

1 1HT13L-1

2 By Senator Coleman-Madison

3 RFD: State Governmental Affairs

4 First Read: 21-Mar-23



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#### SYNOPSIS:

Under existing law, with the exception of contracts for public works, all expenditure of funds of whatever nature for labor, services, work, or for the purchase or lease of materials, equipment, supplies, or other personal property involving \$15,000 or more made by or on behalf of certain state and local public awarding authorities are required to be made by contractual agreement entered into by free and open competitive bidding, on sealed bids, to the lowest responsible bidder.

This bill would increase various threshold dollar amounts for which competitive bidding is generally required and would authorize those dollar amounts to be further increased based on increases in the Consumer Price Index.

Section 111.05 of the Constitution of Alabama of 2022, prohibits a general law whose purpose or effect would be to require a new or increased expenditure of local funds from becoming effective with regard to a local governmental entity without enactment by a 2/3 vote unless: it comes within one of a number of specified exceptions; it is approved by the affected entity; or the Legislature appropriates funds, or provides a local source of revenue, to the entity for



29	the purpose.
30	The purpose or effect of this bill would be to
31	require a new or increased expenditure of local funds
32	within the meaning of the amendment. However, the bill
33	does not require approval of a local governmental
3 4	entity or enactment by a 2/3 vote to become effective
35	because it comes within one of the specified exceptions
36	contained in the amendment.
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39	A BILL
40	TO BE ENTITLED
41	AN ACT
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43	Relating to public contracts; to amend Sections
4 4	41-16-50, 41-16-51, 41-16-52, 41-16-53, 41-16-54, and
45	41-16-55, Code of Alabama 1975, to increase the threshold
46	dollar amount for which competitive bidding is generally
47	required for certain state and local public awarding
48	authorities, with exceptions; to provide a legislative method
49	for the increase of the threshold dollar amount; and in
50	connection therewith would have as its purpose or effect the
51	requirement of a new or increased expenditure of local funds
52	within the meaning of Section 111.05 of the Constitution of
53	Alabama of 2022.
54	BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:
55	Section 1. Sections 41-16-50, 41-16-51, 41-16-52,
56	41-16-53, 41-16-54, and 41-16-55, Code of Alabama 1975, are



57 amended to read as follows: 58 "\$41-16-50 59 (a) With the exception of contracts for public works 60 whose competitive bidding requirements are governed exclusively by Title 39, all expenditure of funds of whatever 61 62 nature for labor, services, work, or for the purchase of 63 materials, equipment, supplies, or other personal property involving fifteen thousand dollars (\$15,000) thirty thousand 64 65 dollars (\$30,000) or more, and the lease of materials, equipment, supplies, or other personal property where the 66 67 lessee is, or becomes legally and contractually, bound under the terms of the lease, to pay a total amount of fifteen68 thousand dollars (\$15,000) thirty thousand dollars (\$30,000) 69 70 or more, made by or on behalf of the Alabama Fire College, the 71 district boards of education of independent school districts,

the county commissions, the governing bodies of the municipalities of the state, and the governing boards of

instrumentalities of counties and municipalities, including

waterworks boards, sewer boards, gas boards, and other like

76 utility boards and commissions, except as hereinafter

77 <u>otherwise provided in this article</u>, shall be made under

contractual agreement entered into by free and open

79 competitive bidding, on sealed bids, to the lowest responsible

80 and responsive bidder.

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(b) (1) Prior to advertising for bids for an item of personal property or services, where a county, a municipality, or an instrumentality thereof is the awarding authority, the awarding authority may establish a local preference zone



85 consisting of cither any of the following:

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- 86 <u>a. The the</u> legal boundaries or jurisdiction of the awarding authority, or the.
- b. The boundaries of the county in which the awarding authority is located, or the.
- 90 <u>c. The</u> boundaries of the Core Based Statistical Area in 91 which the awarding authority is located.
  - (2) If no such action is taken by the awarding authority under subdivision (1), the boundaries of the local preference zone shall be deemed to be the same as the legal boundaries or jurisdiction of the awarding authority.
  - (3) In the event a bid is received for an item of personal property or services to be purchased or contracted for from a person, firm, or corporation deemed to be a responsible bidder, having a place of business within the local preference zone where the county, a municipality, or an instrumentality thereof is the awarding authority, and the bid is no more than five percent greater than the bid of the lowest responsible bidder, the awarding authority may award the contract to the resident responsible bidder.
- 105 (4) If no bids or only one bid is received at the time 106 stated in the advertisement for bids, the awarding authority 107 may advertise for and seek other competitive bids, or the 108 awarding authority may negotiate through the receipt of 109 informal bids not subject to the requirements of this article. 110 Where only one responsible and responsive bid has been received, any negotiation for the work shall be for a price 111 lower than that bid. In the event only one bidder responds to 112

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the invitation to bid, the awarding authority may reject the bid and negotiate the purchase or contract, providing the negotiated price is lower than the bid price.

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(5) In the event both or all bids exceed the awarding authority's anticipated budget, the awarding authority may negotiate with the lowest responsible and responsive bidder, provided the negotiated price is lower than the bid price.

(b) (c) The governing bodies of two or more contracting agencies, as enumerated in subsection (a), or the governing bodies of two or more counties, or the governing bodies of two or more city or county boards of education, may provide, by joint agreement, for the purchase of labor, services, or work, or for the purchase or lease of materials, equipment, supplies, or other personal property for use by their respective agencies. The agreement shall be entered into by similar ordinances, in the case of municipalities, or resolutions, in the case of other contracting agencies, adopted by each of the participating governing bodies, which shall set forth the categories of labor, services, or work, or for the purchase or lease of materials, equipment, supplies, or other personal property to be purchased, the manner of advertising for bids and the awarding of contracts, the method of payment by each participating contracting agency, and other matters deemed necessary to carry out the purposes of the agreement. Each contracting agency's share of expenditures for purchases under any agreement shall be appropriated and paid in the manner set forth in the agreement and in the same manner as for other expenses of the contracting agency. The

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contracting agencies entering into a joint agreement, as <a href="herein">herein</a>—permitted by this section, may designate a joint purchasing or bidding agent, and the agent shall comply with this article. Purchases, contracts, or agreements made pursuant to a joint purchasing or bidding agreement shall be subject to all terms and conditions of this article.

In the event that utility services are no longer exempt from competitive bidding under this article, non-adjoining counties may not purchase utility services by joint agreement under authority granted by this subsection.

(c) (d) The awarding authority may require bidders to furnish a bid bond for a particular bid solicitation if the bonding requirement applies to all bidders, is included in the written bid specifications, and if bonding is available for the services, equipment, or materials.

(d)(e) Notwithstanding subsection (a), in the event the lowest bid for an item of personal property or services to be purchased or contracted for is received from a foreign entity, where the county, a municipality, or an instrumentality thereof is the awarding authority, the awarding authority may award the contract to a responsible bidder whose bid is no more than 10 percent greater than the foreign entity if the bidder has a place of business within the local preference zone or is a responsible bidder from a business within the state that is a woman-owned enterprise, an enterprise of small business, as defined in Section 25-10-3, a minority-owned business enterprise, a veteran-owned business enterprise, or a disadvantaged-owned business enterprise. For the purposes of

169	this subsection, foreign entity means a business entity that
170	does not have a place of business within the state.
171	(f)(1) No expenditure involving thirty thousand dollars
172	(\$30,000) or more may be split into parts involving sums of
173	less than thirty thousand dollars (\$30,000) for the purpose of
174	evading the requirements of this article.
175	(2) If an awarding authority documents its reasonable
176	belief, based on expenditures in previous years, that an
177	expenditure will not meet the dollar threshold and, based upon
178	that reasonable belief, makes the expenditure without bidding,
179	but then circumstances arise that necessitate making a
180	subsequent expenditure of like items or services that would
181	increase the total to or above the dollar threshold, then the
182	subsequent expenditure shall be bid pursuant to this article.
183	The awarding authority shall not be deemed to have violated
184	this article for the prior expenditure that was not bid,
185	provided that the awarding authority documented its reasonable
186	belief, based on expenditures in previous years, that the
187	total amount would be below the dollar threshold and that the
188	subsequent expenditure was bid.
189	(g) Beginning October 1, 2027, and every three years
190	thereafter, all dollar amounts used in this article shall be
191	subject to a cost adjustment based on the following procedure:
192	The Chief Examiner of the Department of Examiners of Public
193	Accounts may submit to the Chair of the Legislative Council a
194	recommendation that the amount be increased based on the
195	percentage increase in the Consumer Price Index for the
196	immediately preceding three-year period, rounded to the



197	nearest thousand dollars. The recommendation shall be subject
198	to the approval of the Legislative Council. In the event the
199	recommendation is not disapproved by the Legislative Council
200	by the end of April following the submission of the
201	recommendation, the recommendation shall be deemed to be
202	approved. Upon approval, the Department of Examiners of Public
203	Accounts shall notify the public of the adjusted dollar
204	amounts by July 1 before the fiscal year in which the changes

**"**§41-16-51 206

will take effect."

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- (a) Competitive bids for entities subject to this article shall not be required for utility services, the rates for which are fixed by law, regulation, or ordinance, and the competitive bidding requirements of this article shall not apply to any of the following:
- 212 (1) The purchase of insurance.
- 213 (2) The purchase of ballots and supplies for conducting 214 any primary, general, special, or municipal election.
- (3) Contracts for securing services of attorneys, physicians, architects, teachers, superintendents of 217 construction, artists, appraisers, engineers, consultants, certified public accountants, public accountants, or other individuals possessing a high degree of professional skill where the personality of the individual plays a decisive part.
- 221 (4) Contracts of employment in the regular civil 222 service.
- (5) Contracts for fiscal or financial advice or 223 224 services.



- 225 (6) Purchases of products made or manufactured by blind 226 or visually impaired individuals under the direction or 227 supervision of the Alabama Institute for Deaf and Blind in 228 accordance with Sections 21-2-1 to 21-2-4, inclusive Chapter 2 229 of Title 21.
- 230 (7) Purchases of maps or photographs from any federal agency.
- 232 (8) Purchases of manuscripts, books, maps, pamphlets, 233 periodicals, and library/research electronic data bases of 234 manuscripts, books, maps, pamphlets, or periodicals.
- 235 (9) The selection of paying agents and trustees for any security issued by a public body.
- 237 (10) Existing contracts up for renewal for sanitation or 238 solid waste collection, recycling, and disposal between 239 municipalities or counties, or both, and those providing the 240 service.

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- (11) Purchases of computer and word processing hardware when the hardware is the only type that is compatible with hardware already owned by the entity taking bids and custom software.
- (12) Professional services contracts for codification and publication of the laws and ordinances of municipalities and counties.
- 248 (13) Contractual services and purchases of commodities 249 for which there is only one vendor or supplier and contractual 250 services and purchases of personal property which by their 251 very nature are impossible to award by competitive bidding.
- 252 (14) Purchases of dirt, sand, or gravel by a county



governing body from in-county property owners in order to

supply a county road or bridge project in which the materials

will be used. The material shall be delivered to the project

site by county employees and equipment used only on projects

project components conducted exclusively by county employees.

- (15) Contractual services and purchases of products related to, or having an impact upon, security plans, procedures, assessments, measures, or systems, or the security or safety of persons, structures, facilities, or infrastructures.
- (16) Subject to the limitations in this subdivision, purchases, leases, or lease/purchases of goods or services, other than voice or data wireless communication services, made as a part of the purchasing cooperative sponsored by the National Association of Counties, its successor organization, or any other national or regional governmental cooperative purchasing program. The purchases, leases, or lease/purchases may only be made if all of the following occur:
  - a. The goods or services being purchased, including those purchased through a lease/purchase agreement, or leased are available as a result of a competitive bid process conducted by a governmental entity and approved by the Alabama Department of Examiners of Public Accounts for each bid.
- b. The goods or services are either not at the time available to counties on the state purchasing program or are available at a price equal to or less than that on the state purchasing program.
  - c. The purchase, lease, or lease/purchase is made



through a participating Alabama vendor holding an Alabama
business license if such a vendor exists.

- d. The entity purchasing, leasing, or lease/purchasing goods or services under this subdivision has been notified by the Department of Examiners of Public Accounts that the competitive bid process utilized by the cooperative program offering the goods complies with this subdivision. In addition, upon request, a vendor shall provide the entity purchasing, leasing, or lease/purchasing—items that exceed fifteen thousand dollars (\$15,000)—goods or services equaling thirty thousand dollars (\$30,000) or more which are made under this—exception\_subdivision\_during the previous 12 months a report of the sales, leases, and lease/purchases. which includes The report shall include a general description of the goods or services; the number of units sold, leased, and leased/purchased per entity; and the price of units purchased, leased, or leased/purchased.
- (17) Purchase Purchases of goods or services, other than wireless communication services, whether voice or data, from vendors that have been awarded a current and valid Government Services Administration contract. Any purchase made pursuant to this subdivision shall be under the same terms and conditions as provided in the Government Services Administration contract. Prices paid for such goods and services, other than wireless communication services, whether voice or data, may not exceed the amount provided in the Government Services Administration contract.
  - (18) Purchases of goods or services from vendors that



309	have been awarded a current and valid statewide contract
310	listed on the Alabama Buys e-procurement system. Any purchase
311	made pursuant to this subdivision shall be under the same
312	terms and conditions as provided in the statewide contract.
313	Prices paid for such goods and services may not exceed the
314	amount provided in the statewide contract.

- (19) Purchases of goods or services between governmental entities of the state, as authorized by Section 11-1-10.
  - (b) This article shall not apply to:

- (1) Any purchases of products where the price of the products is already regulated and established by state law.
- (2) Purchases made by individual schools of the county or municipal public school systems from monies other than those raised by taxation or received through appropriations from state or county sources.
- (3) The purchase, lease, sale, construction, installation, acquisition, improvement, enlargement, or expansion of any building or structure or other facility designed or intended for lease or sale by a medical clinic board organized under Sections 11-58-1 to 11-58-14, inclusive Chapter 58 of Title 11.
- (4) The purchase, lease, or other acquisition of machinery, equipment, supplies, and other personal property or services by a medical clinic board organized under—Sections

  11-58-1 to 11-58-14, inclusive Chapter 58 of Title 11.
- (5) Purchases for public hospitals and nursing homes operated by the governing boards of instrumentalities of the state, counties, and municipalities.



337	(6) Contracts for the purchase, lease, sale,
338	construction, installation, acquisition, improvement,
339	enlargement, or extension of any plant, building, structure,
340	or other facility or any machinery, equipment, furniture, or
341	furnishings therefor designed or intended for lease or sale
342	for industrial development, other than public utilities, under
343	Sections 11-54-80 to 11-54-99, inclusive Division 1 of Article
344	4 of Chapter 54 of Title 11, or Sections 11-54-20 to 11-54-28,
345	inclusive Article 2 of Chapter 54 of Title 11, or any other
346	law or amendment to the Constitution of Alabama of 2022
347	authorizing the construction of plants or other facilities for
348	industrial development or for the construction and equipment
349	of buildings for public building authorities under Sections
350	11-56-1 to 11-56-22, inclusive Chapter 56 of Title 11.
351	(7) The purchase of equipment, supplies, or materials
352	needed, used, and consumed in the normal and routine operation
353	of any waterworks system, sanitary sewer system, gas system,
354	or electric system, or any two or more thereof, that are owned
355	by municipalities, counties, or public corporations, boards,
356	or authorities that are agencies, departments, or
357	instrumentalities of municipalities or counties and no part of

(8) Purchases made by local housing authorities, organized and existing under Chapter 1 of Title 24, from monies other than those raised by state, county, or city

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municipality.

the operating expenses of which system or systems, during the

then current fiscal year, have been paid from revenues derived

from taxes or from appropriations of the state, a county, or a



taxation or received through appropriations from state, county, or city sources.

- 367 (c) The state trade schools, state junior colleges, 368 state colleges, and universities under the supervision and 369 control of the State Board of Education, the district boards 370 of education of independent school districts, the county commissions, and the governing bodies of the municipalities of 371 372 the state shall establish and maintain such purchasing 373 facilities and procedures as may be necessary to carry out the intent and purpose of this article by complying with the 374 375 requirements for competitive bidding in the operation and management of each state trade school, state junior college, 376 377 state college, or university under the supervision and control 378 of the State Board of Education, the district boards of 379 education of independent school districts, the county commissions, and the governing bodies of the municipalities of 380 381 the state and the governing boards of instrumentalities of 382 counties and municipalities, including waterworks boards, 383 sewer boards, gas boards, and other like utility boards and 384 commissions.
- 385 (d) Contracts entered into in violation of this article 386 shall be void and any person who violates the provisions of 387 this article shall be guilty of a Class C felony."

388 "\$41-16-52

389 (a) All expenditures of funds of whatever nature for 390 repair parts and the repair of heavy duty off-highway 391 construction equipment or of any vehicles with a gross vehicle 392 weight rating of 25,000 pounds or greater, including machinery

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used for grading, drainage, road construction, and compaction for the exclusive use of county and municipal highway, street, and sanitation departments, involving not more than twenty-two thousand five hundred dollars (\$22,500) forty thousand dollars (\$40,000) made by or on behalf of any county commissions and the governing bodies of the municipalities of the state, and the governing bodies of instrumentalities, including waterworks boards, sewer boards, gas boards, and other like utility boards and commissions, shall be made, at the option of the governing boards, bodies, instrumentalities, and commissions, without regard to this article. The foregoing exemption from this article shall apply to each incident of repair as to any repair parts, equipment, vehicles, or machinery. The amount of the exempted expenditure shall not be construed to be an aggregate of all the expenditures per fiscal year as to any individual vehicle or piece of equipment or machinery.

(b) The option provided by subsection (a) may be exercised by the governing boards, bodies, instrumentalities, and commissions by specific reference to this section on any and all purchase orders and purchase commitments executed by the governing boards, bodies, instrumentalities, and commissions; provided, however. However, the option shall not be exercised by any employee, agent, or servant unless done so after having received official prior approval of the respective governing board, body, instrumentality, or commission or unless exercised pursuant to a formal policy adopted by the governing board, body, instrumentality, or

commission setting out conditions and restrictions under which the option shall be exercised.

(c) All expenditures of funds of whatever nature for the leasing of heavy duty off-highway construction equipment and all vehicles with a gross vehicle weight rating of 25,000 pounds or greater, including machinery for grading, drainage, road construction, and compaction for exclusive use of county and municipal highway, street, and sanitation departments, involving a monthly rental of not more than five thousand dollars (\$5,000) ten thousand dollars (\$10,000) per month per vehicle or piece of equipment or machinery but not to exceed fifteen thousand dollars (\$15,000) thirty thousand dollars (\$30,000) per month for all such vehicles and pieces of equipment made by or on behalf of any county commissions and the governing boards of municipalities of the state and the governing bodies of instrumentalities, including waterworks boards, sewer boards, gas boards, and other like utility boards and commissions shall be made, at the option of the governing boards, bodies, instrumentalities, and commissions, without regard to the provisions of this article."

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In case of emergency affecting public health, safety or convenience, so declared in writing by the awarding authority, setting forth the nature of the danger to public health, safety or convenience involved in delay, contracts may be let to the extent necessary to meet the emergency without public advertisement. Such action and the reasons therefor shall immediately be made public by the awarding



449	authority. Notwithstanding any law to the contrary, in the
450	event circumstances arise for which a delay in remedying or
451	otherwise addressing would likely cause harm to an individual
452	or public property, a contract may be let to the extent
453	necessary to mitigate the harm without regard to the
454	requirements of this article, provided the awarding authority
455	does both of the following:
456	(1) Documents two or more price quotations or price
457	estimates before letting the contract.
458	(2) Adopts a resolution declaring the nature of the
459	circumstances, the action to be taken, and the reasons for
460	taking the action."
461	<b>"</b> §41-16-54
462	(a)(1) All proposed purchases in excess of <b>fifteen</b>
463	thousand dollars (\$15,000) thirty thousand dollars (\$30,000)
464	shall be advertised by posting notice thereof on a bulletin
465	board maintained outside the purchasing office and in any
466	other manner and for any length of time as may be determined.
467	Sealed bids or bids to be submitted by a reverse auction
468	procedure shall also be solicited by sending notice by mail or
469	other electronic means to all persons, firms, or corporations
470	who have filed a request in writing that they be listed for
471	solicitation on bids for the particular items that are set

476 (2) If a governing body mandates that advertisement for

forth in the request. If any person, firm, or corporation

whose name is listed fails to respond to any solicitation for

bids after the receipt of three solicitations, the listing may

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be cancelled.





bids shall be published in a newspaper, the contract for

purchase shall be awarded if the newspaper to which the

advertisement was submitted did not publish the advertisement

if the governing body can provide proof that it in good faith

submitted the advertisement to the newspaper with instructions

to publish the notice in accordance with this section.

- (b) Except as provided in subsection (d), all bids shall be sealed when received and shall be opened in public at the hour stated in the notice.
- (c) If the purchase or contract will involve an amount of <u>fifteen thousand dollars (\$15,000)</u> or <u>less</u> <u>less than thirty</u> <u>thousand dollars (\$30,000)</u>, the purchases or contracts may be made upon the basis of sealed bids, a joint purchasing agreement, a reverse auction procedure, or in the open market.
- (d) Beginning January 1, 2009, the awarding authority may make purchases or contracts involving an amount of fifteen thousand dollars (\$15,000) thirty thousand dollars (\$30,000) or more through a reverse auction procedure; provided, however, that. However, a reverse auction shall only be allowed where the item to be purchased at a reverse auction is either not at the time available on the state purchasing program under the same terms and conditions or, if available, the lowest price offered in the reverse auction is equal to or less than the price for which the item is available on the state purchasing program under the same terms and conditions. All of the purchases shall be subject to audit by the Examiners of Public Accounts. For purposes of this article, a reverse auction procedure includes either of the following:



505 (1) A real-time bidding process usually lasting less
506 than one hour and taking place at a previously scheduled time
507 and Internet location, in which multiple anonymous suppliers
508 submit bids to provide the designated goods or services.

- (2) a. A bidding process usually lasting less than two weeks and taking place during a previously scheduled period and at a previously scheduled Internet location, in which multiple anonymous suppliers submit bids to provide the designated goods or services.
- b. No later than November 30, 2008, the Department of Examiners of Public Accounts shall establish procedures for the use of reverse auction, which shall be distributed to all contracting agencies and shall be used in conducting any audits of the purchasing agency.
- (e) All original bids together with all documents pertaining to the award of the contract shall be retained in accordance with a retention period of at least seven years established by the Local Government Records Commission and shall be open to public inspection.
- (f) No purchase or contract involving professional services shall be subject to the requirements of this article and no purchase or contract involving an amount in excess of fifteen thousand dollars (\$15,000) shall be divided into parts involving amounts of fifteen thousand dollars (\$15,000) or less for the purpose of avoiding the requirements of this article. All such partial contracts involving fifteen thousand dollars (\$15,000) or less shall be void.
  - (g) This section shall be applicable to education



533	purchases made pursuant to Chapter 13B of Title 16."
534	<b>"</b> §41-16-55
535	(a) Any agreement or collusion among bidders or
536	prospective bidders in restraint of freedom of competition, by
537	agreement, to bid at a fixed price or to refrain from bidding
538	or otherwise shall render the bids of <u>such</u> the bidders void
539	and shall cause—such the bidders to be disqualified from
540	submitting further bids to the awarding authority on future
541	purchases.
542	(b) Whoever knowingly participates in a collusive
543	agreement in violation of this section involving a bid or bids
544	of <u>fifteen thousand dollars (\$15,000)</u> less than thirty
545	thousand dollars (\$30,000) and under shall be guilty of a
546	Class A misdemeanor and, upon conviction, shall be punished as
547	prescribed by law.
548	(c) Whoever knowingly and intentionally participates in
549	a collusive agreement in violation of this section involving a
550	bid or bids of over fifteen thousand dollars (\$15,000) thirty
551	thousand dollars (\$30,000) or more shall be guilty of a Class
552	C felony, and upon conviction shall be punished as prescribed
553	by law."
554	Section 2. Although this bill would have as its purpose
555	or effect the requirement of a new or increased expenditure of
556	local funds, the bill is excluded from further requirements
557	and application under Section 111.05 of the Constitution of
558	Alabama of 2022, because the bill defines a new crime or

Section 3. This act shall become effective on the first

amends the definition of an existing crime.



day of the third month following its passage and approval by

the Governor, or its otherwise becoming law.