H-1603.1		

HOUSE BILL 1962

62nd Legislature

2011 Regular Session

By Representatives Hunter and Haler

State of Washington

Read first time 02/15/11. Referred to Committee on Higher Education.

- 1 AN ACT Relating to reducing burdens on institutions of higher
- 2 education; amending RCW 39.29.011, 39.29.018, 40.14.025, 41.06.285,
- 3 43.19.1906, 43.41.130, and 43.88.160; reenacting and amending RCW
- 4 39.29.068; and repealing 1998 c 101 s 10.
- 5 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 6 **Sec. 1.** RCW 39.29.011 and 2009 c 486 s 7 are each amended to read 7 as follows:
- All personal service contracts shall be entered into pursuant to competitive solicitation, except for:
- 10 (1) Emergency contracts;
- 11 (2) Sole source contracts;
- 12 (3) Contract amendments;
- 13 (4) Contracts between a consultant and an agency of less than
- 14 twenty thousand dollars. However, contracts of five thousand dollars
- or greater but less than twenty thousand dollars shall have documented
- 16 evidence of competition, which must include agency posting of the
- 17 contract opportunity on the state's common vendor registration and bid
- 18 notification system. Agencies shall not structure contracts to evade
- 19 these requirements; ((and))

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(5) Contracts between a consultant and an institution of higher education of less than one hundred thousand dollars. However, contracts of ten thousand dollars or greater but less than one hundred thousand dollars shall have documented evidence of competition, which must include an institution of higher education's posting of the contract opportunity on the state's common vendor registration and bid notification system. Institutions of higher education shall not structure contracts to evade these requirements; and

- (6) Other specific contracts or classes or groups of contracts exempted from the competitive solicitation process by the director of the office of financial management when it has been determined that a competitive solicitation process is not appropriate or cost-effective.
- **Sec. 2.** RCW 39.29.018 and 2009 c 486 s 8 are each amended to read 14 as follows:
 - (1) Sole source contracts shall be filed with the office of financial management and made available for public inspection at least ten working days prior to the proposed starting date of the contract. Documented justification for sole source contracts shall be provided to the office of financial management when the contract is filed, and must include evidence that the agency posted the contract opportunity on the state's common vendor registration and bid notification system. For sole source contracts of twenty thousand dollars or more, documented justification shall also include evidence that the agency attempted to identify potential consultants by advertising through statewide or regional newspapers.
 - (2) The office of financial management shall approve sole source contracts of twenty thousand dollars or more before any such contract becomes binding and before any services may be performed under the contract. These requirements shall also apply to sole source contracts of less than twenty thousand dollars if the total amount of such contracts between an agency and the same consultant is twenty thousand dollars or more within a fiscal year. Agencies shall ensure that the costs, fees, or rates negotiated in filed sole source contracts of twenty thousand dollars or more are reasonable.
- 35 (3) The requirements of this section shall not apply to sole source 36 contracts entered into by institutions of higher education.

1 Sec. 3. RCW 39.29.068 and 1998 c 245 s 33 are each reenacted and 2 amended to read as follows:

The office of financial management shall maintain a publicly 3 4 available list of all personal service contracts entered into by state agencies during each fiscal year. For purposes of this section, state 5 6 agency does not include an institution of higher education. The list 7 shall identify the contracting agency, the contractor, the purpose of the contract, effective dates and periods of performance, the cost of 8 9 the contract and funding source, any modifications to the contract, and whether the contract was competitively procured or awarded on a sole 10 11 source basis. The office of financial management shall also ensure 12 that state accounting definitions and procedures are consistent with 13 RCW 39.29.006 and permit the reporting of personal expenditures by agency and by type of service. Designations of type of 14 15 services shall include, but not be limited to, management and organizational services, legal and expert witness services, financial 16 17 services, computer and information services, social or technical 18 research, marketing, communications, and employee training recruiting services. 19

20 **Sec. 4.** RCW 40.14.025 and 2003 c 163 s 1 are each amended to read 21 as follows:

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- (1) The secretary of state and the director of financial management shall jointly establish a procedure and formula for allocating the costs of services provided by the division of archives and records management to state agencies. For purposes of this section, state agency does not include institutions of higher education. The total amount allotted for services to state agencies shall not exceed the appropriation to the archives and records management account during any allotment period.
- (2) There is created the archives and records management account in the state treasury which shall consist of all fees and charges collected under this section. The account shall be appropriated exclusively for the payment of costs and expenses incurred in the operation of the division of archives and records management as specified by law.

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1 **Sec. 5.** RCW 41.06.285 and 1998 c 245 s 41 are each amended to read 2 as follows:

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- (1) There is hereby created a fund within the state treasury, designated as the "higher education personnel service fund," to be used by the board as a revolving fund for the payment of salaries, wages, and operations required for the administration of institutions of higher education and related boards, the budget for which shall be subject to review and approval and appropriation by the legislature. ((Subject to the requirements of subsection (2) of this section, an amount not to exceed one-half of one percent of the salaries and wages for all positions in the classified service)) An amount based on services used shall be contributed from the operations appropriations of each institution and the state board for community and technical colleges and credited to the higher education personnel service fund as such allotments are approved pursuant to chapter 43.88 RCW. Subject to the above limitations, such amount shall be charged against the allotments pro rata, at a rate to be fixed by the director of financial management from time to time, which will provide the board with funds to meet its anticipated expenditures during the allotment period.
- (2) ((If employees of institutions of higher education cease to be classified under this chapter pursuant to an agreement authorized by RCW 41.56.201, each institution of higher education and the state board for community and technical colleges shall continue, for six months after the effective date of the agreement, to make contributions to the higher education personnel service fund based on employee salaries and wages that includes the employees under the agreement. At the expiration of the six-month period, the director of financial management shall make across-the-board reductions in allotments of the higher education personnel service fund for the remainder of the biennium so that the charge to the institutions of higher education and state board for community and technical colleges based on the salaries and wages of the remaining employees of institutions of higher education and related boards classified under this chapter does not increase during the biennium, unless an increase is authorized by the legislature.
- 36 (3)) Moneys from the higher education personnel service fund shall 37 be disbursed by the state treasurer by warrants on vouchers duly 38 authorized by the board.

1 **Sec. 6.** RCW 43.19.1906 and 2008 c 215 s 5 are each amended to read 2 as follows:

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Insofar as practicable, all purchases and sales shall be based on competitive bids, and a formal sealed, electronic, or web-based bid procedure, subject to RCW 43.19.1911, shall be used as standard procedure for all purchases and contracts for purchases and sales executed by the state purchasing and material control director and under the powers granted by RCW 43.19.190 through 43.19.1939. This requirement also applies to purchases and contracts for purchases and sales executed by agencies, including educational institutions, under delegated authority granted in accordance with provisions of RCW 43.19.190 or under RCW 28B.10.029. However, formal sealed, electronic, or web-based competitive bidding is not necessary for:

- (1) Emergency purchases made pursuant to RCW 43.19.200 if the sealed bidding procedure would prevent or hinder the emergency from being met appropriately;
- (2) Purchases not exceeding thirty-five thousand dollars, or subsequent limits as calculated by the office of financial management: PROVIDED, That the state director of general administration shall establish procedures to assure that purchases made by or on behalf of the various state agencies shall not be made so as to avoid the thirtyfive thousand dollar bid limitation, or subsequent bid limitations as calculated by the office of financial management: PROVIDED FURTHER, That the state purchasing and material control director is authorized to reduce the formal sealed bid limits of thirty-five thousand dollars, subsequent limits as calculated by the office of financial management, to a lower dollar amount for purchases by individual state agencies if considered necessary to maintain full disclosure of competitive procurement or otherwise to achieve overall state efficiency and economy in purchasing and material control. Quotations from three thousand dollars to thirty-five thousand dollars, subsequent limits as calculated by the office of financial management, shall be secured from at least three vendors to assure establishment of a competitive price and may be obtained by telephone or written quotations, or both. The agency shall invite at least one quotation each from a certified minority and a certified women-owned vendor who shall otherwise qualify to perform such work. Immediately after the award is made, the bid quotations obtained shall be recorded and open

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- to public inspection and shall be available by telephone inquiry. A record of competition for all such purchases from three thousand dollars to thirty-five thousand dollars, or subsequent limits as calculated by the office of financial management, shall be documented for audit purposes. Purchases up to three thousand dollars may be made without competitive bids based on buyer experience and knowledge of the market in achieving maximum quality at minimum cost;
 - (3) Purchases which are clearly and legitimately limited to a single source of supply and purchases involving special facilities, services, or market conditions, in which instances the purchase price may be best established by direct negotiation;
 - (4) Purchases of insurance and bonds by the risk management division under RCW 43.41.310;
 - (5) Purchases and contracts for vocational rehabilitation clients of the department of social and health services: PROVIDED, That this exemption is effective only when the state purchasing and material control director, after consultation with the director of the division of vocational rehabilitation and appropriate department of social and health services procurement personnel, declares that such purchases may be best executed through direct negotiation with one or more suppliers in order to expeditiously meet the special needs of the state's vocational rehabilitation clients;
 - (6) Purchases by universities for hospital operation or biomedical teaching or research purposes and by the state purchasing and material control director, as the agent for state hospitals as defined in RCW 72.23.010, and for health care programs provided in state correctional institutions as defined in RCW 72.65.010(3) and veterans' institutions as defined in RCW 72.36.010 and 72.36.070, made by participating in contracts for materials, supplies, and equipment entered into by nonprofit cooperative hospital group purchasing organizations;
 - (7) Purchases for resale by institutions of higher education to other than public agencies when such purchases are for the express purpose of supporting instructional programs and may best be executed through direct negotiation with one or more suppliers in order to meet the special needs of the institution;
 - (8) Purchases by institutions of higher education not exceeding ((thirty-five)) one hundred thousand dollars: PROVIDED, That for purchases between ((three)) ten thousand dollars and ((thirty-five))

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one hundred thousand dollars quotations shall be secured from at least three vendors to assure establishment of a competitive price and may be obtained by telephone or written quotations, or both. For purchases between ((three)) ten thousand dollars and ((thirty-five)) one hundred thousand dollars, each institution of higher education shall invite at least one quotation each from a certified minority and a certified women-owned vendor who shall otherwise qualify to perform such work. A record of competition for all such purchases made from ((three)) ten thousand to ((thirty-five)) one hundred thousand dollars shall be documented for audit purposes;

- (9) Off-contract purchases of Washington grown food when such food is not available from Washington sources through an existing contract. However, Washington grown food purchased under this subsection must be of an equivalent or better quality than similar food available through the contract and be able to be paid from the agency's existing budget. This requirement also applies to purchases and contracts for purchases executed by state agencies, including institutions of higher education, under delegated authority granted in accordance with RCW 43.19.190 or under RCW 28B.10.029; and
- (10) Negotiation of a contract by the department of transportation, valid until June 30, 2001, with registered tow truck operators to provide roving service patrols in one or more Washington state patrol tow zones whereby those registered tow truck operators wishing to participate would cooperatively, with the department of transportation, develop a demonstration project upon terms and conditions negotiated by the parties.

Beginning on July 1, 1995, and on July 1st of each succeeding odd-numbered year, the dollar limits specified in this section shall be adjusted as follows: The office of financial management shall calculate such limits by adjusting the previous biennium's limits by the appropriate federal inflationary index reflecting the rate of inflation for the previous biennium. Such amounts shall be rounded to the nearest one hundred dollars. However, the three thousand dollar figure in subsections (2) ((and (8))) of this section may not be adjusted to exceed five thousand dollars.

As used in this section, "Washington grown" has the definition in RCW 15.64.060.

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Sec. 7. RCW 43.41.130 and 2010 c 159 s 1 are each amended to read as follows:

- (1) The director of financial management, after consultation with other interested or affected state agencies, shall establish overall policies governing the acquisition, operation, management, maintenance, repair, and disposal of all motor vehicles owned or operated by any state agency. These policies shall include but not be limited to a definition of what constitutes authorized use of a state owned or controlled passenger motor vehicle and other motor vehicles on official state business. The definition shall include, but not be limited to, the use of state-owned motor vehicles for commuter ride sharing so long as the entire capital depreciation and operational expense of the commuter ride-sharing arrangement is paid by the commuters. Any use other than such defined use shall be considered as personal use.
 - (2)(a) By June 15, 2010, the director of the department of general administration, in consultation with the office and other interested or affected state agencies, shall develop strategies to assist state agencies in reducing fuel consumption and emissions from all classes of vehicles.
 - (b) In an effort to achieve lower overall emissions for all classes of vehicles, state agencies should, when financially comparable over the vehicle's useful life, consider purchasing or converting to ultralow carbon fuel vehicles.
 - (3) State agencies shall phase in fuel economy standards for motor pools and leased petroleum-based fuel vehicles to achieve an average fuel economy standard of thirty-six miles per gallon for passenger vehicle fleets by 2015.
 - (4) After June 15, 2010, state agencies shall:
- (a) When purchasing new petroleum-based fuel vehicles for vehicle fleets: (i) Achieve an average fuel economy of forty miles per gallon for light duty passenger vehicles; and (ii) achieve an average fuel economy of twenty-seven miles per gallon for light duty vans and sports utility vehicles; or
 - (b) Purchase ultra-low carbon fuel vehicles.
- 35 (5) State agencies must report annually on the progress made to 36 achieve the goals under subsections (3) and (4) of this section 37 beginning October 31, 2011.

(6) The department of general administration, in consultation with the office and other affected or interested agencies, shall develop a separate fleet fuel economy standard for all other classes of petroleum-based fuel vehicles and report the progress made toward meeting the fuel consumption and emissions goals established by this section to the governor and the relevant legislative committees by December 1, 2012.

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- (7) The following vehicles are excluded from the average fuel economy goals established in subsections (3) and (4) of this section: Emergency response vehicles, passenger vans with a gross vehicle weight of eight thousand five hundred pounds or greater, vehicles that are purchased for off-pavement use, ultra-low carbon fuel vehicles, ((and)) vehicles that are driven less than two thousand miles per year, and vehicles that are owned by institutions of higher education.
- (8) Average fuel economy calculations used under this section for petroleum-based fuel vehicles must be based upon the current United States environmental protection agency composite city and highway mile per gallon rating.
- (9) The definitions in this subsection apply throughout this section unless the context clearly requires otherwise.
- 21 (a) "Petroleum-based fuel vehicle" means a vehicle that uses, as a 22 fuel source, more than ten percent gasoline or diesel fuel.
- (b) "Ultra-low carbon fuel vehicle" means a vehicle that uses, as a fuel source, at least ninety percent natural gas, hydrogen, biomethane, or electricity.
- 26 **Sec. 8.** RCW 43.88.160 and 2006 c 1 s 6 are each amended to read as follows:

This section forth the major fiscal sets duties and responsibilities of officers and agencies of the executive branch. The regulations issued by the governor pursuant to this chapter shall provide for a comprehensive, orderly basis for fiscal management and control, including efficient accounting and reporting therefor, for the executive branch of the state government and may include, in addition, such requirements as will generally promote more efficient public management in the state.

(1) Governor; director of financial management. The governor, through the director of financial management, shall devise and

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supervise a modern and complete accounting system for each agency to 1 2 the end that all revenues, expenditures, receipts, disbursements, resources, and obligations of the state shall be properly and 3 4 systematically accounted for. The accounting system shall include the development of accurate, timely records and reports of all financial 5 6 affairs of the state. The system shall also provide for central accounts in the office of financial management at the level of detail 7 8 deemed necessary by the director to perform central financial 9 The director of financial management shall adopt and management. 10 periodically update an accounting procedures manual. 11 maintaining its own accounting and reporting system shall comply with 12 the updated accounting procedures manual and the rules of the director 13 adopted under this chapter. An agency may receive a waiver from complying with this requirement if the waiver is approved by the 14 15 director. Waivers expire at the end of the fiscal biennium for which they are granted. The director shall forward notice of waivers granted 16 to the appropriate legislative fiscal committees. 17 The director of 18 financial management may require such financial, statistical, and other 19 reports as the director deems necessary from all agencies covering any 20 period.

- (2) Except as provided in chapter 43.88C RCW, the director of financial management is responsible for quarterly reporting of primary operating budget drivers such as applicable workloads, caseload estimates, and appropriate unit cost data. These reports shall be transmitted to the legislative fiscal committees or by electronic means to the legislative evaluation and accountability program committee. Quarterly reports shall include actual monthly data and the variance between actual and estimated data to date. The reports shall also include estimates of these items for the remainder of the budget period.
- (3) The director of financial management shall report at least annually to the appropriate legislative committees regarding the status of all appropriated capital projects, including transportation projects, showing significant cost overruns or underruns. If funds are shifted from one project to another, the office of financial management shall also reflect this in the annual variance report. Once a project is complete, the report shall provide a final summary showing estimated start and completion dates of each project phase compared to actual

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dates, estimated costs of each project phase compared to actual costs, and whether or not there are any outstanding liabilities or unsettled claims at the time of completion.

- (4) In addition, the director of financial management, as agent of the governor, shall:
- (a) Develop and maintain a system of internal controls and internal audits comprising methods and procedures to be adopted by each agency that will safeguard its assets, check the accuracy and reliability of its accounting data, promote operational efficiency, and encourage adherence to prescribed managerial policies for accounting and financial controls. The system developed by the director shall include criteria for determining the scope and comprehensiveness of internal controls required by classes of agencies, depending on the level of resources at risk.

Each agency head or authorized designee shall be assigned the responsibility and authority for establishing and maintaining internal audits following the standards of internal auditing of the institute of internal auditors;

- (b) Make surveys and analyses of agencies with the object of determining better methods and increased effectiveness in the use of manpower and materials; and the director shall authorize expenditures for employee training to the end that the state may benefit from training facilities made available to state employees;
- (c) Establish policies for allowing the contracting of child care services;
- (d) Report to the governor with regard to duplication of effort or lack of coordination among agencies;
- (e) Review any pay and classification plans, and changes thereunder, developed by any agency for their fiscal impact: PROVIDED, That none of the provisions of this subsection shall affect merit systems of personnel management now existing or hereafter established by statute relating to the fixing of qualifications requirements for recruitment, appointment, or promotion of employees of any agency. The director shall advise and confer with agencies including appropriate standing committees of the legislature as may be designated by the speaker of the house and the president of the senate regarding the fiscal impact of such plans and may amend or alter the plans, except

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that for the following agencies no amendment or alteration of the plans may be made without the approval of the agency concerned: Agencies headed by elective officials;

- (f) Fix the number and classes of positions or authorized employee years of employment for each agency and during the fiscal period amend the determinations previously fixed by the director except that the director shall not be empowered to fix the number or the classes for the following: Agencies headed by elective officials;
- 9 (g) Adopt rules to effectuate provisions contained in (a) through 10 (f) of this subsection.
 - (5) The treasurer shall:

- (a) Receive, keep, and disburse all public funds of the state not expressly required by law to be received, kept, and disbursed by some other persons: PROVIDED, That this subsection shall not apply to those public funds of the institutions of higher learning which are not subject to appropriation;
- (b) Receive, disburse, or transfer public funds under the treasurer's supervision or custody;
- (c) Keep a correct and current account of all moneys received and disbursed by the treasurer, classified by fund or account;
- (d) Coordinate agencies' acceptance and use of credit cards and other payment methods, if the agencies have received authorization under RCW 43.41.180;
- (e) Perform such other duties as may be required by law or by regulations issued pursuant to this law.

It shall be unlawful for the treasurer to disburse public funds in the treasury except upon forms or by alternative means duly prescribed by the director of financial management. These forms or alternative means shall provide for authentication and certification by the agency head or the agency head's designee that the services have been rendered or the materials have been furnished; or, in the case of loans or grants, that the loans or grants are authorized by law; or, in the case of payments for periodic maintenance services to be performed on state owned equipment, that a written contract for such periodic maintenance services is currently in effect; and the treasurer shall not be liable under the treasurer's surety bond for erroneous or improper payments so made. When services are lawfully paid for in advance of full performance by any private individual or business entity other than

equipment maintenance providers or as provided for by RCW 42.24.035, 1 2 such individual or entity other than central stores rendering such services shall make a cash deposit or furnish surety bond coverage to 3 4 the state as shall be fixed in an amount by law, or if not fixed by law, then in such amounts as shall be fixed by the director of the 5 department of general administration but in no case shall such required 6 cash deposit or surety bond be less than an amount which will fully 7 8 indemnify the state against any and all losses on account of breach of 9 promise to fully perform such services. Except for institutions of higher education, no payments shall be made in advance for any 10 equipment maintenance services to be performed more than twelve months 11 12 after such payment. Any such bond so furnished shall be conditioned 13 that the person, firm or corporation receiving the advance payment will apply it toward performance of the contract. The responsibility for 14 recovery of erroneous or improper payments made under this section 15 shall lie with the agency head or the agency head's designee in 16 17 accordance with regulations issued pursuant to this chapter. 18 in this section shall be construed to permit a public body to advance 19 funds to a private service provider pursuant to a grant or loan before 20 services have been rendered or material furnished.

(6) The state auditor shall:

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- (a) Report to the legislature the results of current post audits that have been made of the financial transactions of each agency; to this end the auditor may, in the auditor's discretion, examine the books and accounts of any agency, official, or employee charged with the receipt, custody, or safekeeping of public funds. Where feasible in conducting examinations, the auditor shall utilize data and findings from the internal control system prescribed by the office of financial management. The current post audit of each agency may include a section on recommendations to the legislature as provided in (c) of this subsection.
- (b) Give information to the legislature, whenever required, upon any subject relating to the financial affairs of the state.
- (c) Make the auditor's official report on or before the thirty-first of December which precedes the meeting of the legislature. The report shall be for the last complete fiscal period and shall include determinations as to whether agencies, in making expenditures, complied with the laws of this state. The state auditor is authorized to

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perform or participate in performance verifications and performance audits as expressly authorized by the legislature in the omnibus biennial appropriations acts or in the performance audit work plan approved by the joint legislative audit and review committee. state auditor, upon completing an audit for legal and financial compliance under chapter 43.09 RCW or a performance verification, may report to the joint legislative audit and review committee or other appropriate committees of the legislature, in a manner prescribed by the joint legislative audit and review committee, on facts relating to the management or performance of governmental programs where such facts are discovered incidental to the legal and financial audit performance verification. The auditor may make such a report to a legislative committee only if the auditor has determined that the agency has been given an opportunity and has failed to resolve the management or performance issues raised by the auditor. If the auditor makes a report to a legislative committee, the agency may submit to the committee a response to the report. This subsection (6) shall not be construed to authorize the auditor to allocate other than de minimis resources to performance audits except as expressly authorized in the appropriations acts or in the performance audit work plan. The results of a performance audit conducted by the state auditor that has been requested by the joint legislative audit and review committee must only be transmitted to the joint legislative audit and review committee.

(d) Be empowered to take exception to specific expenditures that have been incurred by any agency or to take exception to other practices related in any way to the agency's financial transactions and to cause such exceptions to be made a matter of public record, including disclosure to the agency concerned and to the director of It shall be the duty of the director of financial management. financial management to cause corrective action to be taken within six months, such action to include, as appropriate, the withholding of funds as provided in RCW 43.88.110. The director of financial management shall annually report by December 31st the status of audit resolution to the appropriate committees of the legislature, the state The director of auditor, and the attorney general. financial management shall include in the audit resolution report actions taken as a result of an audit including, but not limited to, types of

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personnel actions, costs and types of litigation, and value of recouped
goods or services.

- (e) Promptly report any irregularities to the attorney general.
- 4 (f) Investigate improper governmental activity under chapter 42.40 5 RCW.

- $((\frac{g}{g}))$ In addition to the authority given to the state auditor in this subsection (6), the state auditor is authorized to conduct performance audits identified in RCW 43.09.470. Nothing in this subsection (6) shall limit, impede, or restrict the state auditor from conducting performance audits identified in RCW 43.09.470.
 - (7) The joint legislative audit and review committee may:
- (a) Make post audits of the financial transactions of any agency and management surveys and program reviews as provided for in chapter 44.28 RCW as well as performance audits and program evaluations. To this end the joint committee may in its discretion examine the books, accounts, and other records of any agency, official, or employee.
- (b) Give information to the legislature or any legislative committee whenever required upon any subject relating to the performance and management of state agencies.
- (c) Make a report to the legislature which shall include at least the following:
- (i) Determinations as to the extent to which agencies in making expenditures have complied with the will of the legislature and in this connection, may take exception to specific expenditures or financial practices of any agencies; and
- (ii) Such plans as it deems expedient for the support of the state's credit, for lessening expenditures, for promoting frugality and economy in agency affairs, and generally for an improved level of fiscal management.
- 30 <u>NEW SECTION.</u> **Sec. 9.** 1998 c 101 s 10 is repealed.

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