



State of Wisconsin  
2019 - 2020 LEGISLATURE

LRB-5558/1  
ZDW:kjf/amn/cdc

## 2019 SENATE BILL 770

January 30, 2020 - Introduced by Senators PETROWSKI and FITZGERALD, cosponsored by Representatives NYGREN and VOS. Referred to Committee on Transportation, Veterans and Military Affairs.

1     **AN ACT** *to repeal* 84.062 (1) (k) and 84.062 (5) (a) 2. d.; *to renumber* 84.062 (6)  
2           (f); *to renumber and amend* 84.062 (2); *to amend* 84.062 (1) (m), 84.062 (5)  
3           (a) 1. a., 84.062 (5) (a) 2. h., 84.062 (5) (a) 2. i., 84.062 (5) (a) 2. k., 84.062 (5) (b)  
4           and 84.062 (6) (a) 11.; and *to create* 84.062 (1) (f), 84.062 (1) (j), 84.062 (1) (L),  
5           84.062 (1) (p), 84.062 (2) (b), 84.062 (2) (c), 84.062 (2) (d), 84.062 (3), 84.062 (4),  
6           84.062 (5) (a) 2. f., 84.062 (5) (c), 84.062 (5) (d), 84.062 (6) (a) 14., 84.062 (6) (b),  
7           84.062 (6) (c), 84.062 (6) (d), 84.062 (6) (e), 84.062 (7), 84.062 (8), 84.062 (11),  
8           84.062 (13) and 84.062 (14) of the statutes; **relating to:** requirements for  
9           design-build transportation projects, providing an exemption from emergency  
10          rule procedures, and granting rule-making authority.

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### ***Analysis by the Legislative Reference Bureau***

This bill makes numerous changes to the design-build method that the Department of Transportation is currently authorized to use for projects.

Under current law, the design and construction of projects are generally two distinct phases. Under this method, often referred to as “design-bid-build,” DOT has broad authority to accomplish the design of a project. The construction of a project

**SENATE BILL 770**

must be executed by contract based on bids, with DOT awarding the contract to the lowest responsible bidder.

Under current law, DOT is also authorized to use a design-build method under which design, engineering, construction, and related services are procured through a single contract with a single entity capable of providing the services. Current law specifies the contents of requests for qualifications and requests for proposals solicited by DOT for design-build projects.

Under the bill, DOT must award six contracts for design-build projects every six years. The bill creates requirements for the evaluation of proposals and the awarding of design-build contracts. Under the bill, DOT must develop a design-build procurement manual. DOT must also prepare a report for the transportation projects commission and the legislature evaluating the success of the design-build program and the Joint Committee on Finance must make a recommendation as to whether the program should continue.

For further information see the *state and local* fiscal estimate, which will be printed as an appendix to this bill.

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*The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:*

1           **SECTION 1.** 84.062 (1) (f) of the statutes is created to read:

2           84.062 (1) (f) “Design professional” means a person registered under s. 443.03  
3 or 443.04 or a firm, partnership, or corporation registered under s. 443.08.

4           **SECTION 2.** 84.062 (1) (j) of the statutes is created to read:

5           84.062 (1) (j) “Member” means a private legal entity that is a member of a  
6 consortium or joint venture that is a design-builder.

7           **SECTION 3.** 84.062 (1) (k) of the statutes, as created by 2019 Wisconsin Act 9,  
8 is repealed.

9           **SECTION 4.** 84.062 (1) (L) of the statutes is created to read:

10          84.062 (1) (L) “Project” means a project involving a highway improvement, as  
11 defined in s. 84.06 (1) (a).

12          **SECTION 5.** 84.062 (1) (m) of the statutes, as created by 2019 Wisconsin Act 9,  
13 is amended to read:

**SENATE BILL 770**

1           84.062 (1) (m) “Qualified responsible bidder” means a design-builder  
2           responding to a request for qualifications and that is certified by the technical review  
3           committee.

4           **SECTION 6.** 84.062 (1) (p) of the statutes is created to read:

5           84.062 (1) (p) “Technical review committee” means the committee appointed  
6           under sub. (3).

7           **SECTION 7.** 84.062 (2) of the statutes, as created by 2019 Wisconsin Act 9, is  
8           renumbered 84.062 (2) (a) and amended to read:

9           84.062 (2) (a) The department shall administer a program for design-build  
10          projects. The department may not designate a project as a design-build project  
11          unless the department is able to clearly define the scope of work.

12          **SECTION 8.** 84.062 (2) (b) of the statutes is created to read:

13          84.062 (2) (b) The department shall award 6 design-build contracts every 6  
14          years, beginning on the effective date of this paragraph .... [LRB inserts date].  
15          During each 6-year period, the department shall award at least one low bid  
16          design-build contract, one best value design-build contract, and one fixed price  
17          variable scope design-build contract and 3 additional contracts that may be any  
18          combination of low bid design-build, best value design-build, and fixed price  
19          variable scope design-build contracts. The combined cost of the 6 design-build  
20          contracts awarded under this paragraph in each 6-year period may not exceed  
21          \$250,000,000 and the combined cost of all low bid design-build contracts awarded  
22          under this paragraph in each 6-year period may not exceed \$25,000,000.

23          **SECTION 9.** 84.062 (2) (c) of the statutes is created to read:

24          84.062 (2) (c) For each project designated under par. (a), the department shall  
25          solicit requests for qualifications, requests for proposals, and cost proposals as

**SENATE BILL 770****SECTION 9**

1 provided in this section and, subject to sub. (7) (c) and (d), let each project by contract  
2 to a qualified responsible bidder.

3 **SECTION 10.** 84.062 (2) (d) of the statutes is created to read:

4 84.062 (2) (d) No more than 6 months following the completion of a  
5 design-build project designated under this subsection, the department shall prepare  
6 a report, with input from the design-builder and the technical review committee,  
7 detailing the project, the decision to designate the project as a design-build project,  
8 the type of design-build contract let, and recommendations for statutory changes,  
9 if any. The department shall provide this report to the transportation projects  
10 commission, the joint committee on finance, and the senate and assembly standing  
11 committees having jurisdiction over transportation matters. The senate and  
12 assembly standing committees having jurisdiction over transportation matters shall  
13 schedule a hearing on the report not more than 30 days following distribution of the  
14 report by the chief clerks of the senate and the assembly. This paragraph does not  
15 apply to projects awarded after December 31, 2026.

16 **SECTION 11.** 84.062 (3) of the statutes is created to read:

17 84.062 (3) TECHNICAL REVIEW COMMITTEE. (a) The secretary shall appoint 5  
18 individuals to a technical review committee to evaluate proposals submitted under  
19 this section. The committee shall consist of the following:

- 20 1. Three employees of the department.
- 21 2. Two individuals who are not employees of the department and who are  
22 chosen in compliance with a memorandum of understanding entered into by the  
23 department with a state association of architectural, engineering, or design  
24 companies and a state association of transportation construction companies.

**SENATE BILL 770**

1 (b) The secretary may not appoint to the technical review committee any person  
2 associated, as defined in s. 19.42 (2), with a design-builder. No person appointed to  
3 the technical review committee may review proposals under this section when the  
4 proposed project could benefit the appointee or the appointee's immediate family, as  
5 defined in s. 19.42 (7).

6 (c) A person appointed to the technical review committee is an agent of the  
7 department under s. 895.46.

8 (d) Except as otherwise provided in this section, all records of the technical  
9 review committee are open to public inspection and copying under s. 19.35 (1).

10 **SECTION 12.** 84.062 (4) of the statutes is created to read:

11 84.062 (4) SELECTION. The department shall solicit design-build proposals in  
12 2 phases. In the first phase, the department shall solicit requests for qualifications  
13 under sub. (5) and requests for proposals under sub. (6). The technical review  
14 committee shall certify responsible bidders as provided in sub. (5) (c) and shall score  
15 technical proposals as provided in sub. (6) (b). In the 2nd phase, the department shall  
16 solicit cost proposals and the technical review committee shall evaluate cost  
17 proposals as provided in sub. (7).

18 **SECTION 13.** 84.062 (5) (a) 1. a. of the statutes, as created by 2019 Wisconsin  
19 Act 9, is amended to read:

20 84.062 (5) (a) 1. a. The design and construction experience of the  
21 design-builder or member, personnel, and contractors who will manage the design,  
22 engineering, and construction aspects of the project. The department may not  
23 require a level of experience that will unreasonably restrict competition.

24 **SECTION 14.** 84.062 (5) (a) 2. d. of the statutes, as created by 2019 Wisconsin  
25 Act 9, is repealed.

**SENATE BILL 770**

1           **SECTION 15.** 84.062 (5) (a) 2. f. of the statutes is created to read:

2           84.062 (5) (a) 2. f. The design-builder or a member has been in business for at  
3 least 12 months.

4           **SECTION 16.** 84.062 (5) (a) 2. h. of the statutes, as created by 2019 Wisconsin  
5 Act 9, is amended to read:

6           84.062 (5) (a) 2. h. The design-builder can provide information to the technical  
7 review committee upon request about ownership, management, and control of the  
8 design-builder.

9           **SECTION 17.** 84.062 (5) (a) 2. i. of the statutes, as created by 2019 Wisconsin Act  
10 9, is amended to read:

11           84.062 (5) (a) 2. i. The design-builder or a member has not been debarred from  
12 any government contracts and has not been found to have committed tax avoidance  
13 or evasion in any jurisdiction in the previous ~~10~~ 5 years.

14           **SECTION 18.** 84.062 (5) (a) 2. k. of the statutes, as created by 2019 Wisconsin  
15 Act 9, is amended to read:

16           84.062 (5) (a) 2. k. No design professional employed by the design-builder or  
17 a member ~~or~~ who is assigned to the design-build project and no design professional  
18 that the design-builder will contract with for the design-build project has been  
19 disciplined in any jurisdiction in the previous 5 years under a license that is currently  
20 in use.

21           **SECTION 19.** 84.062 (5) (b) of the statutes, as created by 2019 Wisconsin Act 9,  
22 is amended to read:

23           84.062 (5) (b) The ~~office~~ department shall advertise the request for  
24 qualifications.

25           **SECTION 20.** 84.062 (5) (c) of the statutes is created to read:

**SENATE BILL 770**

1           84.062 (5) (c) The technical review committee shall certify at least 2 but not  
2 more than 5 design-builders as qualified responsible bidders. If the department does  
3 not receive at least 2 responses to the request for qualifications or if the technical  
4 review committee certifies only one design-builder as a qualified responsible bidder,  
5 the department may re-advertise or cancel the project.

6           **SECTION 21.** 84.062 (5) (d) of the statutes is created to read:

7           84.062 (5) (d) In making determinations under this subsection, the technical  
8 review committee may not consider whether a design-builder or member exercised  
9 legal rights specified in statute or rule or under a contract with the department.

10          **SECTION 22.** 84.062 (6) (a) 11. of the statutes, as created by 2019 Wisconsin Act  
11 9, is amended to read:

12          84.062 (6) (a) 11. Amount of stipend, if any.

13          **SECTION 23.** 84.062 (6) (a) 14. of the statutes is created to read:

14          84.062 (6) (a) 14. A requirement that the design-builder perform not less than  
15 30 percent of the construction services under the contract with labor provided by  
16 employees of the design-builder or member and equipment owned or rented by the  
17 design-builder or member.

18          **SECTION 24.** 84.062 (6) (b) of the statutes is created to read:

19          84.062 (6) (b) The technical review committee shall evaluate each technical  
20 proposal, which may include a confidential interview, and shall assign points in  
21 accordance with the request for proposals and subject to all of the following:

22           1. For a project that will be awarded as either a low bid design-build contract  
23 or a fixed price variable scope design-build contract, the technical review committee  
24 shall determine whether technical proposals are responsive to the request for  
25 proposals without ranking or scoring the proposals.

**SENATE BILL 770****SECTION 24**

1           2. For a project that will be awarded as a best value design-build contract, the  
2 technical review committee shall determine whether technical proposals are  
3 responsive to the request for proposals and score each responsive technical proposal  
4 as required by the request for proposals. The technical review committee may award  
5 not more than 20 percent of the points awarded to a technical proposal based on the  
6 design-builder's qualifications and ability to design, contract, and deliver the project  
7 in accordance with any deadline established in the request for proposals. The  
8 technical review committee may award a technical proposal not less than 25 percent  
9 and not more than 60 percent of the maximum number of combined points that may  
10 be awarded to a technical proposal and cost proposal.

11           **SECTION 25.** 84.062 (6) (c) of the statutes is created to read:

12           84.062 (6) (c) The department shall allow design-builders to include  
13 alternative technical concepts and value engineering changes in their proposals by  
14 describing the process for submission and evaluation of alternative technical  
15 concepts and value engineering changes in the request for proposals.

16           **SECTION 26.** 84.062 (6) (d) of the statutes is created to read:

17           84.062 (6) (d) The technical review committee may not consider a proposal  
18 responsive unless the proposal includes a conceptual design, critical path method,  
19 bar schedule of the work to be performed or similar schematic, design plans and  
20 specifications, technical reports, and all other information required by the request  
21 for proposals. The technical review committee may not consider any price or fee  
22 included in the technical proposal.

23           **SECTION 27.** 84.062 (6) (e) of the statutes is created to read:

24           84.062 (6) (e) The department shall notify the design-builder for each proposal  
25 that is determined to be responsive under par. (b) that the design-builder may



**SENATE BILL 770**

1 submit a cost proposal under par. (7). The department shall reject all proposals that  
2 are determined to be nonresponsive under par. (b).

3 **SECTION 28.** 84.062 (6) (f) of the statutes, as created by 2019 Wisconsin Act 9,  
4 is renumbered 84.062 (7) (f).

5 **SECTION 29.** 84.062 (7) of the statutes is created to read:

6 84.062 (7) COST PROPOSALS. (a) Design-builders notified under sub. (6) (e) may  
7 submit a cost proposal and the proposal shall include a fixed cost of design,  
8 engineering, and construction services prepared by a design professional that  
9 contains all design, engineering, construction, and quality assurance and quality  
10 control costs of the project.

11 (b) The technical review committee may open cost proposals only after the  
12 technical proposals have been reviewed as provided in sub. (6). At the time and place  
13 specified in the request for proposals, the technical review committee shall open cost  
14 proposals, read the proposals aloud, and, for a project that will be awarded as a best  
15 value design-build contract, make public the committee's scoring of the technical  
16 proposals.

17 (c) Following a review of cost proposals, the department may issue a notice of  
18 intent to award a contract, subject to all of the following:

19 1. For a low bid design-build contract, the contract shall be awarded to the  
20 qualified responsible bidder that submitted a responsive technical proposal and also  
21 submitted the lowest responsive cost proposal.

22 2. For a fixed price variable scope design-build contract, the contract shall be  
23 awarded to the qualified responsible bidder that submitted a responsive technical  
24 proposal and that submitted a responsive cost proposal that provides the maximum

**SENATE BILL 770****SECTION 29**

1 amount of services for the maximum fixed price set by the department or for an  
2 amount that is less than the maximum fixed price.

3 3. For a best value design-build contract, the contract shall be awarded to the  
4 qualified responsible bidder with the highest adjusted score, which shall be  
5 calculated by adding the bidder's technical proposal score to the bidder's cost  
6 proposal score. The technical review committee shall award the lowest qualified  
7 responsible bidder the maximum number of points that may be awarded to a cost  
8 proposal under the request for proposals, but not less than 40 percent and not more  
9 than 75 percent of the maximum number of combined points that shall be awarded  
10 to a technical proposal and cost proposal. For each remaining qualified responsible  
11 bidder, the technical review committee shall calculate the score for the cost proposal  
12 by reducing the maximum number of points that may be awarded to the cost proposal  
13 by 1 percent for each percentage point by which the cost proposal exceeds the lowest  
14 cost proposal.

15 (d) Following a review of cost proposals, the department may reject all  
16 proposals. If the department rejects all proposals or does not execute a contract after  
17 issuing an intent to award a contract under par. (c), the department may reissue the  
18 request for proposals and allow only the qualified responsible bidders originally  
19 notified under sub. (6) (e) to submit new proposals. The department shall pay a  
20 reasonable stipulated fee to each design-builder that provides a responsive but  
21 unsuccessful proposal in response to the reissued request for proposals. If the  
22 reissued request for proposals specifies a maximum fixed price, the department may  
23 not award a stipend to a design-builder whose proposal exceeds that price.

**SENATE BILL 770**

1 (e) Not less than 5 working days prior to executing a design-build contract, the  
2 department shall provide notice to each unsuccessful qualified responsible bidder  
3 that a notice of intent to award a contract has been issued.

4 **SECTION 30.** 84.062 (8) of the statutes is created to read:

5 84.062 (8) CONTRACT AWARD. (a) In this subsection:

6 1. "Construction services" means work necessary to construct a project,  
7 including trucking services and materials purchased regardless of whether the  
8 materials are installed by the design-builder.

9 2. "Specialty services" means work related to sanitary sewer systems, water  
10 main systems, staking, electrical, landscaping and erosion control, traffic control,  
11 signing, pavement marking, fencing, and other work identified by the department.

12 (b) No later than 10 days following the issuance of a notice of intent to award  
13 a design-build contract, the department shall verify that the design-builder will  
14 perform not less than 30 percent of the construction services under the contract with  
15 labor provided by employees of the design-builder or member and equipment owned  
16 or rented by the design-builder or member.

17 (c) The design-builder shall submit to the department in the form prescribed  
18 by the department documentation of the construction services the design-builder or  
19 members will perform and the dollar value of the services.

20 (d) The department shall calculate the percentage of total construction services  
21 identified in the contract to be performed by the design-builder or members by  
22 subtracting the value of specialty services to be performed from the total contract  
23 amount and dividing the dollar value of construction services to be performed by the  
24 design-builder or members by the difference. If the value of construction services  
25 to be performed by the design-builder or members is less than 30 percent of the value

**SENATE BILL 770****SECTION 30**

1 of all construction services required under the contract, the department shall cancel  
2 the contract award.

3 **SECTION 31.** 84.062 (11) of the statutes is created to read:

4 84.062 (11) STIPULATED FEE. (a) The department shall award a stipulated fee  
5 of not less than three-tenths of 1 percent of the department's estimated cost of design  
6 and construction as follows:

7 1. To each qualified responsible bidder that provides a responsive but  
8 unsuccessful proposal when the department issues a notice of intent to award a  
9 contract. If the request for proposals specifies a maximum fixed price, the  
10 department may not award a fee to a proposal that exceeds the maximum fixed price.

11 2. To all qualified responsible bidders that provide a responsive proposal, if the  
12 department does not issue a notice of intent to award a contract.

13 3. To all qualified responsible bidders if the department cancels the solicitation  
14 before the technical review committee reviews technical proposals.

15 (b) The department shall pay the fee to each qualified responsible bidder under  
16 par. (a) no later than 90 days after the department issues a notice of intent to award  
17 a contract, determines that it will not issue a notice of intent to award a contract, or  
18 cancels the solicitation.

19 (c) In consideration for paying the fee, the department may use work product  
20 contained in an unsuccessful proposal in connection with any proposed or awarded  
21 design-build project without making any additional compensation to the  
22 design-builder. If an unsuccessful design-builder waives the stipulated fee, the  
23 department may not use work product in the design-builder's unsuccessful proposal.

24 **SECTION 32.** 84.062 (13) of the statutes is created to read:

**SENATE BILL 770**

1           84.062 (13) APPEALS. (a) Any person aggrieved and directly affected by a  
2           decision of the department to issue a request for qualifications or a request for  
3           proposals under this section shall be entitled to judicial review of the decision as  
4           provided in ch. 227, subject to the procedural requirements of s. 227.53 (1). A person  
5           shall be considered a person aggrieved and directly affected by a decision of the  
6           department if any of the following applies to a request for qualifications or a request  
7           for proposals issued by the department under this section:

8           1. The request does not include qualifications, requirements, or other items  
9           required under this section.

10          2. The request does not comply with procedural requirements under this  
11          section.

12          3. The request contains material errors or omissions.

13          4. The request contains material discrepancies, deficiencies, or ambiguities  
14          that prevent a person from submitting a responsive proposal.

15          5. The request indicates a bias against or preference for a specific  
16          design-builder.

17          6. The request exceeds the department's authority.

18          (b) Any person aggrieved and directly affected by a decision of the department  
19          to issue a notice of intent to award a contract under this section shall be entitled to  
20          judicial review of the decision as provided in ch. 227, subject to the procedural  
21          requirements of s. 227.53 (1). A person shall be considered a person aggrieved and  
22          directly affected by a decision of the department if any of the following applies to a  
23          notice of intent to award a contract under this section:

24          1. The design-builder that received the notice of intent to award a contract was  
25          improperly certified as a qualified responsible bidder.

**SENATE BILL 770****SECTION 32**

1           2. A mathematical error was made in scoring any of the proposals that resulted  
2 in an improper intent to award a contract.

3           3. There is evidence of collusion or fraud involving either the design-builder  
4 who received the notice of intent to award a contract or a member of the technical  
5 review committee.

6           4. There is evidence of bias of a member of the technical review committee.

7           5. There is evidence that a member of the technical review committee has a  
8 conflict of interest because the committee member, a member of his or her immediate  
9 family, as defined in s. 19.42 (7), or any organization or business with which the  
10 member is associated, as defined in s. 19.42 (2), may benefit from the intent to award  
11 a contract.

12           6. The technical proposal or cost proposal submitted by the design-builder who  
13 received the notice of intent to award a contract is not responsive to the request for  
14 proposals, contains conditions or qualifications not provided for in the request for  
15 proposals, or does not assign costs to all services identified in the technical proposal  
16 or is otherwise materially unbalanced.

17           (c) If the department prevails upon judicial review, following any protest and  
18 appellate court proceedings, the department shall be entitled to recover all costs and  
19 charges included in the final order or judgment, excluding attorney fees. Upon  
20 payment of costs and charges by the protester, the bond shall be returned. If the  
21 protesting party prevails, the protesting party shall be entitled to recover from the  
22 department all costs and charges included in the final order or judgment, excluding  
23 attorney fees. The entire amount of the bond shall be forfeited if the hearing officer  
24 determines that a protest was filed for a frivolous or improper purpose, including but

**SENATE BILL 770**

1 not limited to the purpose of harassing, causing unnecessary delay, or causing  
2 needless cost for the department or parties.

3 **SECTION 33.** 84.062 (14) of the statutes is created to read:

4 84.062 (14) DELIVERABLES. (a) No later than 9 months after the effective date  
5 of this section .... [LRB inserts date], the department shall prepare a report that  
6 establishes a program structure for delivering projects as required under this  
7 subsection. The report shall specify the types of highway improvement projects to  
8 be considered and procedures and timelines for the bid process. The department may  
9 not designate a highway improvement project as a design-build project prior to the  
10 completion of the report.

11 (b) The department shall prepare a design-build procurement manual that  
12 incorporates the requirements under this subsection and any applicable  
13 requirements under federal law.

14 (c) No later than December 31, 2027, the department shall submit a report to  
15 the transportation projects commission, the joint committee on finance, and the  
16 senate and assembly standing committees having jurisdiction over transportation  
17 matters summarizing observations of the process utilized for alternative project  
18 delivery methods and describing the effectiveness of the alternative project delivery  
19 methods contracting procedures. The report shall include discussion on scope of  
20 work, history of projects selected, evaluation criteria, selection process, contract  
21 administration, work progression, and time and cost comparisons between the  
22 traditional contracting method and alternative delivery methods, claims, and  
23 changes.

24 (d) No later than 6 months after receipt of the report required under par. (c),  
25 the joint committee on finance shall determine whether the alternative project

**SENATE BILL 770****SECTION 33**

1 delivery program was successful in providing the department with additional tools  
2 that allow innovation, reduced project completion time, cost certainty, or reduced  
3 cost or other advantages or benefits and shall make a recommendation to the  
4 legislature as to whether the program should continue.

5 **SECTION 34. Nonstatutory provisions.**

6 (1) EMERGENCY RULES RELATING TO ALTERNATIVE PROJECT DELIVERY. The  
7 department of transportation may use the procedure under s. 227.24 to promulgate  
8 emergency rules under s. 84.062 (5) to (7) for the period before the date on which  
9 permanent rules under s. 84.062 (5) to (7) take effect. Notwithstanding s. 227.24 (1)  
10 (c) and (2), emergency rules promulgated under this subsection remain in effect until  
11 the first day of the 25th month beginning after the effective date of the emergency  
12 rule, the date on which the permanent rules take effect, or the effective date of the  
13 repeal of the emergency rule, whichever is earlier. Notwithstanding s. 227.24 (1) (a)  
14 and (3), the department of transportation is not required to provide evidence that  
15 promulgating a rule under this subsection as emergency rules is necessary for the  
16 preservation of public peace, health, safety, or welfare and is not required to provide  
17 a finding of emergency for a rule promulgated under this subsection.

18

(END)