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#### HOUSE BILL 2050

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State of Washington 58th Legislature 2003 Regular Session

By Representatives Sommers and Fromhold; by request of Office of Financial Management

Read first time 02/20/2003. Referred to Committee on Appropriations.

1 AN ACT Relating to the state budgeting, accounting, and reporting 2 system; amending RCW 43.88.020, 43.88.035, 43.88.060, 43.88.090, 3 43.88.130, 43.88.150, 43.88.170, 43.88.180, 43.88.190, 43.88.195, 43.88.030, 43.88.0301, 43.88.145, 4 43.88.250, 43.88.260, 43.88.110, 43.88.160, 43.79.270, 43.79.280, and 43.88.550; adding new sections to 5 6 chapter 43.88 RCW; creating a new section; recodifying RCW 43.88.010, 7 43.88.020, 43.88.025, 43.88.035, 43.88.060, 43.88.090, 43.88.070, 43.88.180, 43.88.080, 43.88.130, 8 43.88.150, 43.88.170, 43.88.190, 9 43.88.195, 43.88.250, 43.88.260, 43.88.030, 43.88.032, 43.88.033, 10 43.88.0301, 43.88.145, 43.88.110, 43.88.037, 43.88.160, 43.88.270, 43.88.290, 11 43.88.300, 43.88.310, 43.88.320, 43.88.570, 43.79.270, 43.79.280, 43.88.550, 43.88.240, 43.88.140, 12 43.88.265, 43.88.027, 13 43.88.175, 43.88.200, 43.88.210, 43.88.220, 43.88.230, 43.88.901, 43.88.903, 14 43.88.902, and 43.88.910; and repealing RCW 43.88.050, 43.88.100, 15 43.88.067, 43.88.093, 43.88.094, 43.88.120, 43.88.122, 16 43.88.205, 43.88.280, 43.88.350, 43.88.500, 43.88.505, 43.88.510, 43.88.515, 43.88.560, 43.88.899, 44.40.070, 44.40.080, and 47.08.010. 17

18 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

19 **DEFINITIONS** 

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Sec. 1. RCW 43.88.020 and 2000 2nd sp.s. c 4 s 11 are each amended to read as follows:

DEFINITIONS. (((1) "Budget" means a proposed plan of expenditures for a given period or purpose and the proposed means for financing these expenditures.

- (2) "Budget document" means a formal statement, either written or provided on any electronic media or both, offered by the governor to the legislature, as provided in RCW 43.88.030.
- (3) "Director of financial management" means the official appointed by the governor to serve at the governor's pleasure and to whom the governor may delegate necessary authority to carry out the governor's duties as provided in this chapter. The director of financial management shall be head of the office of financial management which shall be in the office of the governor.
- (4) "Agency" means and includes every state office, officer, each institution, whether educational, correctional, or other, and every department, division, board, and commission, except as otherwise provided in this chapter.
- (5) "Public funds", for purposes of this chapter, means all moneys, including cash, checks, bills, notes, drafts, stocks, and bonds, whether held in trust, for operating purposes, or for capital purposes, and collected or disbursed under law, whether or not such funds are otherwise subject to legislative appropriation, including funds maintained outside the state treasury.
- (6) "Regulations" means the policies, standards, and requirements, stated in writing, designed to carry out the purposes of this chapter, as issued by the governor or the governor's designated agent, and which shall have the force and effect of law.
- (7) "Ensuing biennium" means the fiscal biennium beginning on July 1st of the same year in which a regular session of the legislature is held during an odd-numbered year pursuant to Article II, section 12 of the Constitution and which biennium next succeeds the current biennium.
- (8) "Dedicated fund" means a fund in the state treasury, or a separate account or fund in the general fund in the state treasury, that by law is dedicated, appropriated, or set aside for a limited object or purpose; but "dedicated fund" does not include a revolving fund or a trust fund.

(9) "Revolving fund" means a fund in the state treasury, established by law, from which is paid the cost of goods or services furnished to or by a state agency, and which is replenished through charges made for such goods or services or through transfers from other accounts or funds.

- (10) "Trust fund" means a fund in the state treasury in which designated persons or classes of persons have a vested beneficial interest or equitable ownership, or which was created or established by a gift, grant, contribution, devise, or bequest that limits the use of the fund to designated objects or purposes.
- (11) "Administrative expenses" means expenditures for: (a) Salaries, wages, and related costs of personnel and (b) operations and maintenance including but not limited to costs of supplies, materials, services, and equipment.
- (12) "Fiscal year" means the year beginning July 1st and ending the following June 30th.
- (13) "Lapse" means the termination of authority to expend an appropriation.
  - (14) "Legislative fiscal committees" means the joint legislative audit and review committee, the legislative evaluation and accountability program committee, the ways and means and transportation committees of the senate and house of representatives, and, where appropriate, the legislative transportation committee.
  - (15) "Fiscal period" means the period for which an appropriation is made as specified within the act making the appropriation.
  - (16) "Primary budget driver" means the primary determinant of a budget level, other than a price variable, which causes or is associated with the major expenditure of an agency or budget unit within an agency, such as a caseload, enrollment, workload, or population statistic.
- 31 (17) "State tax revenue limit" means the limitation created by chapter 43.135 RCW.
- 33 (18) "General state revenues" means the revenues defined by Article
  34 VIII, section 1(c) of the state Constitution.
  - (19) "Annual growth rate in real personal income" means the estimated percentage growth in personal income for the state during the current fiscal year, expressed in constant value dollars, as published by the office of financial management or its successor agency.

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(20) "Estimated revenues" means estimates of revenue in the most recent official economic and revenue forecast prepared under RCW 82.33.020, and prepared by the office of financial management for those funds, accounts, and sources for which the office of the economic and revenue forecast council does not prepare an official forecast including estimates of revenues to support financial plans under RCW 44.40.070, that are prepared by the office of financial management in consultation with the transportation revenue forecast council.

(21) "Estimated receipts" means the estimated receipt of cash in the most recent official economic and revenue forecast prepared under RCW 82.33.020, and prepared by the office of financial management for those funds, accounts, and sources for which the office of the economic and revenue forecast council does not prepare an official forecast.

(22) "State budgeting, accounting, and reporting system" means a system that gathers, maintains, and communicates fiscal information. The system links fiscal information beginning with development of agency budget requests through adoption of legislative appropriations to tracking actual receipts and expenditures against approved plans.

(23) "Allotment of appropriation" means the agency's statement of proposed expenditures, the director of financial management's review of that statement, and the placement of the approved statement into the state budgeting, accounting, and reporting system.

(24) "Statement of proposed expenditures" means a plan prepared by each agency that breaks each appropriation out into monthly detail representing the best estimate of how the appropriation will be expended.

(25) "Undesignated fund balance (or deficit)" means unreserved and undesignated current assets or other resources available for expenditure over and above any current liabilities which are expected to be incurred by the close of the fiscal period.

(26) "Internal audit" means an independent appraisal activity within an agency for the review of operations as a service to management, including a systematic examination of accounting and fiscal controls to assure that human and material resources are guarded against waste, loss, or misuse; and that reliable data are gathered, maintained, and fairly disclosed in a written report of the audit findings.

(27) "Performance verification" means an analysis that (a) verifies the accuracy of data used by state agencies in quantifying intended results and measuring performance toward those results, and (b) verifies whether or not the reported results were achieved.

- 5 (28) "Performance audit" has the same meaning as it is defined in 6 RCW 44.28.005.))
  - (1) "Administrative expenses" means expenditures for: (a) Salaries, wages, and related costs of personnel and (b) operations and maintenance including but not limited to costs of supplies, materials, services, and equipment.
  - (2) "Agency" means and includes every state office, officer, each institution, whether educational, correctional, or other, and every department, division, board, and commission, except as otherwise provided in this chapter.
    - (3) "Annual growth rate in real personal income" means the estimated percentage growth in personal income for the state during the current fiscal year, expressed in constant value dollars, as published by the office of financial management or its successor agency.
- 19 <u>(4) "Budget" means a proposed plan of expenditures for a given</u> 20 <u>period or purpose and the proposed means for financing these</u> 21 expenditures.
  - (5) "Budget document" means a formal statement, either written or provided by any electronic media or both, offered by the governor to the legislature, as provided in this chapter.
  - (6) "Cash deficit" means the amount by which the aggregate of disbursements charged to an account will exceed the aggregate of estimated receipts credited to that account in the current fiscal period, less the extent to which the deficit may have been provided for from available beginning cash surplus.
  - (7) "Dedicated fund" means an account in the state treasury, or a separate account in the general fund in the state treasury, that by law is dedicated, appropriated, or set aside for a limited object or purpose; but "dedicated fund" does not include a revolving fund or a trust fund.
- 35 <u>(8) "Disbursements" means payments in cash, including but not</u> 36 limited to issuance of warrants.
- 37 <u>(9) "Director of financial management" means the official appointed</u>
  38 by the governor to serve at the governor's pleasure and to whom the

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governor may delegate necessary authority to carry out the governor's duties as provided in this chapter. The director of financial management shall be head of the office of financial management which shall be in the office of the governor.

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- (10) "Ensuing biennium" means the fiscal biennium beginning on July 1st of the same year in which a regular session of the legislature is held during an odd-numbered year pursuant to Article II, section 12 of the Constitution and which biennium next succeeds the current biennium.
- 9 (11) "Estimated receipts" means the estimated receipt of cash in 10 the most recent official economic and revenue forecast prepared under 11 RCW 82.33.020, and prepared by the office of financial management for 12 those funds, accounts, and sources for which the office of the economic 13 and revenue forecast council does not prepare an official forecast.
- 14 (12) "Estimated revenues" means estimates of revenue in the most recent official economic and revenue forecast prepared under RCW 15 82.33.020, and prepared by the office of financial management for those 16 17 funds, accounts, and sources for which the office of the economic and revenue forecast council does not prepare an official forecast 18 including estimates of revenues to support financial plans under 19 section 28 of this act, that are prepared by the office of financial 20 21 management in consultation with the transportation revenue forecast 22 council.
- 23 (13) "Fiscal period" means the period for which an appropriation is 24 made as specified within the act making the appropriation.
  - (14) "Fiscal year" means the year beginning July 1st and ending the following June 30th.
- 27 (15) "General state revenues" means the revenues defined by Article
  28 VIII, section 1(c) of the state Constitution.
- 29 (16) "Internal audit" means an independent appraisal activity
  30 within an agency for the review of operations as a service to
  31 management, including a systematic examination of accounting and fiscal
  32 controls to assure that human and material resources are guarded
  33 against waste, loss, or misuse; and that reliable data are gathered,
  34 maintained, and fairly disclosed in a written report of the audit
  35 findings.
- 36 <u>(17) "Lapse" means the termination of authority to expend an</u> 37 <u>appropriation.</u>

(18) "Legislative fiscal committees" means the joint legislative audit and review committee, the legislative evaluation and accountability program committee, the ways and means and transportation committees of the senate and the appropriations, capital, and transportation committees of the house of representatives, and, where appropriate, the legislative transportation committee.

- (19) "Performance audit" has the same meaning as it is defined in RCW 44.28.005.
- (20) "Performance verification" means an analysis that (a) verifies the accuracy of data used by state agencies in quantifying intended results and measuring performance toward those results, and (b) verifies whether or not the reported results were achieved.
- 13 (21) "Public funds," for purposes of this chapter, means all
  14 moneys, including cash, checks, bills, notes, drafts, stocks, and
  15 bonds, whether held in trust, for operating purposes, or for capital
  16 purposes, and collected or disbursed under law, whether or not such
  17 funds are otherwise subject to legislative appropriation, including
  18 funds maintained outside the state treasury.
  - (22) "Regulations" means the policies, standards, and requirements, stated in writing, designed to carry out the purposes of this chapter, as issued by the governor or the governor's designated agent, and which shall have the force and effect of law.
    - (23) "Revolving fund" means an account in the state treasury, established by law, from which is paid the cost of goods or services furnished to or by a state agency, and which is replenished through charges made for such goods or services or through transfers from other accounts or funds.
    - (24) "State budgeting, accounting, and reporting system" means a system that gathers, maintains, and communicates fiscal information. The system links fiscal information beginning with development of agency budget requests through adoption of legislative appropriations to tracking actual receipts and expenditures against approved plans.
- 33 (25) "State tax revenue limit" means the limitation created by chapter 43.135 RCW.
- 35 (26) "Statement of proposed expenditures" or "allotment" means a 36 plan prepared by each agency that breaks each appropriation and 37 allocation out into monthly detail representing the best estimate of 38 how the appropriation will be expended.

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(27) "Trust fund" means a fund or account in the state treasury in which designated persons or classes of persons have a vested beneficial interest or equitable ownership, or which was created or established by a gift, grant, contribution, devise, or bequest that limits the use of the fund to designated objects or purposes.

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- 6 (28) "Undesignated fund balance (or deficit)" means unreserved and
  7 undesignated current assets or other resources available for
  8 expenditure over and above any current liabilities which are expected
  9 to be incurred by the close of the fiscal period.
- NEW SECTION. Sec. 2. A new section is added to chapter 43.88 RCW to read as follows:
- DEFINITION. As used in RCW 43.88.290 and 43.88.300 (as recodified by this act) the term "state officer or employee" includes the members of the governing body of any state agency, as state agency is defined in RCW 43.88.020 (as recodified by this act), and those generally known as executive management but excludes nonsupervisory state employees covered by civil service under chapter 41.06 RCW.

# REQUIREMENTS APPLICABLE TO ALL BUDGETS

- NEW SECTION. Sec. 3. A new section is added to chapter 43.88 RCW to read as follows:
- 21 FORMAT OF BUDGET DOCUMENT. No change affecting the comparability 22 of agency or program information relating to expenditures, revenues, workload, performance and personnel shall be made in the format of any 23 24 budget document or report presented to the legislature relative to the format of the budget document or report which was presented to the 25 previous regular session of the legislature during an odd-numbered year 26 27 without prior legislative concurrence. Prior legislative concurrence 28 shall consist of (1) a favorable majority vote on the proposal by the 29 standing committees on ways and means of both houses if the legislature is in session or (2) a favorable majority vote on the proposal by 30 members of the legislative evaluation and accountability program 31 32 committee if the legislature is not in session.
- 33 **Sec. 4.** RCW 43.88.035 and 1973 1st ex.s. c 100 s 9 are each amended to read as follows:

1 SPECIAL APPENDIX TO BUDGET DOCUMENTS. Any changes in accounting 2 methods and practices or in statutes affecting expenditures or revenues for the ensuing biennium relative to the then current fiscal period 3 which the governor may wish to recommend shall be clearly and 4 5 completely explained in ((the text)) a special appendix of the capital or operating budget documents((, in a special appendix thereto,)) or in 6 7 an alternative budget document. This explanatory material shall include, but need not be limited to, estimates of revenues and 8 expenditures based on the same accounting practices and methods and 9 10 existing statutes relating to revenues and expenditure effective for the then current fiscal period, together with alternative estimates 11 12 required by any changes in accounting methods and practices and by any 13 statutory changes the governor may wish to recommend.

14 **Sec. 5.** RCW 43.88.060 and 1977 ex.s. c 247 s 2 are each amended to read as follows:

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TIMELINE FOR SUBMITTING BUDGET DOCUMENTS. The governor shall submit ((the)) to the legislature the proposed capital and operating budget documents for ((the 1975-77 biennium and)) each ((succeeding)) biennium ((to the legislature)) no later than the twentieth day of December in the year preceding the session during which the budget is to be considered((: PROVIDED, That where)). When a budget document is submitted for a fiscal period other than a biennium, ((such)) the document shall be submitted ((no less than)) at least twenty days prior to the first day of the session at which ((such)) the budget document is to be considered. The governor shall also submit ((a budget bill or)) capital and operating budget bills which for purposes of this chapter ((is)) are defined to mean the appropriations proposed by the in the budget documents. set forth Representatives of agencies ((as have been)) designated by the governor for this purpose shall, when requested, by either house of the legislature, appear ((to be heard with respect to the)) and testify on <u>a</u> budget document and the budget bill or bills and ((to)) supply ((such)) additional information as may be required.

- 34 **Sec. 6.** RCW 43.88.090 and 1997 c 372 s 1 are each amended to read as follows:
- 36 INFORMATION FROM STATE AGENCIES TO ASSIST BUDGET DEVELOPMENT.

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 $((\frac{1}{1}))$  For purposes of developing budget proposals to the legislature, the governor shall have the power, and it shall be the governor's duty, to require from proper agency officials such detailed estimates and other information in such form and at such times as the governor shall direct. The estimates for the legislature and the judiciary shall be transmitted to the governor and shall be included in the budget without ((The estimates for state pension contributions shall be based on the rates provided in chapter 41.45 RCW. Copies of all such estimates shall be transmitted)) In addition, if the governor believes the estimates by the judiciary or legislature for additional funds are problematic because of the state's economic conditions, the governor may propose an alternative to the judiciary's and legislature's budget estimates. The office of financial management shall transmit copies of the estimates to the ((standing)) fiscal committees ((on ways and means)) of the house of representatives and senate ((at the same time as they are filed with the governor and the office of financial management)) including, if appropriate, the transportation committees of both houses, in a timely manner after the office of financial management receives them.

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((The estimates shall include statements or tables which indicate, by agency, the state funds which are required for the receipt of federal matching revenues. The estimates shall be revised as necessary to reflect legislative enactments and adopted appropriations and shall be included with the initial biennial allotment submitted under RCW 43.88.110. The estimates must reflect that the agency considered any alternatives to reduce costs or improve service delivery identified in the findings of a performance audit of the agency by the joint legislative audit and review committee. Nothing in this subsection requires performance audit findings to be published as part of the budget.

(2) Each state agency shall define its mission and establish measurable goals for achieving desirable results for those who receive its services and the taxpayers who pay for those services. Each agency shall also develop clear strategies and timelines to achieve its goals. This section does not require an agency to develop a new mission or goals in place of identifiable missions or goals that meet the intent of this section. The mission and goals of each agency must conform to statutory direction and limitations.

(3) For the purpose of assessing program performance, each state agency shall establish program objectives for each major program in its budget. The objectives must be consistent with the missions and goals developed under this section. The objectives must be expressed to the extent practicable in outcome based, objective, and measurable form unless an exception to adopt a different standard is granted by the office of financial management and approved by the legislative committee on performance review. The office of financial management shall provide necessary professional and technical assistance to assist state agencies in the development of strategic plans that include the mission of the agency and its programs, measurable goals, strategies, and performance measurement systems.

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(4) Each state agency shall adopt procedures for continuous self-assessment of each program and activity, using the mission, goals, objectives, and measurements required under subsections (2) and (3) of this section.

(5) It is the policy of the legislature that each agency's budget proposals must be directly linked to the agency's stated mission and program goals and objectives. Consistent with this policy, agency budget proposals must include integration of performance measures that allow objective determination of a program's success in achieving its goals. The office of financial management shall develop a plan to merge the budget development process with agency performance assessment procedures. The plan must include a schedule to integrate agency strategic plans and performance measures into agency budget requests and the governor's budget proposal over three fiscal biennia. The plan must identify those agencies that will implement the revised budget process in the 1997-1999 biennium, the 1999-2001 biennium, and the 2001-2003 biennium. In consultation with the legislative fiscal committees, the office of financial management shall recommend statutory and procedural modifications to the state's budget, accounting, and reporting systems to facilitate the performance assessment procedures and the merger of those procedures with the state budget process. The plan and recommended statutory and procedural modifications must be submitted to the legislative fiscal committees by September 30, 1996.

(6) In the year of the gubernatorial election, the governor shall invite the governor elect or the governor elect's designee to attend

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all hearings provided in RCW 43.88.100; and the governor shall furnish 1 2 the governor-elect or the governor-elect's designee with such information as will enable the governor elect or the governor elect's 3 designee to gain an understanding of the state's budget requirements. 4 5 The governor elect or the governor elect's designee may ask such questions during the hearings and require such information as the 6 7 governor-elect or the governor-elect's designee deems necessary and may make recommendations in connection with any item of the budget which, 8 with the governor-elect's reasons therefor, shall be presented to the 9 10 legislature in writing with the budget document. Copies of all such estimates and other required information shall also be submitted to the 11 12 standing committees on ways and means of the house and senate.))

NEW SECTION. Sec. 7. A new section is added to chapter 43.88 RCW to read as follows:

STATE AGENCY MISSIONS AND GOALS. (1) Each state agency shall define its mission and establish measurable goals for achieving desirable results for those who receive its services and the taxpayers who pay for those services. Each agency shall also develop clear strategies and timelines to achieve its goals. This section does not require an agency to develop a new mission or goals in place of identifiable missions or goals that meet the intent of this section. The mission and goals of each agency must conform to statutory direction and limitations.

- (2) For the purpose of assessing program performance, each state agency shall establish program objectives for each major program in its budget. The objectives must be consistent with the missions and goals developed under this section. The objectives must be expressed to the extent practicable in outcome-based, objective, and measurable form.
- 29 (3) Each state agency shall adopt procedures for continuous self-30 assessment of each program and activity, using the mission, goals, 31 objectives, and measurements required under subsections (1) and (2) of 32 this section.
- 33 <u>NEW SECTION.</u> **Sec. 8.** A new section is added to chapter 43.88 RCW to read as follows:
- 35 GOVERNOR-ELECT. In the year of the gubernatorial election, the 36 governor shall furnish the governor-elect or the governor-elect's

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designee with such information as will enable the governor-elect or the governor-elect's designee to gain an understanding of the state's

3 budget requirements.

**Sec. 9.** RCW 43.88.130 and 1965 c 8 s 43.88.130 are each amended to read as follows:

SPENDING IN EXCESS OF APPROPRIATION. No agency shall expend or contract to expend any money or incur any liability in excess of the amounts appropriated for that purpose((: PROVIDED, That nothing in this section shall prevent the making of contracts or the spending of money for capital improvements, nor the making of contracts of lease or for service for a period exceeding)). No agency is prohibited from making contracts, spending money, or entering into a lease for capital improvements for a period longer than the fiscal period in which such contract is made, when such contract is permitted by law. Any contract made in violation of this section shall be null and void.

Sec. 10. RCW 43.88.150 and 1995 c 6 s 1 are each amended to read as follows:

EXPENDITURES FROM APPROPRIATED AND NONAPPROPRIATED FUNDS. (1) For those agencies that make expenditures from both appropriated and nonappropriated funds for the same purpose, the governor shall direct such agencies to charge their expenditures in such ratio, as between appropriated and nonappropriated funds, as will conserve appropriated funds. This subsection does not apply to institutions of higher education, as defined in RCW 28B.10.016.

- (2) ((Unless otherwise provided by law, if state moneys are appropriated for a capital project and matching funds or other contributions are required as a condition of the receipt of the state moneys, the state moneys shall be disbursed in proportion to and only to the extent that the matching funds or other contributions have been received and are available for expenditure.
- (3)) The office of financial management shall adopt guidelines for the implementation of this section <u>and section 26 of this act</u>. The guidelines may account for federal matching requirements or other requirements to spend other moneys in a particular manner.

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1 **Sec. 11.** RCW 43.88.170 and 1965 c 8 s 43.88.170 are each amended 2 to read as follows:

REFUND OF FEES BY STATE AGENCY. Whenever any law ((which)) 3 provides ((for the collection of)) that an agency collect fees or other 4 5 payments ((by an agency)) but does not authorize the refund of erroneous or excessive payments ((thereof, refunds may be made or 6 7 authorized by the agency which collected the fees or payments)), the agency collecting the fees or payments may refund or authorize a refund 8 9 of all ((such)) amounts received by the agency in ((consequence of)) 10 error((, either of fact or of law)). The regulations issued by the 11 governor pursuant to this chapter shall prescribe the procedure to be 12 employed in making these refunds.

13 **Sec. 12.** RCW 43.88.180 and 1973 1st ex.s. c 100 s 8 are each 14 amended to read as follows:

APPROPRIATION NOT NECESSARY FOR REFUND. Appropriations shall not be required for refunds((, as provided)) authorized in RCW 43.88.170 (as recodified by this act), ((nor in the case of)) or for payments ((other than for administrative expenses or capital improvements to be made)) from trust funds specifically created by law to discharge awards, claims, annuities and other liabilities of the state. ((Said)) Appropriations may be required for payments from these trust funds for administrative expenses or capital improvements. Trust funds shall include, but shall not be limited to, the accident fund, medical aid fund, retirement system fund, Washington state patrol retirement fund and unemployment trust fund. Appropriations may be required in the case of public service enterprises defined for the purposes of this section as proprietary functions conducted by an agency of the state. <u>Under RCW 43.88.190</u> (as recodified by this act), an appropriation may be required to permit payment of obligations by revolving funds((, as provided in RCW 43.88.190)).

31 **Sec. 13.** RCW 43.88.190 and 1965 c 8 s 43.88.190 are each amended to read as follows:

REVOLVING FUNDS. Revolving funds shall not be created by law except to finance the operations of service units, or units set up to supply goods and services to other units or agencies. ((Such)) These service units where created shall be self-supporting operations

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featuring continuous turnover of working capital. The regulations issued by the governor ((pursuant to)) under this chapter shall prescribe the procedures to be employed by agencies in accounting and reporting for revolving funds and may provide ((for the keeping of such)) that these funds be kept in the custody of the treasurer.

6 **Sec. 14.** RCW 43.88.195 and 1996 c 186 s 509 are each amended to 7 read as follows:

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LOCAL ACCOUNTS. After August 11, 1969, no state agency, state institution, state institution of higher education, which shall include all state universities, regional universities, The Evergreen State College, and community colleges, shall establish any new accounts or funds which are to be located outside of the state treasury((÷ PROVIDED, That)). The office of financial management shall be authorized to grant permission for the establishment of ((such)) an account or fund outside of the state treasury only when the requesting agency presents compelling reasons of economy and efficiency which could not be achieved by placing ((such)) these funds in the state treasury. When the director of financial management authorizes the creation of ((such)) the fund or account, the director shall ((forthwith)) immediately give written notice of the fact to the standing committees on ways and means of the house and senate((÷ PROVIDED FURTHER, That)). Agencies authorized to create local accounts will utilize the services of the state treasurer's office to ensure that new or ongoing relationships with financial institutions are in concert with statewide policies and procedures pursuant to RCW  $43.88.160((\frac{1}{1}))$  (2) (as recodified by this act).

27 **Sec. 15.** RCW 43.88.250 and 1975-'76 2nd ex.s. c 83 s 1 are each 28 amended to read as follows:

SPENDING IN AN EMERGENCY. Whenever an emergency ((shall)) arises necessitating ((an expenditure)) that a state agency expend funds for the preservation of peace, health, or safety, or for the ((carrying on of the)) necessary work required by law ((of any state agency)) for which insufficient or no appropriations have been made, the head of ((such)) an agency shall submit to the governor((, duplicate copies of)) in a manner determined by the governor a ((sworn)) statement((,)) setting forth the facts constituting the emergency and the estimated

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amount of money required ((therefor)) to manage the emergency. If the 1 2 governor approves ((such)) the estimate in whole or in part, the governor shall ((indorse on each copy of the statement the governor's 3 4 approval, together with a statement of the amount approved as)) notify 5 the agency director and provide an allocation ((from any appropriation available for allocation for emergency purposes and transmit one copy 6 7 to the head of the agency thereby authorizing the emergency expenditures)) to the agency from funds appropriated for emergency 8 9 purposes.

10 **Sec. 16.** RCW 43.88.260 and 1987 c 502 s 7 are each amended to read 11 as follows:

INCURRING A CASH DEFICIENCY. (1) It ((shall be)) is unlawful for any agency ((head)) director or disbursing officer to incur any cash deficiency and any ((appointive)) director or officer ((or employee violating)) who violates the provisions of this section ((shall be)) is subject to summary removal.

(2) This section does not apply to:

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- 18 (a) Temporary cash deficiencies resulting from disbursements under
  19 ((a)) an expenditure plan approved under RCW 43.88.110 (as recodified
  20 by this act).
  - (b) Temporary cash deficiencies authorized by the director of financial management for funds and accounts in the state treasury or in the custody of the state treasurer. Each authorization under this subsection (b) shall distinctly specify the fund or account for which a deficiency is authorized, the maximum amount of cash deficiency which may be incurred, and the maximum time period during which the cash deficiency may continue. Each authorization shall expire at the end of each fiscal biennium unless renewed by the director of financial management. The director of financial management shall report each authorization and renewal to the legislative fiscal committees.
- 31 (c) Temporary cash deficiencies in funds or accounts which are 32 neither in the state treasury, nor in the custody of the treasurer, if 33 the cash deficiency does not continue past the end of the fiscal 34 biennium.
- 35 (3) Nothing in this section permits the expenditure of moneys in excess of an applicable appropriation.

NEW SECTION. Sec. 17. A new section is added to chapter 43.88 RCW to read as follows:

3 ESTIMATED REVENUES MUST BE INCLUDED IN BUDGET. The budget shall be based on estimated revenues and caseloads approved by the economic and 4 revenue forecast council and caseload forecast council or upon the 5 estimated revenues and caseloads of the office of financial management 6 7 for those funds and programs for which the forecast councils do not prepare an official forecast. Revenues shall be estimated for such 8 fiscal period from the source and at the rates existing by law at the 9 10 time of submission of the governor's proposed biennial or supplemental budget. However, the estimated revenues and caseloads for use in the 11 12 governor's budget may be adjusted to reflect budgetary revenue 13 transfers and revenue and caseload estimates dependent upon budgetary 14 assumptions of enrollments, workloads, and caseloads. All adjustments to the approved estimated revenues and caseloads must be set forth in 15 16 the budget document.

NEW SECTION. Sec. 18. A new section is added to chapter 43.88 RCW to read as follows:

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PROPOSED BUDGET MUST BALANCE. (1) The governor shall submit proposed biennial or supplemental budgets that are balanced for each account. The total beginning undesignated fund balance plus estimated revenues must equal or exceed total proposed expenditures for each account. In limited cases, when disbursements significantly lag expenditures and a stable, long-term revenue source exists, the governor may propose a budget for an account based on cash balance rather than fund balance. In those cases, the governor must identify that the proposed budget is based on cash receipts and disbursements and identify how the expenditure obligations of the account will be met long term.

(2) If, for any applicable account, the estimated receipts for the next ensuing fiscal period plus cash beginning balance are less than the aggregate of estimated disbursements proposed by the governor for the next ensuing fiscal period, the governor shall include in the budget document proposals on how the anticipated cash deficit shall be addressed, whether by increasing the indebtedness of the state, imposing new taxes, increasing tax rates or extending them, or employing any other proposal. The governor may propose orderly

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- liquidation of the anticipated cash deficit over a period of one or more fiscal periods, if, in the governor's discretion that manner of liquidation would best serve the public interest.
  - (3) The governor may additionally submit a proposal for expenditures in the ensuing fiscal period from revenue sources derived from proposed changes in existing statutes.

## 7 OPERATING BUDGET

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Sec. 19. RCW 43.88.030 and 2002 c 371 s 911 are each amended to read as follows:

INSTRUCTIONS FOR SUBMITTING AGENCY OPERATING BUDGET REQUESTS. (1) The director of financial management shall provide all agencies with a complete set of instructions for submitting biennial operating budget requests to the director at least three months before agency budget documents are due into the office of financial management. director shall provide agencies and committees that are required under RCW 44.40.070 to develop comprehensive six-year program and financial plans with a complete set of instructions for submitting these program and financial plans at the same time that instructions for submitting other budget requests are provided. The budget document or documents shall consist of the governor's budget message which shall be explanatory of the budget and shall contain an outline of the proposed financial policies of the state for the ensuing fiscal period, as well as an outline of the proposed six-year financial policies where applicable, and shall describe in connection therewith the important features of the budget. The message shall set forth the reasons for salient changes from the previous fiscal period in expenditure and revenue items and shall explain any major changes in financial policy. Attached to the budget message shall be such supporting schedules, exhibits and other explanatory material in respect to both current operations and capital improvements as the governor shall deem to be useful to the legislature. The budget document or documents shall set forth a proposal for expenditures in the ensuing fiscal period, or sixyear period where applicable, based upon the estimated revenues and caseloads as approved by the economic and revenue forecast council and caseload forecast council or upon the estimated revenues and caseloads of the office of financial management for those funds, accounts,

sources, and programs for which the forecast councils do not prepare an official forecast, including those revenues anticipated to support the six-year programs and financial plans under RCW 44.40.070. In estimating revenues to support financial plans under RCW 44.40.070, the office of financial management shall rely on information and advice from the transportation revenue forecast council. Revenues shall be estimated for such fiscal period from the source and at the rates existing by law at the time of submission of the budget document, including the supplemental budgets submitted in the even-numbered years of a biennium. However, the estimated revenues and caseloads for use in the governor's budget document may be adjusted to reflect budgetary revenue transfers and revenue and caseload estimates dependent upon budgetary assumptions of enrollments, workloads, and caseloads. All adjustments to the approved estimated revenues and caseloads must be set forth in the budget document. The governor may additionally submit, as an appendix to each supplemental, biennial, or six-year agency budget or to the budget document or documents, a proposal for expenditures in the ensuing fiscal period from revenue sources derived from proposed changes in existing statutes.

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Supplemental and biennial documents shall reflect a six year expenditure plan consistent with estimated revenues from existing sources and at existing rates for those agencies required to submit six year program and financial plans under RCW 44.40.070. Any additional revenue resulting from proposed changes to existing statutes shall be separately identified within the document as well as related expenditures for the six year period.

The budget document or documents shall also contain:

- (a) Revenues classified by fund and source for the immediately past fiscal period, those received or anticipated for the current fiscal period, those anticipated for the ensuing biennium, and those anticipated for the ensuing six-year period to support the six-year programs and financial plans required under RCW 44.40.070;
  - (b) The undesignated fund balance or deficit, by fund;
- (c) Such additional information dealing with expenditures, revenues, workload, performance, and personnel as the legislature may direct by law or concurrent resolution;
  - (d) Such additional information dealing with revenues and

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expenditures as the governor shall deem pertinent and useful to the legislature;

- (e) Tabulations showing expenditures classified by fund, function, activity, and agency. However, documents submitted for the 2003-05 biennial budget request need not show expenditures by activity;
- (f) A delineation of each agency's activities, including those activities funded from nonbudgeted, nonappropriated sources, including funds maintained outside the state treasury;
- (g) Identification of all proposed direct expenditures to implement the Puget Sound water quality plan under chapter 90.71 RCW, shown by agency and in total; and
- (h) Tabulations showing each postretirement adjustment by retirement system established after fiscal year 1991, to include, but not be limited to, estimated total payments made to the end of the previous biennial period, estimated payments for the present biennium, and estimated payments for the ensuing biennium.
- (2) The budget document or documents shall include detailed estimates of all anticipated revenues applicable to proposed operating or capital expenditures and shall also include all proposed operating or capital expenditures. The total of beginning undesignated fund balance and estimated revenues less working capital and other reserves shall equal or exceed the total of proposed applicable expenditures. The budget document or documents shall further include:
- (a) Interest, amortization and redemption charges on the state debt;
  - (b) Payments of all reliefs, judgments, and claims;
  - (c) Other statutory expenditures;

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- 28 (d) Expenditures incident to the operation for each agency;
- 29 (e) Revenues derived from agency operations;
  - (f) Expenditures and revenues shall be given in comparative form showing those incurred or received for the immediately past fiscal period and those anticipated for the current biennium and next ensuing biennium, as well as those required to support the six-year programs and financial plans required under RCW 44.40.070;
  - (g) A showing and explanation of amounts of general fund and other funds obligations for debt service and any transfers of moneys that otherwise would have been available for appropriation;
    - (h) Common school expenditures on a fiscal year basis;

(i) A showing, by agency, of the value and purpose of financing contracts for the lease/purchase or acquisition of personal or real property for the current and ensuing fiscal periods; and

- (j) A showing and explanation of anticipated amounts of general fund and other funds required to amortize the unfunded actuarial accrued liability of the retirement system specified under chapter 41.45 RCW, and the contributions to meet such amortization, stated in total dollars and as a level percentage of total compensation.
- (3) A separate capital budget document or schedule shall be submitted that will contain the following:
- (a) A statement setting forth a long-range facilities plan for the state that identifies and includes the highest priority needs within affordable spending levels;
- (b) A capital program consisting of proposed capital projects for the next biennium and the two biennia succeeding the next biennium consistent with the long-range facilities plan. Insomuch as is practical, and recognizing emergent needs, the capital program shall reflect the priorities, projects, and spending levels proposed in previously submitted capital budget documents in order to provide a reliable long-range planning tool for the legislature and state agencies;
- (c) A capital plan consisting of proposed capital spending for at least four biennia succeeding the next biennium;
- (d) A strategic plan for reducing backlogs of maintenance and repair projects. The plan shall include a prioritized list of specific facility deficiencies and capital projects to address the deficiencies for each agency, cost estimates for each project, a schedule for completing projects over a reasonable period of time, and identification of normal maintenance activities to reduce future backlogs;
  - (e) A statement of the reason or purpose for a project;
- (f) Verification that a project is consistent with the provisions set forth in chapter 36.70A RCW;
- 34 (g) A statement about the proposed site, size, and estimated life 35 of the project, if applicable;
  - (h) Estimated total project cost;
- 37 (i) For major projects valued over five million dollars, estimated 38 costs for the following project components: Acquisition, consultant

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services, construction, equipment, project management, and other costs included as part of the project. Project component costs shall be displayed in a standard format defined by the office of financial management to allow comparisons between projects;

- (j) Estimated total project cost for each phase of the project as defined by the office of financial management;
  - (k) Estimated ensuing biennium costs;

- 8 (1) Estimated costs beyond the ensuing biennium;
- 9 (m) Estimated construction start and completion dates;
  - (n) Source and type of funds proposed;
  - (o) Estimated ongoing operating budget costs or savings resulting from the project, including staffing and maintenance costs;
  - (p) For any capital appropriation requested for a state agency for the acquisition of land or the capital improvement of land in which the primary purpose of the acquisition or improvement is recreation or wildlife habitat conservation, the capital budget document, or an omnibus list of recreation and habitat acquisitions provided with the governor's budget document, shall identify the projected costs of operation and maintenance for at least the two biennia succeeding the next biennium. Omnibus lists of habitat and recreation land acquisitions shall include individual project cost estimates for operation and maintenance as well as a total for all state projects included in the list. The document shall identify the source of funds from which the operation and maintenance costs are proposed to be funded;
  - (q) Such other information bearing upon capital projects as the governor deems to be useful;
  - (r) Standard terms, including a standard and uniform definition of normal maintenance, for all capital projects;
  - (s) Such other information as the legislature may direct by law or concurrent resolution.

For purposes of this subsection (3), the term "capital project" shall be defined subsequent to the analysis, findings, and recommendations of a joint committee comprised of representatives from the house capital appropriations committee, senate ways and means committee, legislative transportation committee, legislative evaluation and accountability program committee, and office of financial management.

(4) No change affecting the comparability of agency or program information relating to expenditures, revenues, workload, performance and personnel shall be made in the format of any budget document or report presented to the legislature under this section or RCW 43.88.160(1) relative to the format of the budget document or report which was presented to the previous regular session of the legislature during an odd numbered year without prior legislative concurrence. Prior legislative concurrence shall consist of (a) a favorable majority vote on the proposal by the standing committees on ways and means of both houses if the legislature is in session or (b) a favorable majority vote on the proposal by members of the legislative evaluation and accountability program committee if the legislature is not in session.))

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- 14 (2) Each agency's operating budget request must be directly linked 15 to the agency's stated mission, program goals, and objectives. 16 Consistent with this policy, agency budget requests must include 17 integration of performance measures that allow objective determination 18 of activities' success in achieving those goals.
- 19 <u>NEW SECTION.</u> **Sec. 20.** A new section is added to chapter 43.88 RCW 20 to read as follows:
- OTHER REQUIREMENTS OF THE GOVERNOR'S PROPOSED OPERATING BUDGET.

  The governor's proposed operating budget document or documents shall also contain:
  - (1) Revenues classified by account and major source for the immediately past fiscal period, those received or anticipated for the current fiscal period, and those anticipated for the ensuing biennium;
    - (2) The undesignated fund balance or deficit, by account;
- 28 (3) Expenditures classified by account, function, and agency 29 including nonappropriated and nonbudgeted accounts outside the state 30 treasury;
  - (4) Estimates of all anticipated revenues applicable to proposed operating or capital expenditures, and all proposed operating or capital expenditures including but not limited to agency operational expenses, debt service charges, and payments of claims;
  - (5) Other supporting exhibits or explanatory material that the governor considers useful to the legislature or the public;

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- (6) Expenditures and revenues shall be given in comparative form showing those incurred or received for the immediately past fiscal period and those anticipated for the current biennium and next ensuing biennium, as well as those required to support the six-year programs and financial plans required under section 28 of this act;
- (7) A showing and explanation of amounts of general fund and other accounts obligations for debt service and any transfers of moneys that otherwise would have been available for appropriation;
  - (8) Common school expenditures on a fiscal-year basis;
- (9) A showing, by agency, of the value and purpose of financing contracts for the lease/purchase or acquisition of personal or real property for the current and ensuing fiscal periods; and
- 13 (10) A showing and explanation of anticipated amounts of general 14 fund and other accounts required to amortize the unfunded actuarial 15 accrued liability of the retirement system specified under chapter 16 41.45 RCW, and the contributions to meet such amortization, stated in 17 total dollars and as a level percentage of total compensation. The 18 governor may include proposed changes to rates based on chapter 41.45 19 RCW as a separate step in the budget.

## 20 CAPITAL BUDGET

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- 21 **Sec. 21.** RCW 43.88.0301 and 2002 c 312 s 1 are each amended to 22 read as follows:
  - CAPITAL BUDGET DOCUMENT INSTRUCTIONS. (1) The director of financial management shall provide all agencies with a complete set of instructions for submitting capital budget requests to the director at least three months before agency capital budget documents are due into the office of financial management.
  - (2) The office of financial management must include in its capital budget instructions, beginning with its instructions for the 2003-05 capital budget, a request for "yes" or "no" answers for the following additional informational questions from capital budget applicants for all proposed major capital construction projects valued over five million dollars and required to complete a predesign:
- 34 (a) For proposed capital projects identified in this subsection 35 that are located in or serving city or county planning under RCW 36 36.70A.040:

(i) Whether the proposed capital project is identified in the host city or county comprehensive plan, including the capital facility plan, and implementing rules adopted under chapter 36.70A RCW;

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- (ii) Whether the proposed capital project is located within an adopted urban growth area:
- (A) If at all located within an adopted urban growth area boundary, whether a project facilitates, accommodates, or attracts planned population and employment growth;
- 9 (B) If at all located outside an urban growth area boundary, 10 whether the proposed capital project may create pressures for 11 additional development;
  - (b) For proposed capital projects identified in this subsection that are requesting state funding:
- 14 (i) Whether there was regional coordination during project 15 development;
  - (ii) Whether local and additional funds were leveraged;
- 17 (iii) Whether environmental outcomes and the reduction of adverse 18 environmental impacts were examined.
  - $((\frac{1}{2}))$  (3) For projects subject to subsection  $((\frac{1}{2}))$  (2) of this section, the office of financial management shall request the required information be provided during the predesign process of major capital construction projects to reduce long-term costs and increase process efficiency.
  - $((\frac{(3)}{)})$   $\underline{(4)}$  The office of financial management, in fulfilling its duties under ((RCW-43.88.030(3))) section 22 of this act to create a capital budget document, must ((take into account)) consider information gathered under subsections  $((\frac{(1)}{(1)}))$   $\underline{(2)}$  and  $((\frac{(2)}{(2)}))$   $\underline{(3)}$  of this section in an effort to promote state capital facility expenditures that minimize unplanned or uncoordinated infrastructure and development costs, support economic and quality of life benefits for existing communities, and support local government planning efforts.
- $((\frac{(4)}{)})$  (5) The office of community development must provide staff support to the office of financial management and affected capital budget applicants to help collect data required by subsections  $((\frac{(1)}{)})$  36 (2) and  $((\frac{(2)}{)})$  (3) of this section.

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NEW SECTION. Sec. 22. A new section is added to chapter 43.88 RCW to read as follows:

CAPITAL BUDGET DOCUMENT REQUIREMENTS. (1) The governor shall submit a proposed biennial or supplemental capital budget document or schedule that will contain the following:

- (a) A statement setting forth a long-range facilities plan for the state that identifies and includes the highest priority needs within affordable spending levels;
- (b) A capital program consisting of proposed capital projects for the next biennium and the two biennia succeeding the next biennium consistent with the long-range facilities plan. To the extent it is practical, and recognizing emergent needs, the capital program shall reflect the priorities, projects, and spending levels proposed in previously submitted capital budget documents in order to provide a reliable long-range planning tool for the legislature and state agencies;
- 17 (c) A capital plan consisting of proposed capital spending for at least two biennia succeeding the next biennium;
  - (d) A strategic plan for reducing backlogs of maintenance and repair projects. The plan shall include a prioritized list of specific facility deficiencies and capital projects to address the deficiencies for each agency, cost estimates for each project, a schedule for completing projects over a reasonable period of time, and identification of normal maintenance activities to reduce future backlogs;
    - (e) A statement of the reason or purpose for a project;
- 27 (f) Verification that a project is consistent with the provisions 28 set forth in chapter 36.70A RCW;
- 29 (g) A statement about the proposed site, size, and estimated life 30 of the project, if applicable;
  - (h) Estimated total project cost;
- (i) For major projects valued over five million dollars, estimated costs for the following project components: Acquisition, consultant services, construction, equipment, project management, and other costs included as part of the project. Project component costs shall be displayed in a standard format defined by the office of financial management to allow comparisons between projects;

- 1 (j) Estimated total project cost for each phase of the project as defined by the office of financial management;
  - (k) Estimated ensuing biennium costs;

- (1) Estimated costs beyond the ensuing biennium;
- (m) Estimated construction start and completion dates;
  - (n) Source and type of funds proposed;
- 7 (o) Estimated ongoing operating budget costs or savings resulting 8 from the project, including staffing and maintenance costs;
  - (p) For any capital appropriation requested for a state agency for the acquisition of land or the capital improvement of land in which the primary purpose of the acquisition or improvement is recreation or wildlife habitat conservation, the governor's capital budget document, or an omnibus list of recreation and habitat acquisitions provided with the governor's operating budget document, shall identify the projected costs of operation and maintenance for at least the two biennia succeeding the next biennium. Omnibus lists of habitat and recreation land acquisitions shall include individual project cost estimates for operation and maintenance as well as a total for all state projects included in the list. The document shall identify the source of funds from which the operation and maintenance costs are proposed to be funded;
- 22 (q) Such other information bearing upon capital projects as the 23 governor deems to be useful;
  - (r) Standard terms, including a standard and uniform definition of normal maintenance, for all capital projects;
  - (s) Such other information as the legislature may direct by law or concurrent resolution.
  - (2) For purposes of this section, the term "capital project" shall be defined subsequent to the analysis, findings, and recommendations of a joint committee comprised of representatives from the house capital budget committee, senate ways and means committee, legislative transportation committee, legislative evaluation and accountability program committee, and office of financial management.
- NEW SECTION. Sec. 23. A new section is added to chapter 43.88 RCW to read as follows:
- 36 MONITORING CAPITAL APPROPRIATIONS AND EXPENDITURES. (1) The office

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- of financial management shall develop a method for monitoring capital appropriations and expenditures that will capture at least the following elements:
  - (a) Appropriations made for capital projects including transportation projects;
  - (b) Estimates of total project costs including past, current, ensuing, and future biennial costs;
    - (c) Comparisons of actual costs to estimated costs;

- 9 (d) Comparisons of estimated construction start and completion dates with actual dates;
  - (e) Documentation of fund shifts between projects.
  - (2) This data may be incorporated into the existing accounting system or into a separate project management system, as deemed appropriate by the office of financial management.
  - (3) State agencies shall submit to the office of financial management an agency maintenance report for each major campus or site, as defined by the office of financial management. Reports shall be prepared in a format prescribed by the office of financial management, and shall include but not be limited to: Information describing the number, size, and condition of state-owned facilities; facility maintenance, repair, and operating expenses paid from the state operating and capital budgets, including maintenance staffing levels; the condition of major infrastructure systems; and maintenance management initiatives undertaken by the agency over the prior year. Agencies shall submit their annual maintenance summary reports to the office of financial management by September 1st of each year.
- NEW SECTION. Sec. 24. A new section is added to chapter 43.88 RCW to read as follows:
  - REVIEW OF MAJOR CAPITAL PROJECTS. (1) The office of financial management, prior to approving allotments for major capital construction projects valued over five million dollars, shall institute procedures for reviewing such projects at the predesign stage that will reduce long-term costs and increase facility efficiency.
- 34 (2) No expenditure may be incurred or obligation entered into for 35 such major capital construction projects including, without exception, 36 land acquisition, site development, predesign, design, construction, 37 and equipment acquisition and installation, until the allotment of the

- 1 funds to be expended has been approved by the office of financial
- 2 management. This limitation does not prohibit the continuation of
- 3 expenditures and obligations into the succeeding biennium for projects
- 4 for which allotments have been approved in the immediate prior
- 5 biennium.

- **Sec. 25.** RCW 43.88.145 and 1994 c 219 s 6 are each amended to read 7 as follows:
  - TRANSFER OF CAPITAL APPROPRIATION AUTHORITY. (1) The capital appropriations act may authorize the governor, through the director of financial management, to transfer the appropriation authority for a capital project that is in excess of the amount required for the completion of the project to another capital project for which the appropriation is insufficient.
    - (a) ((No such)) This transfer <u>authority</u> may <u>not</u> be used to expand the capacity or change the intended use of the project beyond that intended by the legislature in making the appropriation.
    - (b) The transfer may be effected only between capital projects within a specific department, commission, agency, or institution of higher education.
    - (c) The transfer may be effected only if the project from which the transfer of funds is made is substantially complete and there are funds remaining, or bids have been let on the project from which the transfer of funds is made and it appears to a substantial certainty that the project can be completed within the biennium for less than the amount appropriated.
    - (2) For the purposes of this section, the legislature intends that each project be defined as proposed to the legislature in the governor's <u>capital</u> budget document, unless the legislative history demonstrates that the legislature intended to define the scope of a project in a different way.
  - (3) The office of financial management shall notify the legislative fiscal committees of the senate and the house of representatives at least thirty days before any transfer is effected under this section except emergency projects or any transfer under two hundred fifty thousand dollars, and shall prepare a report to such committees listing all completed transfers at the close of each fiscal year.

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NEW SECTION. Sec. 26. A new section is added to chapter 43.88 RCW to read as follows:

MATCHING FUNDS FOR CAPITAL PROJECTS. Unless otherwise provided by law, if state moneys are appropriated for a capital project and matching funds or other contributions are required as a condition of the receipt of the state moneys, the state moneys shall be disbursed in proportion to and only to the extent that the matching funds or other contributions have been received and are available for expenditure.

#### TRANSPORTATION BUDGET

NEW SECTION. Sec. 27. A new section is added to chapter 43.88 RCW to read as follows:

INSTRUCTIONS FOR SIX-YEAR TRANSPORTATION PLANS. (1) The director shall provide agencies and committees that are required under section 28 of this act to develop comprehensive six-year program and financial plans with a complete set of instructions for submitting these program and financial plans at the same time that instructions for submitting other budget requests are provided.

- (2) The governor's budget shall outline proposed six-year financial policies, as well as the revenues necessary to support the six-year transportation program and financial plan. In estimating related revenues, the office of financial management shall rely on information and advice from the transportation revenue forecast council.
- (3) Both supplemental and biennial budget documents shall reflect a six-year expenditure plan consistent with estimated revenues from existing sources and at existing rates for those agencies required to submit six-year program and financial plans under section 28 of this act. Any additional revenue resulting from proposed changes to existing statutes shall be separately identified within the document as well as related expenditures for the six-year period.
- 30 <u>NEW SECTION.</u> **Sec. 28.** A new section is added to chapter 43.88 RCW to read as follows:
- DEVELOPMENT OF SIX-YEAR TRANSPORTATION PLAN. Prior to October 1st of each even-numbered year, all state agencies whose major programs consist of transportation activities, including the department of transportation, the transportation improvement board, the Washington

- state patrol, the department of licensing, the traffic safety commission, the county road administration board, and the board of pilotage commissioners, shall adopt or revise after consultation with the legislative transportation committee, a comprehensive six-year program and financial plan for all transportation activities under each agency's jurisdiction.
- The comprehensive six-year program and financial plan must state the general objectives and needs of each agency's major transportation programs, including workload and performance estimates.
- NEW SECTION. Sec. 29. A new section is added to chapter 43.88 RCW to read as follows:
- DETAILS OF TRANSPORTATION AGENCIES' BUDGET REQUESTS. The transportation agencies' biennial budget requests shall include details of expenditures, and performance and public service criteria for the transportation programs and activities of each agency in consonance with that agency's adopted six-year comprehensive program and financial plan.
- NEW SECTION. Sec. 30. A new section is added to chapter 43.88 RCW to read as follows:
- HIGHWAY ALLOCATIONS. When an allocation for the construction or improvement of state highways is provided, that allocation is under the sole charge and direct control of the department of transportation.
- NEW SECTION. Sec. 31. A new section is added to chapter 43.88 RCW to read as follows:
- 25 AGENCIES THAT COLLECT REVENUE MUST DEVELOP SIX-YEAR PROGRAMS.
- Those agencies engaged in the collection of revenues under section 28 26 27 of this act are required to develop six-year programs and financial 28 plans under section 28 of this act. These six-year revenue estimates 29 shall be submitted to the director of financial management and the 30 transportation committees of the senate and the house of 31 representatives.
- Each agency engaged in the collection of revenues shall prepare estimated revenues and estimated receipts for the current and ensuing biennium and shall submit the estimates to the director of financial

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1 management and the director of revenue at times and in the form 2 specified by the directors, along with any other information which the 3 directors may request.

A copy of such revenue estimates shall be simultaneously submitted to the economic and revenue forecast work group when required by the office of the economic and revenue forecast council.

7 ALLOTMENTS

Sec. 32. RCW 43.88.110 and 1997 c 96 s 6 are each amended to read as follows:

ALLOTMENT INSTRUCTIONS. This section sets forth the <u>public funds</u> expenditure programs and the allotment and reserve procedures to be followed by the executive branch ((<del>for public funds</del>)). <u>The allotment</u> and reserve procedures are applicable to all appropriations.

- (1) An expenditure may not be incurred or obligation entered into by any agency until the allotment of the funds to be expended has been approved by the office of financial management. The office of financial management may grant temporary expenditure authority consistent with legislative appropriations prior to approval of allotments.
- (2) The allotment((s)) of an appropriation for any fiscal period shall conform to the terms, limits, or conditions of the appropriation.
- $((\frac{(2)}{2}))$  (3) The director of financial management shall provide all agencies with a complete set of  $(\frac{(operating and capital)})$  instructions for preparing a statement of proposed expenditures at least thirty days before the beginning of a fiscal period. The set of instructions need not include specific appropriation amounts for the agency.
- $((\frac{3}{2}))$  (4) Within forty-five days after the beginning of the fiscal period or within forty-five days after the governor signs the omnibus biennial operating appropriations act, the capital budget, or the transportation budget, whichever is later, all agencies shall submit to the governor a statement of proposed expenditures at such times and in such form as may be required by the governor.
- (((4) The office of financial management shall develop a method for
  monitoring capital appropriations and expenditures that will capture at
  least the following elements:

- (a) Appropriations made for capital projects including transportation projects;
  - (b) Estimates of total project costs including past, current, ensuing, and future biennial costs;
    - (c) Comparisons of actual costs to estimated costs;

- (d) Comparisons of estimated construction start and completion dates with actual dates;
  - (e) Documentation of fund shifts between projects.

This data may be incorporated into the existing accounting system or into a separate project management system, as deemed appropriate by the office of financial management.

- (5) The office of financial management shall publish agency annual maintenance summary reports beginning in October 1997. State agencies shall submit a separate report for each major campus or site, as defined by the office of financial management. Reports shall be prepared in a format prescribed by the office of financial management and shall include, but not be limited to: Information describing the number, size, and condition of state owned facilities; facility maintenance, repair, and operating expenses paid from the state operating and capital budgets, including maintenance staffing levels; the condition of major infrastructure systems; and maintenance management initiatives undertaken by the agency over the prior year. Agencies shall submit their annual maintenance summary reports to the office of financial management by September 1 each year.
- (6) The office of financial management, prior to approving allotments for major capital construction projects valued over five million dollars, shall institute procedures for reviewing such projects at the predesign stage that will reduce long term costs and increase facility efficiency. The procedures shall include, but not be limited to, the following elements:
- (a) Evaluation of facility program requirements and consistency with long-range plans;
- (b) Utilization of a system of cost, quality, and performance standards to compare major capital construction projects; and
- (c) A requirement to incorporate value engineering analysis and constructability review into the project schedule.
- (7) No expenditure may be incurred or obligation entered into for such major capital construction projects including, without exception,

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land acquisition, site development, predesign, design, construction, and equipment acquisition and installation, until the allotment of the funds to be expended has been approved by the office of financial management. This limitation does not prohibit the continuation of expenditures and obligations into the succeeding biennium for projects for which allotments have been approved in the immediate prior biennium.

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(8) If at any time during the fiscal period the governor projects a cash deficit in a particular fund or account as defined by RCW 43.88.050, the governor shall make across the board reductions in allotments for that particular fund or account so as to prevent a cash deficit, unless the legislature has directed the liquidation of the cash deficit over one or more fiscal periods.))

(5) Except for the legislative and judicial branches and other agencies headed by elective officials, the governor shall review the statement of proposed operating expenditures for reasonableness and conformance with legislative intent. The governor may only request revision of proposed allotments submitted by the legislative and judicial branches and agencies headed by elective officials if those proposed allotments contain significant technical errors. Once the governor approves the ((<del>statements of</del>)) proposed ((<del>operating</del> expenditures)) allotments, further revisions ((shall)) may at the request of the office of financial management or upon the agency's <u>initiative</u> be made ((only at the beginning of the second fiscal year and must be initiated by the governor)) on a quarterly basis and must be accompanied by an explanation of the reasons for significant changes. However, changes in appropriation level authorized by the legislature, changes required by across-the-board reductions mandated by the governor, changes caused by executive increases to spending authority, and changes caused by executive decreases to spending authority for failure to comply with the provisions of chapter 36.70A RCW may require additional revisions. Revisions shall not be made retroactively. ((Revisions caused by executive increases to spending authority shall not be made after June 30, 1987.)) However, the governor may assign to a reserve status any portion of an agency appropriation withheld as part of across-the-board reductions made by the governor and any portion of an agency appropriation conditioned on

a contingent event by the appropriations act. The governor may remove these amounts from reserve status if the across-the-board reductions are subsequently modified or if the contingent event occurs.

((The director of financial management shall enter approved statements of proposed expenditures into the state budgeting, accounting, and reporting system within forty-five days after receipt of the proposed statements from the agencies. If an agency or the director of financial management is unable to meet these requirements, the director of financial management shall provide a timely explanation in writing to the legislative fiscal committees.

(9) It is expressly provided that all agencies shall be required to maintain accounting records and to report thereon in the manner prescribed in this chapter and under the regulations issued pursuant to this chapter. Within ninety days of the end of the fiscal year, all agencies shall submit to the director of financial management their final adjustments to close their books for the fiscal year. Prior to submitting fiscal data, written or oral, to committees of the legislature, it is the responsibility of the agency submitting the data to reconcile it with the budget and accounting data reported by the agency to the director of financial management.

(10) The director of financial management shall monitor agency operating expenditures against the approved statement of proposed expenditures and shall provide the legislature with quarterly explanations of major variances.

(11) The director of financial management may exempt certain public funds from the allotment controls established under this chapter if it is not practical or necessary to allot the funds. Allotment control exemptions expire at the end of the fiscal biennium for which they are granted. The director of financial management shall report any exemptions granted under this subsection to the legislative fiscal committees.))

NEW SECTION. Sec. 33. A new section is added to chapter 43.88 RCW to read as follows:

APPROVAL OF PROPOSED EXPENDITURE STATEMENTS. (1) The director of financial management shall enter approved statements of proposed operating expenditures into the state budgeting, accounting, and reporting system within forty-five days after receipt of the proposed

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- statements from the agencies. If an agency or the director of financial management is unable to meet these requirements, the director of financial management shall provide a timely explanation in writing to the legislative fiscal committees.
  - (2) The director of financial management shall monitor agency operating expenditures against the approved statement of proposed expenditures.

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- 8 <u>NEW SECTION.</u> **Sec. 34.** A new section is added to chapter 43.88 RCW 9 to read as follows:
- CLOSING BOOKS AT END OF FISCAL YEAR. It is expressly provided that 10 11 all agencies shall be required to maintain accounting records and to report in the manner prescribed in this chapter and under the 12 regulations issued pursuant to this chapter. Within ninety days of the 13 end of the fiscal year, all agencies shall submit to the director of 14 financial management their final adjustments to close their books for 15 16 the fiscal year. Prior to submitting fiscal data, written or oral, to committees of the legislature, it is the responsibility of the agency 17 18 submitting the data to reconcile it with the budget and accounting data 19 reported by the agency to the director of financial management.
- NEW SECTION. Sec. 35. A new section is added to chapter 43.88 RCW to read as follows:
- ALLOTMENT CONTROL EXEMPTIONS. The director of financial management may exempt certain public funds from the allotment controls established under this chapter if it is not practical or necessary to allot the funds. Allotment control exemptions expire at the end of the fiscal biennium for which they are granted. The director of financial management shall report any exemptions granted under this subsection to the legislative fiscal committees.
- NEW SECTION. Sec. 36. A new section is added to chapter 43.88 RCW to read as follows:
- 31 CASH DEFICIT. (1) If at any time during the fiscal period the 32 governor projects a cash deficit in any fund or account, the governor 33 shall make across-the-board reductions in allotments for that 34 particular fund or account to prevent a cash deficit, unless the 35 governor projects that a cash deficit will be avoided prior to the end

- of the fiscal period by adjustments in disbursements or receipts, including legislative action, or the legislature has directed the liquidation of the cash deficit over one or more fiscal periods. The governor may make more than one across-the-board reduction as deemed necessary to prevent the cash deficit.
  - (2) These across-the-board reductions shall also apply to allotments for agencies headed by elected officials as well as to the legislative and judicial branches of state government. The governor is not limited in the number of across-the-board reductions he or she may order to prevent a cash deficit.
  - (3) The governor may assign to a reserve status any portion of an agency appropriation withheld as part of across-the-board reductions made by the governor under this section. The governor shall remove these amounts from reserve status if the across-the-board reductions are subsequently modified.
    - (4) The following are not subject to an across the board reduction:
    - (a) Appropriations for basic education;

- (b) Appropriations for funding necessary to make the state retirement system actuarially sound; and
  - (c) Appropriations necessary to pay debt service on state bonds.

### 21 STATE FISCAL MANAGEMENT AND CONTROL

**Sec. 37.** RCW 43.88.160 and 2002 c 260 s 1 are each amended to read as follows:

STATE ACCOUNTING SYSTEM. ((This section sets forth the major fiscal duties and responsibilities of officers and agencies of the executive branch.)) (1) 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.

 $(((1) \ \, \text{Governor}; \ \, \text{director} \ \, \text{of financial management.}))$  (2) The governor, through the director of financial management, shall devise and ((supervise)) maintain a ((modern and)) complete accounting system for each agency to the end that all revenues, expenditures, receipts, disbursements, resources, and obligations of the state shall be

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properly and systematically accounted for. The accounting system shall include the development of accurate, timely records and reports of all financial affairs of the state. The system shall also provide for central accounts in the office of financial management at the level of detail deemed necessary by the director to perform central financial management. The director of financial management shall adopt and periodically update an accounting procedures manual. Any agency maintaining its own accounting and reporting system shall comply with the updated accounting procedures manual and the rules of the director adopted under this chapter. An agency may receive a waiver from complying with this requirement if the waiver is approved by the director. Waivers expire at the end of the fiscal biennium for which they are granted. The director shall forward notice of waivers granted to the appropriate legislative fiscal committees. The director of financial management may require such financial, statistical, and other reports as the director deems necessary from all agencies covering any 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 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.

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(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 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;

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(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:

(g) Adopt rules to effectuate provisions contained in (a) through (f) of this subsection.

(5) The treasurer shall:

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- (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, such individual or entity other than central stores rendering such services shall make a cash deposit or furnish surety bond coverage to

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 department of general administration but in no case shall such required cash deposit or surety bond be less than an amount which will fully indemnify the state against any and all losses on account of breach of promise to fully perform such services. No payments shall be made in advance for any equipment maintenance services to be performed more than twelve months after such payment. Any such bond so furnished shall be conditioned that the person, firm or corporation receiving the advance payment will apply it toward performance of the contract. The responsibility for recovery of erroneous or improper payments made under this section shall lie with the agency head or the agency head's designee in accordance with regulations issued pursuant to this chapter. Nothing in this section shall be construed to permit a public body to advance funds to a private service provider pursuant to a grant or loan before 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 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. The

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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 or 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 financial management. It shall be the duty of the director of 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 auditor, and the attorney general. The director of financial management shall include in the audit resolution report actions taken as a result of an audit including, but not limited to, types of personnel actions, costs and types of litigation, and value of recouped goods or services.

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

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(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.
- 10 (c) Make a report to the legislature which shall include at least
  11 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.)
- NEW SECTION. Sec. 38. A new section is added to chapter 43.88 RCW to read as follows:
- RESPONSIBILITIES OF THE DIRECTOR OF FINANCIAL MANAGEMENT. The director of financial management, as agent of the governor, may:
  - (1) 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;

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- (2) 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 may authorize expenditures for employee training to the end that the state may benefit from training facilities made available to state employees;
- (3) Report to the governor with regard to duplication of effort or lack of coordination among agencies;
- (4) Review any pay and classification plans, and changes developed by any agency for their fiscal impact. 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 that for agencies headed by elective officials no amendment or alteration of the plans may be made without the approval of the agency concerned;
- (5) 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 agencies headed by elective officials;
- 25 (6) Adopt rules to effectuate provisions contained in subsections 26 (1) through (5) of this section.

## 27 STATE TREASURER

- NEW SECTION. Sec. 39. A new section is added to chapter 43.88 RCW to read as follows:
  - (1) 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. This subsection does not apply to nonappropriated public funds of higher education institutions;
- 35 (b) Receive, disburse, or transfer public funds under the 36 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.
- (2) It is 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 (a) the services have been rendered or the materials have been furnished; (b) in the case of loans or grants, the loans or grants are authorized by law; or (c) in the case of payments for periodic maintenance services to be performed on state owned equipment, a written contract for such periodic maintenance services is currently in effect. The treasurer shall not be liable under the treasurer's surety bond for erroneous or improper payments made under this subsection.
- (3) 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, the individual or entity other than central stores rendering the services shall make a cash deposit or furnish surety bond coverage to the state in an amount fixed by law, or if not fixed by law, then in such amounts as shall be fixed by the director of the department of general administration but in no case shall such required cash deposit or surety bond be less than an amount which will fully indemnify the state against any and all losses on account of breach of promise to fully perform such services.
- (4) No payments shall be made in advance for any equipment maintenance services to be performed more than twelve months after such payment. Any such bond so furnished shall be conditioned that the person, firm or corporation receiving the advance payment will apply it toward performance of the contract.
- (5) The responsibility for recovery of erroneous or improper payments made under this section shall lie with the agency head or the

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- agency head's designee in accordance with rules issued pursuant to this chapter.
- 3 (6) This section does not permit a public body to advance funds to 4 a private service provider under a grant or loan before services have 5 been rendered or material furnished.

#### 6 STATE AUDITOR

NEW SECTION. **Sec. 40.** A new section is added to chapter 43.88 RCW to read as follows:

(1) The state auditor shall:

- (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 subsection (3) of this section.
- (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 legislative session. 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.
- (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 financial management. It shall be the duty of the director of financial management to cause corrective action to be taken within six months. This action may include, as appropriate, the withholding of funds as provided in RCW 43.88.110 (as recodified by this act). 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 auditor, and the attorney general. The director of financial management shall include in the audit resolution report actions taken as a result of an audit including, but not limited to, types of personnel actions, costs and types of litigation, and value of recouped goods or services.

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- (e) Promptly report any irregularities to the attorney general.
- 8 (f) Investigate improper governmental activity under chapter 42.40 9 RCW.
  - (2) The state auditor is authorized to 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.
  - (3) The 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 or 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. auditor makes a report to a legislative committee, the agency may submit to the committee a response to the report. This section 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. 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.

# JOINT LEGISLATIVE AUDIT AND REVIEW COMMITTEE

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NEW SECTION. **Sec. 41.** A new section is added to chapter 43.88 RCW to read as follows:

The joint legislative audit and review committee may:

- (1) 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.
- (2) Give information to the legislature or any legislative committee whenever required upon any subject relating to the performance and management of state agencies.
- (3) Make a report to the legislature which shall include at least the following:
  - (a) 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
- (b) 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.

## 22 UNANTICIPATED RECEIPTS

- NEW SECTION. Sec. 42. A new section is added to chapter 43.88 RCW to read as follows:
- DEFINITIONS. The definitions in this section apply throughout this chapter unless the context clearly requires otherwise.
  - (1) "State revenues" means income or receipts received by the state from taxes, licenses, permits, fees, fines, and forfeitures levied or charged by the state for the support of a state-sponsored program. "State revenues" also includes (a) any receipts or income received by the state that do not meet the definitions of "federal, private, or local revenues" devised by the office of financial management under RCW 43.88.160 (as recodified by this act), or (b) any receipts or income generated from transactions when participants receive value for the resources provided.

- 1 (2) "Nonstate revenues" means any income or receipts received by 2 the state that are not included under subsection (1) of this section.
- 3 (3) "Unanticipated revenues" means income or receipts received by 4 the state that were not anticipated or expected at the time the 5 legislature approved the most recent budget.
- 6 **Sec. 43.** RCW 43.79.270 and 1998 c 177 s 1 are each amended to read 7 as follows:

UNANTICIPATED RECEIPTS--WHEN PERMITTED.  $((\frac{1}{2}))$  Whenever any 8 ((money)) nonstate revenues, including revenue from the federal 9 10 government, ((<del>or from other sources,</del>)) which ((<del>was</del>)) <u>were</u> 11 anticipated in the operating or capital budgets approved by the 12 legislature ((has)) have actually been received and ((is))13 designated to be spent for a specific purpose, the head of any 14 department, agency, board, or commission through which such an expenditure shall be made is to submit to the governor a statement 15 ((which may be)) in the form ((of a request for an allotment 16 amendment)) prescribed by the governor setting forth the facts 17 18 constituting the need for ((such)) the expenditure and the estimated amount to be expended((: PROVIDED, That no)). An expenditure under 19 20 this section shall not be made ((in excess of)) unless first approved 21 by the governor in accordance with RCW 43.79.280 (as recodified by this 22 act). Expenditures may not exceed the actual amount received, and 23 ((no)) the money ((shall)) may be expended only for ((any purpose)24 except)) the specific purpose for which it was received. ((A copy of 25 any proposal submitted to the governor to expend money from an 26 appropriated fund or account in excess of appropriations provided by 27 law which is based on the receipt of unanticipated revenues shall be submitted to the joint legislative audit and review committee and also 28 29 to the standing committees on ways and means of the house and senate if 30 the legislature is in session at the same time as it is transmitted to 31 the governor.

(2) Notwithstanding subsection (1) of this section, whenever money from any source that was not anticipated in the transportation budget approved by the legislature has actually been received and is designated to be spent for a specific purpose, the head of a department, agency, board, or commission through which the expenditure must be made shall submit to the governor a statement, which may be in

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the form of a request for an allotment amendment, setting forth the facts constituting the need for the expenditure and the estimated amount to be expended. However, no expenditure may be made in excess of the actual amount received, and no money may be expended for any purpose except the specific purpose for which it was received. A copy of any proposal submitted to the governor to expend money from an appropriated transportation fund or account in excess of appropriations provided by law that is based on the receipt of unanticipated revenues must be submitted, at a minimum, to the standing committees on transportation of the house and senate, if the legislature is in session, at the same time as it is transmitted to the governor. During the legislative interim, any such proposal must be submitted to the legislative transportation committee.)) Unanticipated revenues for which there is no designated purpose are considered state revenue subject to legislative appropriation. State revenues cannot be expended as unanticipated receipts unless specifically authorized by separate statutes.

Sec. 44. RCW 43.79.280 and 1998 c 177 s 2 are each amended to read as follows:

APPROVING AND SPENDING UNANTICIPATED RECEIPTS. (1) ((If the governor approves such estimate in whole or part, he shall endorse on each copy of the statement his approval, together with a statement of the amount approved in the form of an allotment amendment, and transmit one copy to the head of the department, agency, board, or commission authorizing the expenditure. An identical copy of the governor's statement of approval and a statement of the amount approved for expenditure shall be transmitted simultaneously to the joint legislative audit and review committee and also to the standing committee on ways and means of the house and senate of all executive approvals of proposals to expend money in excess of appropriations provided by law.

(2) If the governor approves an estimate with transportation funding implications, in whole or part, he shall endorse on each copy of the statement his approval, together with a statement of the amount approved in the form of an allotment amendment, and transmit one copy to the head of the department, agency, board, or commission authorizing the expenditure. An identical copy of the governor's statement of

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approval of a proposal to expend transportation money in excess of appropriations provided by law and a statement of the amount approved for expenditure must be transmitted simultaneously to the standing committees on transportation of the house and senate. During the legislative interim, all estimate approvals endorsed by the governor along with a statement of the amount approved in the form of an allotment amendment must be transmitted simultaneously to the legislative transportation committee.)) Once the governor receives a proposal under RCW 43.79.270 (as recodified by this act) to spend money because of the receipt of unanticipated revenues, the governor shall transmit a copy of the proposal to the appropriate fiscal committees of the house of representatives and senate and to the joint legislative audit and review committee.

(2) The director of financial management may grant to a department, agency, board, or commission the authority to expend unanticipated receipts up to the actual amount received for a specific, designated purpose. Before the governor approves an expenditure of unanticipated revenues, the department, agency, board, or commission must demonstrate to the governor's satisfaction how the expenditure of the unanticipated revenues prevents the loss of funds or increased future costs, is necessary for the public health and safety, or meets other criteria that may be established by the governor. If the governor approves the expenditure authority in whole or part, that information shall be made available to the legislature.

### CLARKE-MCNARY ACCOUNT

**Sec. 45.** RCW 43.88.550 and 1989 c 362 s 3 are each amended to read 27 as follows:

((Based on schedules submitted by the director of financial management,)) If the director of financial management, in consultation with the department of natural resources and the military department, determines that the appropriations provided by the legislature for fighting wildland fires are not sufficient to cover expenses incurred for this purpose, the director shall provide schedules to the state treasurer who shall transfer from the general fund--state((, or such other funds as the state treasurer deems appropriate,)) to the Clarke-McNary ((fund)) account such amounts as are necessary to meet

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- 1 unbudgeted ((forest)) wildland fire fighting expenses. ((All amounts
- 2 borrowed under the authority of this section shall be repaid to the
- 3 appropriate fund, together with interest at a rate determined by the
- 4 state treasurer to be equivalent to the return on investments of the
- 5 state treasury during the period the amounts are borrowed.)) Any
- 6 <u>amounts transferred from the general fund--state for this purpose are</u>
- 7 considered general fund--state expenditures under chapter 43.135 RCW.

### 8 REPEALERS

- 9 <u>NEW SECTION.</u> **Sec. 46.** The following acts or parts of acts are 10 each repealed:
- 11 (1) RCW 43.88.050 (Cash deficit) and 1987 c 502 s 4 & 1965 c 8 s 12 43.88.050;
- 13 (2) RCW 43.88.067 (Fee and expense report--Impact of amounts 14 awarded to prevailing party in agency action) and 1999 c 372 s 10 & 1995 c 403 s 905;
- 16 (3) RCW 43.88.093 (Development of budget--Tourism development 17 division, department of community, trade, and economic development) and 18 1998 c 299 s 3;
- 19 (4) RCW 43.88.094 (Development of budget--Calculation--Tourism 20 development division, department of community, trade, and economic 21 development) and 1998 c 299 s 4;
- 22 (5) RCW 43.88.100 (Executive hearings) and 1965 c 8 s 43.88.100;
- 23 (6) RCW 43.88.120 (Revenue estimates) and 2000 2nd sp.s. c 4 s 13, 24 1991 c 358 s 3, 1987 c 502 s 6, 1984 c 138 s 10, 1981 c 270 s 8, 1973 25 1st ex.s. c 100 s 7, & 1965 c 8 s 43.88.120;
- 26 (7) RCW 43.88.122 (Transportation agency revenue forecasts--27 Variances) and 2000 2nd sp.s. c 4 s 14 & 1991 c 358 s 7;
- 28 (8) RCW 43.88.205 (Federal funds and programs--Participating 29 agencies to give notice--Progress reports) and 1996 c 288 s 39, 1979 c 30 151 s 141, 1975 1st ex.s. c 293 s 10, 1973 2nd ex.s. c 17 s 3, & 1967 31 ex.s. c 41 s 4;
- 32 (9) RCW 43.88.280 (Fiscal responsibilities of state officers and 33 employees--"State officer or employee" defined) and 1977 ex.s. c 320 s 34 1;
- 35 (10) RCW 43.88.350 (Legal services revolving fund--General

- administration services account--Approval of certain changes required)
  and 1998 c 105 s 16 & 1981 c 270 s 14;
- 3 (11) RCW 43.88.500 (State boards, commissions, councils, and 4 committees--Legislative finding and declaration) and 1979 c 151 s 142 5 & 1977 c 23 s 1;
- 6 (12) RCW 43.88.505 (State boards, commissions, councils, and committees--Compilation of list, information) and 1979 c 151 s 143 & 1977 c 23 s 2;
- 9 (13) RCW 43.88.510 (State boards, commissions, councils, and committees--Submission of list and data to legislature) and 1996 c 288 11 s 42, 1987 c 505 s 37, 1979 c 151 s 144, & 1977 c 23 s 3;
- 12 (14) RCW 43.88.515 (State boards, commissions, councils, and committees--Agencies to submit lists, information) and 1979 c 151 s 145 
  4 1977 c 23 s 4;
- 15 (15) RCW 43.88.560 (Information technology projects--Funding policies and standards) and 1992 c 20 s 7;
- 17 (16) RCW 43.88.899 (Intent--Periodic review) and 1986 c 215 s 8;
- 18 (17) RCW 44.40.070 (State transportation agencies--Comprehensive 19 programs and financial plans) and 1998 c 245 s 87, 1988 c 167 s 10, 20 1979 ex.s. c 192 s 3, 1979 c 158 s 112, 1977 ex.s. c 235 s 9, & 1973 21 1st ex.s. c 201 s 1;
- 22 (18) RCW 44.40.080 (State transportation agencies--Recommended 23 budget--Preparation and presentation--Contents) and 1973 1st ex.s. c 24 201 s 2; and
- NEW SECTION. Sec. 47. The following sections are codified or recodified within chapter 43.88 RCW in the following order:
- 29 RCW 43.88.010.
- 30 (1) The following sections are codified or recodified and designated as a subchapter of chapter 43.88 RCW under the subchapter designation "Definitions":
- 33 RCW 43.88.020;
- 34 section 2 of this act; and
- 35 RCW 43.88.025.
- 36 (2) The following sections are codified or recodified and

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designated as a subchapter of chapter 43.88 RCW under the subchapter
1
 2
    designation "Requirements Applicable to All Budgets":
 3
         section 3 of this act;
 4
        RCW 43.88.035;
 5
        RCW 43.88.060;
        RCW 43.88.090;
 6
7
        section 7 of this act;
        section 8 of this act;
8
        RCW 43.88.070;
9
10
        RCW 43.88.080;
        RCW 43.88.130;
11
12
        RCW 43.88.150;
13
        RCW 43.88.170;
14
        RCW 43.88.180;
15
        RCW 43.88.190;
        RCW 43.88.195;
16
17
        RCW 43.88.250;
18
        RCW 43.88.260;
        section 17 of this act; and
19
        section 18 of this act.
20
21
             The following sections are codified or recodified and
22
    designated as a subchapter of chapter 43.88 RCW under the subchapter
23
    designation "Operating Budget":
24
        RCW 43.88.030;
25
        section 20 of this act;
26
        RCW 43.88.032; and
27
        RCW 43.88.033.
28
             The following sections are codified or recodified and
29
    designated as a subchapter of chapter 43.88 RCW under the subchapter
30
     designation "Capital Budget":
        RCW 43.88.0301;
31
32
         section 22 of this act;
        section 23 of this act;
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        section 24 of this act;
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        RCW 43.88.145; and
        section 26 of this act.
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37
         (5) The following sections are codified and designated as a
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subchapter of chapter 43.88 RCW under the subchapter designation
1
 2
     "Transportation":
        section 27 of this act;
 3
        section 28 of this act;
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        section 29 of this act;
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        section 30 of this act; and
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        section 31 of this act.
7
8
        (6) The following sections are codified or recodified and
    designated as a subchapter of chapter 43.88 RCW under the subchapter
9
10
    designation "Allotments":
11
        RCW 43.88.110;
12
        section 33 of this act;
13
        section 34 of this act;
        section 35 of this act; and
14
        section 36 of this act.
15
        (7) The following sections are codified or recodified and
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17
    designated as a subchapter of chapter 43.88 RCW under the subchapter
18
    designation "State Fiscal Management and Control":
19
        RCW 43.88.037;
20
        RCW 43.88.160; and
21
        section 38 of this act.
22
        (8) The following sections are recodified and designated as a
    subchapter of chapter 43.88 RCW under the subchapter designation
23
24
     "Fiscal Responsibilities of State Officers and Employees":
25
        RCW 43.88.270;
26
        RCW 43.88.290;
27
       RCW 43.88.300;
        RCW 43.88.310; and
28
29
        RCW 43.88.320.
        (9) The following section is codified and designated as a
30
    subchapter of chapter 43.88 RCW under the subchapter designation "State
31
    Treasurer":
32
        section 39 of this act.
33
         (10) The following sections are codified or recodified and
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    designated as a subchapter of chapter 43.88 RCW under the subchapter
35
36
    designation "State Auditor":
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        section 40 of this act; and
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RCW 43.88.570.

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- (11) The following section is codified and designated as a 1 2 subchapter of chapter 43.88 RCW under the subchapter designation "Joint Legislative Audit and Review Committee": 3 section 41 of this act. 4 (12) The following sections are codified or recodified and 5 designated as a subchapter of chapter 43.88 RCW under the subchapter 6 7 designation "Unanticipated Receipts": 8 section 42 of this act; RCW 43.79.270; and 9 10 RCW 43.79.280. (13) The following section is recodified and designated as a 11 12 subchapter of chapter 43.88 RCW under the subchapter designation 13 "Clarke-McNary Account": RCW 43.88.550. 14 (14) The following sections are recodified and designated as a 15 subchapter of chapter 43.88 RCW under the subchapter designation 16 17 "Exceptions to Application of Chapter": RCW 43.88.240; and 18 19 RCW 43.88.265. (15) The following sections are recodified and designated as a 20 21 subchapter of chapter 43.88 RCW under the subchapter designation 22 "Miscellaneous": RCW 43.88.027; 23 24 RCW 43.88.140; 25 RCW 43.88.175; 26 RCW 43.88.200; 27 RCW 43.88.210; RCW 43.88.220; 28 RCW 43.88.230; 29 RCW 43.88.901;
- NEW SECTION. Sec. 48. Captions and subchapter headings as used in this act are not part of the law.

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RCW 43.88.902;

RCW 43.88.910.

RCW 43.88.903; and

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