation 9 district, in its discretion, is not required to shortlist the 10 maximum number of entities as identified for Phase ΙI 11 evaluation, provided that no less than 2 design-build entities 12 nor more than 6 are selected to submit Phase II proposals.

13 The forest preserve district or conservation district shall notify the entities selected for the shortlist in 14 15 writing. This notification shall commence the period for the 16 preparation of the Phase II technical and cost evaluations. 17 The forest preserve district or conservation district must allow sufficient time for the shortlist entities to prepare 18 19 their Phase II submittals considering the scope and detail 20 requested by the forest preserve district or conservation district. 21

(c) The forest preserve district or conservation district shall include in the request for proposal the evaluating factors to be used in the technical and cost submission components of Phase II. Each request for proposal shall establish, for both the technical and cost submission

1 components of Phase II, the relative importance assigned to 2 each evaluation factor and subfactor, including any weighting 3 of criteria to be employed by the forest preserve district or 4 conservation district. The forest preserve district or 5 conservation district must maintain a record of the evaluation 6 scoring to be disclosed in event of a protest regarding the 7 solicitation.

8 The forest preserve district or conservation district 9 shall include the following criteria in every Phase II 10 technical evaluation of design-build entities: (i) compliance 11 with objectives of the project; (ii) compliance of proposed 12 services to the request for proposal requirements; (iii) quality of products or materials proposed; (iv) quality of 13 14 design parameters; (v) design concepts; (vi) innovation in 15 meeting the scope and performance criteria; and (vii) 16 constructability of the proposed project. The forest preserve 17 district or conservation district may include any additional relevant technical evaluation factors it deems necessary for 18 19 proper selection.

20 The forest preserve district or conservation district shall include the following criteria in every Phase II cost 21 22 evaluation: the total project cost, the construction costs, 23 time of completion. The forest and the preserve or conservation district may include any additional relevant 24 25 technical evaluation factors it deems necessary for proper 26 selection. The total project cost criteria weighing factor

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1 shall not exceed 60%.

The forest preserve or conservation district shall directly employ or retain a licensed design professional or a public art designer to evaluate the technical and cost submissions to determine if the technical submissions are in accordance with generally accepted industry standards.

7 Upon completion of the technical submissions and cost 8 submissions evaluation, the forest preserve or conservation 9 district may award the design-build contract to the highest 10 overall ranked entity.

Section 30. Small projects. In any case where the total overall cost of the project is estimated to be less than \$12,000,000, the forest preserve or conservation district may combine the two-phase procedure for selection described in Section 25 into one combined step, provided that all the requirements of evaluation are performed in accordance with Section 25.

Section 35. Submission of proposals. Proposals must be properly identified and sealed. Proposals may not be reviewed until after the deadline for submission has passed as set forth in the request for proposals. All design-build entities submitting proposals shall be disclosed after the deadline for submission, and all design-build entities who are selected for Phase II evaluation shall also be disclosed at the time of that

1 determination.

Proposals shall include a bid bond in the form and security as designated in the request for proposals. Proposals shall also contain a separate sealed envelope with the cost information within the overall proposal submission. Proposals shall include a list of all design professionals, public art designers, and other entities to which any work may be subcontracted during the performance of the contract.

9 Proposals must meet all material requirements of the 10 request for proposal or thev may be rejected as 11 non-responsive. The forest preserve or conservation district 12 shall have the right to reject any and all proposals.

13 The drawings and specifications of the proposal may remain 14 the property of the design-build entity.

15 The forest preserve or conservation district shall review 16 the proposals for compliance with the performance criteria and 17 evaluation factors.

Proposals may be withdrawn prior to evaluation for any cause. After evaluation begins by the forest preserve or conservation district, clear and convincing evidence of error is required for withdrawal.

22 Section 40. Award. The forest preserve or conservation 23 district may award the contract to the highest overall ranked 24 entity. Notice of award shall be made in writing. Unsuccessful 25 entities shall also be notified in writing. The forest

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1 preserve or conservation district may not request a best and 2 final offer after the receipt of proposals. The forest 3 preserve or conservation district may negotiate with the 4 selected design-build entity after award but prior to contract 5 execution for the purpose of securing better terms than 6 originally proposed, provided that the salient features of the 7 request for proposal are not diminished.

8 Section 45. Reports and evaluation. At the end of every 6 9 month period following the contract award, and again prior to 10 final contract payout and closure, a selected design-build 11 entity shall detail, in a written report submitted to the 12 forest preserve or conservation district, its efforts and success in implementing the entity's plan to comply with the 13 14 utilization goals for business enterprises established in the Business Enterprise for Minorities, Women, and Persons with 15 16 Disabilities Act and the provisions of Section 2-105 of the Illinois Human Rights Act. 17

Section 905. The Conservation District Act is amended by changing Section 6 as follows:

20 (70 ILCS 410/6) (from Ch. 96 1/2, par. 7106)

Sec. 6. Officers and employees. As soon as possible after the initial election or the initial appointments, as the case may be, the trustees shall organize by selecting from their

members a president, secretary, treasurer, and other officers 1 2 as are deemed necessary, who shall hold office for 2 years in 3 the case of an elected board, or the fiscal year in which elected in the case of an appointed board, and until their 4 5 successors are selected and qualify. Three trustees shall constitute a quorum of the board for the transaction of 6 7 business if the district has 5 trustees. If the district has 7 8 trustees, 4 trustees shall constitute a quorum of the board 9 for the transaction of business. The board shall hold regular 10 monthly meetings. Special meetings may be called by the 11 president and shall be called on the request of a majority of 12 members, as may be required.

The board shall provide for the proper and safe keeping of its permanent records and for the recording of the corporate action of the district. It shall keep a proper system of accounts showing a true and accurate record of its receipts and disbursements, and it shall cause an annual audit to be made of its books, records, and accounts.

19 The records of the district shall be subject to public 20 inspection at all reasonable hours and under regulations as 21 the board may prescribe.

The district shall annually make a full and complete report to the county board of each county within the district and to the Department of Natural Resources of its transactions and operations for the preceding year. The report shall contain a full statement of its receipts, disbursements, and

1 the program of work for the period covered, and may include 2 recommendations as may be deemed advisable.

Executive or ministerial duties may be delegated to one or more trustees or to an authorized officer, employee, agent, attorney, or other representative of the district.

All officers and employees authorized to receive or retain the custody of money or to sign vouchers, checks, warrants, or evidences of indebtedness binding upon the district shall furnish surety bond for the faithful performance of their duties and the faithful accounting for all moneys that may come into their hands in an amount to be fixed and in a form to be approved by the board.

13 All contracts for supplies, material, or work involving an expenditure in excess of \$30,000 \$25,000, or a lower amount if 14 required by board policy, shall be let to the lowest 15 16 responsible bidder, after due advertisement, excepting work 17 requiring personal confidence or necessary supplies under the 18 control of monopolies, where competitive bidding is 19 impossible, or as otherwise provided in the Forest Preserve 20 District and Conservation District Design-Build Authorization Act. All contracts for supplies, material, or work shall be 21 22 signed by the president of the board and by any other officer 23 as the board in its discretion may designate.

24 (Source: P.A. 99-771, eff. 8-12-16.)

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Section 910. The Downstate Forest Preserve District Act is

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1 amended by changing Section 8 as follows:

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(70 ILCS 805/8) (from Ch. 96 1/2, par. 6315)

3 Sec. 8. Powers and duties of corporate authority and 4 officers; contracts; salaries.

5 (a) The board shall be the corporate authority of such forest preserve district and shall have power to pass and 6 7 enforce all necessary ordinances, rules and regulations for the management of the property and conduct of the business of 8 9 such district. The president of such board shall have power to 10 appoint such employees as may be necessary. In counties with 11 population of less than 3,000,000, within 60 days after their 12 selection the commissioners appointed under the provisions of Section 3a of this Act shall organize by selecting from their 13 14 members a president, vice president, secretary, treasurer and 15 such other officers as are deemed necessary who shall hold 16 office for the fiscal year in which elected and until their successors are selected and qualify. In the one district in 17 18 existence on July 1, 1977, that is managed by an appointed 19 board of commissioners, the incumbent president and the other 20 officers appointed in the manner as originally prescribed in 21 this Act shall hold such offices until the completion of their 22 respective terms or in the case of the officers other than 23 president until their successors are appointed by said 24 president, but in all cases not to extend beyond January 1, 25 1980 and until their successors are selected and qualify.

1 Thereafter, the officers shall be selected in the manner as 2 prescribed in this Section except that their first term of 3 office shall not expire until June 30, 1981 and until their 4 successors are selected and qualify.

5 (a-5) An officer selected pursuant to subsection (a) may be removed, with or without cause, upon a motion adopted by an 6 7 affirmative vote of four-fifths of the board of the forest 8 preserve district. Upon adoption of a motion to remove an 9 officer: (i) the office becomes vacant and the former 10 officer's compensation shall be prorated to the date the 11 motion was approved; (ii) if the officer removed is the 12 president then the vice president immediately assumes the 13 duties of the president without president compensation and, if the officer removed is the vice president, treasurer, or 14 15 secretary, then the president shall select an interim 16 appointee who shall serve until the next regularly scheduled 17 forest preserve district board meeting; and (iii) a new officer shall be selected at the next regularly scheduled 18 forest preserve district board meeting. An officer removed 19 under this Section maintains his or her status as a member of 20 the forest preserve district board. 21

(b) In any county, city, village, incorporated town or sanitary district where the corporate authorities act as the governing body of a forest preserve district, the person exercising the powers of the president of the board shall have power to appoint a secretary and an assistant secretary and

treasurer and an assistant treasurer and such other officers 1 2 and such employees as may be necessary. The assistant 3 secretary and assistant treasurer shall perform the duties of the secretary and treasurer, respectively in case of death of 4 5 such officers or when such officers are unable to perform the duties of their respective offices. All 6 contracts for 7 supplies, material or work involving an expenditure in excess 8 of \$30,000 <del>\$25,000</del>, or a lower amount if required by board 9 policy, shall be let to the lowest responsible bidder, after 10 advertising at least once in one or more newspapers of general 11 circulation within the district, excepting work requiring 12 personal confidence or necessary supplies under the control of 13 monopolies, where competitive bidding is impossible, or as 14 otherwise provided in the Forest Preserve District and Conservation District Design-Build Authorization Act. 15 16 Contracts for supplies, material or work involving an 17 expenditure of \$30,000 <del>\$25,000</del>, or a lower amount if required by board policy, or less may be let without advertising for 18 19 bids, but whenever practicable, at least 3 competitive bids 20 shall be obtained before letting such contract. All contracts 21 for supplies, material or work shall be signed by the 22 president of the board of commissioners or by any such other 23 officer as the board in its discretion may designate.

(c) The president of any board of commissioners appointed
 under the provisions of Section 3a of this Act shall receive a
 salary not to exceed the sum of \$2500 per annum and the salary

of other members of the board so appointed shall not exceed
 \$1500 per annum. Salaries of the commissioners, officers and
 employees shall be fixed by ordinance.

(d) Whenever a forest preserve district owns any personal 4 5 property that, in the opinion of three-fifths of the members of the board of commissioners, is no longer necessary, useful 6 7 to, or for the best interests of the forest preserve district, then three-fifths of the members of the board, at any regular 8 9 meeting or any special meeting called for that purpose by an 10 ordinance or resolution that includes a general description of 11 the personal property, may authorize the conveyance or sale of 12 that personal property in any manner that they may designate, with or without advertising the sale. 13

14 (Source: P.A. 101-544, eff. 8-23-19.)

Section 915. The Cook County Forest Preserve District Act is amended by changing Section 14 as follows:

17 (70 ILCS 810/14) (from Ch. 96 1/2, par. 6417)

18 Sec. 14. The board, as corporate authority of a forest 19 preserve district, shall have power to pass and enforce all 20 necessary ordinances, rules and regulations for the management 21 of the property and conduct of the business of such district. 22 The president of such board shall have power to appoint a 23 secretary and an assistant secretary, and treasurer and an 24 assistant treasurer and such other officers and such employees

as may be necessary, all of whom, excepting the treasurer and 1 2 attorneys, shall be under civil service rules and regulations, as provided in Section 17 of this Act. The assistant secretary 3 and assistant treasurer shall perform the duties of the 4 5 secretary and treasurer, respectively, in case of death of said officers or when said officers are unable to perform the 6 duties of their respective offices because of absence or 7 8 inability to act. All contracts for supplies, material or work 9 involving an expenditure by forest preserve districts in 10 excess of  $$30,000 \quad \frac{$25,000}{$25,000}$  shall be let to the lowest responsible bidder, after due advertisement, excepting work 11 12 requiring personal confidence or necessary supplies under the 13 monopolies, where competitive control of bidding is 14 impossible, or as otherwise provided in the Forest Preserve District and Conservation District Design-Build Authorization 15 16 Act. Contracts for supplies, material or work involving an 17 expenditure of \$30,000 <del>\$25,000</del> or less may be let without advertising for bids, but whenever practicable, at least 3 18 competitive bids shall be obtained before letting such 19 contract. Notwithstanding the provisions of this Section, a 20 forest preserve district may establish procedures to comply 21 22 with State and federal regulations concerning affirmative 23 action and the use of small businesses or businesses owned by 24 minorities or women in construction and procurement contracts. 25 All contracts for supplies, material or work shall be signed 26 by the president of the board or by any such other officer as

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the board in its discretion may designate.
Salaries of employees shall be fixed by ordinance.
(Source: P.A. 99-264, eff. 1-1-16.)
Section 997. Severability. The provisions of this Act are
severable under Section 1.31 of the Statute on Statutes.

6 Section 999. Effective date. This Act takes effect June 1,
7 2022.