AMENDED IN ASSEMBLY MAY 30, 2017 AMENDED IN ASSEMBLY MAY 30, 2017 AMENDED IN ASSEMBLY APRIL 25, 2017 AMENDED IN ASSEMBLY APRIL 17, 2017 AMENDED IN ASSEMBLY APRIL 4, 2017 CALIFORNIA LEGISLATURE—2017–18 REGULAR SESSION

ASSEMBLY BILL

No. 1250

Introduced by Assembly Member Jones-Sawyer (Coauthor: Assembly Member Gonzalez Fletcher)

February 17, 2017

An act to add Sections 31000.10 and 37103.1 to the Government Code, relating to local government.

LEGISLATIVE COUNSEL'S DIGEST

AB 1250, as amended, Jones-Sawyer. Counties and cities: contracts for personal services.

Existing law authorizes the board of supervisors of a county to contract for special services on behalf of various public entities with persons who are specially trained, experienced, expert, and competent to perform the special services, as prescribed. These services include financial, economic, accounting, engineering, legal, and other specified services. Existing law also authorizes legislative bodies of cities to contract with any specially trained and experienced person, firm, or corporation for special services and advice in financial, economic, accounting, engineering, legal, or administrative matters.

This bill would establish specific standards for the use of personal services contracts by counties and cities. Beginning January 1, 2018, the bill would allow a county or county agency, or a city or city agency, to contract for personal services currently or customarily performed by employees, as applicable, when specified conditions are met. Among other things, the bill would require the county or city to clearly demonstrate that the proposed contract will result in actual overall costs savings to the county or city and also to show that the contract does not cause the displacement of county or city workers. The bill would require a contract entered into under these provisions to specify that it may be terminated upon material breach, if notice is provided, as specified. Additionally, the bill would require the county or city to conduct an audit of the contract to determine whether cost savings have been realized and would require the contractor to reimburse the cost of the audit. The bill would impose additional disclosure requirements for contracts exceeding \$100,000 annually. The bill would exempt certain types of contracts from its provisions, and would exempt a chapter charter city from its provisions. By placing new duties on local government agencies, the bill would impose a state-mandated local program.

The bill also would provide that its provisions are severable.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to the statutory provisions noted above.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

- 1 SECTION 1. Section 31000.10 is added to the Government
- 2 Code, to read:
- 3 31000.10. The purpose of this section is to establish standards4 for the use of personal services contracts by counties.
- 5 (a) If otherwise permitted by law, a county or county agency
- 6 may contract for personal services currently or customarily

1 performed by—county that county's employees when all the 2 following conditions are met:

3 (1) The board of supervisors or county agency clearly 4 demonstrates that the proposed contract will result in actual overall 5 cost savings to the county for the duration of the entire contract 6 as compared with the county's actual costs of providing the same 7 services, provided that:

8 (A) In comparing costs, there shall be included the county's 9 additional cost of providing the same service as proposed by a 10 contractor. These additional costs shall include the salaries and 11 benefits of additional staff that would be needed and the cost of 12 additional space, equipment, and materials needed to perform the 13 function.

(B) In comparing costs, there shall not be included the county's
indirect overhead costs unless these costs can be attributed solely
to the function in question and would not exist if that function was
not performed in county service. Indirect overhead costs shall
mean the pro rata share of existing administrative salaries and
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19 benefits, rent, equipment costs, utilities, and materials.

20 (C) In comparing costs, there shall be included in the cost of a 21 contractor providing a service any continuing county costs that

22 would be directly associated with the contracted function. These

continuing county costs shall include, but not be limited to, thosefor inspection, supervision, and monitoring.

(2) Proposals to contract out work shall not be approved solely
on the basis that savings will result from lower contractor pay rates
or benefits. Proposals to contract out work shall be eligible for
approval if the contractor's wages are at the industry's level and
do not significantly undercut county pay rates.

30 (3) The contract does not cause the displacement of county
31 employees. "Displacement" includes layoff, demotion, involuntary
32 transfer to a new class, involuntary transfer to a new location
33 requiring a change of residence, and time base reductions.
34 "Displacement" does not include changes in shifts or days off or
35 reassignment to other positions within the same class and general

36 location.

37 (4) The contract does not cause vacant positions in county38 employment to remain unfilled.

39 (5) The contract does not adversely affect any of the county's40 nondiscrimination, affirmative action efforts.

1 (6) The savings shall be large enough to ensure that they will

2 not be eliminated by private sector and county cost fluctuations

3 that could normally be expected during the contracting period.

4 (7) The amount of savings clearly justifies the size and duration

5 of the contracting agreement.

6 (8) The contract is awarded through a publicized, competitive

7 bidding process. The county shall reserve the right to reject any8 and all bids or proposals.

9 (9) The contract includes specific provisions pertaining to the 10 qualifications of the staff that will perform the work under the

11 contract, as well as assurance that the contractor's hiring practices

- 12 meet any applicable nondiscrimination, affirmative action 13 standards.
- (10) The potential for future economic risk to the county frompotential contractor rate increases is minimal.
- 16 (11) The contract is with a firm. "Firm" means a corporation,partnership, nonprofit organization, or sole proprietorship.

18 (12) The potential economic advantage of contracting is not 19 outweighed by the public's interest in having a particular function

20 performed directly by county government.

(13) The contract shall provide that it may be terminated at any
time by the county without penalty if there is a material breach of
the contract and notice is provided at least 30 days before

24 termination.

(14) If the contract is for personal services in excess of one
hundred thousand dollars (\$100,000) annually, all of the following
shall occur:

(A) The county shall require the contractor to disclose all of thefollowing information as part of its bid, application, or answer to

30 a request for proposal:

(i) A description of all charges, claims, or complaints filed
against the contractor with any federal, state, or local administrative
agency during the prior 10 years.

(ii) A description of all civil complaints filed against thecontractor in any state or federal court during the prior 10 years.

36 (iii) A description of all state or federal criminal complaints or
37 indictments filed against the contractor, or any of its officers,
38 directors, or managers, at any time.

(iv) A description of any debarments of the contractor by anypublic agency or licensing body at any time.

(v) The total compensation, including salaries and benefits, the
 contractor provides to workers performing work similar to that to
 be provided under the contract.

4 (vi) The total compensation, including salaries, benefits, options,
5 and any other form of compensation, provided to the five highest
6 compensated officers, directors, executives, or employees of the
7 contractor.

8 (vii) Any other information the county deems necessary to 9 ensure compliance with this section.

10 (B) The contract shall provide that the county is entitled to 11 receive a copy of any records related to the contractor's or any 12 subcontractor's performance of the contract, and that, in addition 13 to records specifically requested by the county, every month the 14 contractor shall furnish the county with: (i) the names of any 15 subcontractors providing services under the contract; (ii) the names 16 of the employees of the contractor and any subcontractors 17 providing services pursuant to the contract and their hourly rates; 18 and (iii) the names of any workers providing services pursuant to 19 the contract as independent contractors and the compensation rates 20 for those workers. The contract shall provide that all records 21 provided to the county by the contractor shall be subject to the 22 California Public Records Act (Chapter 3.5 (commencing with 23 Section 6250) of Division 7 of Title 1). In furtherance of this 24 subdivision, contractors and any subcontractors shall maintain 25 records related to performance of the contract that ordinarily would 26 be maintained by the county in performing the same functions.

(C) The county shall include in the contract specific, measurable performance standards and provisions for a performance audit by the county, or an independent auditor approved by the county, to determine whether the performance standards are being met and whether the contractor is in compliance with applicable laws and regulations. The county shall not renew or extend the contract prior to receiving and considering the audit report.

(D) The contract shall include provisions for an audit by the county, or an independent auditor approved by the county, to determine whether and to what extent the anticipated cost savings have actually been realized. The county shall not renew or extend the contract before receiving and considering the audit report. The contractor shall reimburse the county for the cost of the audit.

1 Contractors shall be prohibited from factoring the costs of the audit

2 into the contract costs with the county.

3 (b) This section does not preclude a county from adopting more 4 restrictive rules regarding the contracting of public services.

5 (c) When otherwise permitted by law, the absence of any 6 requirement of subdivision (a) shall not prevent personal services 7 contracting when any of the following conditions are met:

8 (1) The contract is for a new county function and the Legislature

9 has specifically mandated or authorized the performance of the10 work by independent contractors.

(2) The contract is between the county and another government
 entity for services to be performed by employees of the other
 government entity.

(3) The services contracted cannot be performed satisfactorily
by county employees, or are of such a highly specialized or
technical nature that the necessary expert knowledge, experience,
and ability are not available among county employees.

(4) The services are incidental to a contract for the purchase or
lease of real or personal property. Contracts under this criterion,
known as "service agreements," shall include, but not be limited
to, agreements to service or maintain office equipment or
computers that are leased or rented.

(5) The legislative, administrative, or legal goals and purposes
cannot be accomplished through the utilization of county
employees. Contracts are permissible under this criterion to protect
against a conflict of interest or to ensure independent and unbiased
findings in cases where there is a clear need for a different, outside
perspective. These contracts shall include, but not be limited to,
obtaining expert witnesses in litigation.

30 (6) The nature of the work is such that the standards of this part
31 for emergency appointments apply. These contracts shall conform
32 with Section 31000.4.

33 (7) Public entities or officials need private counsel because a

34 conflict of interest on the part of the county counsel's office

35 prevents it from representing the public entity or official without

36 compromising its position. These contracts shall require the written

37 consent of the county counsel.

(8) The contractor will provide legal services to the countysolely on a contingency fee basis.

1 (9) The contractor will provide equipment, materials, facilities, 2 or support services that could not feasibly be provided by the 3 county in the location where the services are to be performed.

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4 (10) The contractor will conduct training courses for which 5 appropriately qualified county employee instructors are not 6 available, provided that permanent instructor positions in academies 7 or similar settings shall be filled by county employees.

8 (11) The services are of such an urgent, temporary, or occasional 9 nature that the delay incumbent in their implementation by county 10 employees would frustrate their very purpose.

(d) This section shall apply to all counties, including countiesthat have adopted a merit or civil service system.

(c) (1) This section does not apply to any contract for services
 described in Section 4525 or 4529.10.

15 (2) This section does not apply to any contract that is subject

to Chapter 1 (commencing with Section 1720) of Part 7 of Division
 2 of the Labor Code.

(3) This section does not apply to a contract for public transit
 services, including paratransit services, if the county's transit
 services are fully funded by Federal Transit Administration

21 assistance and the county is thereby subject to the guidelines

22 established in FTA Circular 4220.1F or any subsequent guidelines

23 or revisions issued by the Federal Transit Administration.

24 (e) This section does not apply to any of the following contracts:

25 (1) A contract for services described in Section 4525 or 4529.10.

26 (2) A contract that is subject to Chapter 1 (commencing with
27 Section 1720) of Part 7 of Division 2 of the Labor Code.

(3) A contract for public transit services, including paratransit
 services, if the county's transit services are fully funded by Federal

30 Transit Administration assistance and the county is thereby subject

31 to the guidelines established in FTA Circular 4220.1F or any

subsequent guidelines or revisions issued by the Federal Transit
 Administration.

34 (4) A contract for street sweeping services.

35 (5) A contract for solid waste handling services authorized by

36 or made pursuant to Section 40059 of the Public Resources Code.

37 As used in this paragraph, "solid waste handling services" means

38 the collection, transportation, storage, transfer, conversion,

39 processing, recycling, composting, or disposal of solid wastes.

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(f) This section shall not be construed to authorize or otherwise

permit the contracting out of fire protection services, other than the contracts between public agencies that are explicitly authorized by Chapter 4 (commencing with Section 55600) of Part 2 of Division 2 of Title 5 of this code or by Article 4 (commencing with Section 4141) of Chapter 1 of Part 2 of Division 4 of the Public Resources Code. (g) This section shall apply to contracts for personal services currently or customarily performed by-county employees the employees of a county entered into, renewed, or extended on or after January 1, 2018. SEC. 2. Section 37103.1 is added to the Government Code, to read: 37103.1. The purpose of this section is to establish standards for the use of personal services contracts by cities. (a) If otherwise permitted by law, a city or city agency may contract for personal services currently or customarily performed by-city that city's employees when all the following conditions are met: (1) The city council or city agency clearly demonstrates that the proposed contract will result in actual overall cost savings to the city for the duration of the entire contract as compared with the city's actual costs of providing the same services, provided that: (A) In comparing costs, there shall be included the city's additional cost of providing the same service as proposed by a contractor. These additional costs shall include the salaries and benefits of additional staff that would be needed and the cost of additional space, equipment, and materials needed to perform the function. (B) In comparing costs, there shall not be included the city's indirect overhead costs unless these costs can be attributed solely to the function in question and would not exist if that function was not performed in city service. Indirect overhead costs shall mean the pro rata share of existing administrative salaries and benefits, rent, equipment costs, utilities, and materials. (C) In comparing costs, there shall be included in the cost of a contractor providing a service any continuing city costs that would be directly associated with the contracted function. These

continuing city costs shall include, but not be limited to, those for
 inspection, supervision, and monitoring.

3 (2) Proposals to contract out work shall not be approved solely 4 on the basis that savings will result from lower contractor pay rates 5 or benefits. Proposals to contract out work shall be eligible for 6 approval if the contractor's wages are at the industry's level and 7 do not significantly undercut city pay rates.

8 (3) The contract does not cause the displacement of city 9 employees. "Displacement" includes layoff, demotion, involuntary 10 transfer to a new class, involuntary transfer to a new location 11 requiring a change of residence, and time base reductions. 12 "Displacement" does not include changes in shifts or days off or 13 reassignment to other positions within the same class and general 14 location.

15 (4) The contract does not cause vacant positions in city 16 employment to remain unfilled.

17 (5) The contract does not adversely affect any of the city's18 nondiscrimination, affirmative action efforts.

(6) The savings shall be large enough to ensure that they willnot be eliminated by private sector and city cost fluctuations thatcould normally be expected during the contracting period.

(7) The amount of savings clearly justifies the size and durationof the contracting agreement.

(8) The contract is awarded through a publicized, competitivebidding process. The city shall reserve the right to reject any andall bids or proposals.

(9) The contract includes specific provisions pertaining to the
qualifications of the staff that will perform the work under the
contract, as well as assurance that the contractor's hiring practices
meet any applicable nondiscrimination, affirmative action
standards.

(10) The potential for future economic risk to the city frompotential contractor rate increases is minimal.

34 (11) The contract is with a firm. "Firm" means a corporation,35 partnership, nonprofit organization, or sole proprietorship.

36 (12) The potential economic advantage of contracting is not

outweighed by the public's interest in having a particular functionperformed directly by city government.

1 (13) The contract shall provide that it may be terminated at any 2 time by the city without penalty if there is a material breach of the 3 contract and notice is provided at least 30 days before termination. 4 (14) If the contract is for personal services in excess of one 5 hundred thousand dollars (\$100,000) annually, all of the following 6 shall occur: 7 (A) The city shall require the contractor to disclose all of the 8 following information as part of its bid, application, or answer to

9 a request for proposal:

- (i) A description of all charges, claims, or complaints filed
 against the contractor with any federal, state, or local administrative
 agency during the prior 10 years.
- (ii) A description of all civil complaints filed against thecontractor in any state or federal court during the prior 10 years.
- (iii) A description of all state or federal criminal complaints orindictments filed against the contractor, or any of its officers,

17 directors, or managers, at any time.

- (iv) A description of any debarments of the contractor by anypublic agency or licensing body at any time.
- (v) The total compensation, including salaries and benefits, the
 contractor provides to workers performing work similar to that to
 be provided under the contract.
- (vi) The total compensation, including salaries, benefits, options,
 and any other form of compensation, provided to the five highest
 compensated officers, directors, executives, or employees of the
 contractor.
- (vii) Any other information the city deems necessary to ensurecompliance with this section.
- 29 (B) The contract shall provide that the city is entitled to receive 30 a copy of any records related to the contractor's or any 31 subcontractor's performance of the contract, and that, in addition 32 to records specifically requested by the city, every month the contractor shall furnish the county with: (i) the names of any 33 34 subcontractors providing services under the contract; (ii) the names 35 of the employees of the contractor and any subcontractors 36 providing services pursuant to the contract and their hourly rates; and (iii) the names of any workers providing services pursuant to 37 38 the contract as independent contractors and the compensation rates 39 for those workers. The contract shall provide that all records 40 provided to the city by the contractor shall be subject to the
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California Public Records Act (Chapter 3.5 (commencing with
 Section 6250) of Division 7 of Title 1). In furtherance of this
 subdivision, contractors and any subcontractors shall maintain
 records related to performance of the contract that ordinarily would

5 be maintained by the city in performing the same functions.

6 (C) (1) The city shall include in the contract specific, 7 measurable performance standards and provisions for a 8 performance audit by the city, or an independent auditor approved 9 by the city, to determine whether the performance standards are 10 being met and whether the contractor is in compliance with 11 applicable laws and regulations. The legislative body shall not 12 renew or extend the contract prior to receiving and considering 13 the audit report.

14 (2) The contractor shall reimburse the city for the cost of the 15 audit.

16 (D) The contract shall include provisions for an audit by the 17 city, or an independent auditor approved by the city, to determine 18 whether and to what extent the anticipated cost savings have 19 actually been realized. The city shall not renew or extend the 20 contract before receiving and considering the audit report. The 21 contractor shall reimburse the city for the cost of the audit. 22 Contractors shall be prohibited from factoring the costs of the audit 23 into their contract costs with the city.

(b) This section does not preclude a city from adopting morerestrictive rules regarding the contracting of public services.

(c) When otherwise permitted by law, the absence of any
requirement of subdivision (a) shall not prevent personal services
contracting when any of the following conditions are met:

(1) The contract is for a new city function and the Legislaturehas specifically mandated or authorized the performance of thework by independent contractors.

32 (2) The contract is between a city and other government entity
33 for services to be performed by employees of the other government
34 entity.

(3) The services contracted cannot be performed satisfactorily
by city employees, or are of such a highly specialized or technical
nature that the necessary expert knowledge, experience, and ability
are not available among city employees.

39 (4) The services are incidental to a contract for the purchase or40 lease of real or personal property. Contracts under this criterion,

1 known as "service agreements," shall include, but not be limited

2 to, agreements to service or maintain office equipment or3 computers that are leased or rented.

- 4 (5) The legislative, administrative, or legal goals and purposes 5 cannot be accomplished through the utilization of city employees.
- 6 Contracts are permissible under this criterion to protect against a
- 7 conflict of interest or to ensure independent and unbiased findings
- 8 in cases where there is a clear need for a different, outside
- 9 perspective. These contracts shall include, but not be limited to,
- 10 obtaining expert witnesses in litigation.
- (6) The nature of the work is such that the standards of this titlefor emergency appointments apply. These contracts shall conformwith Section 45080.
- (7) Public entities or officials need private counsel because a
 conflict of interest on the part of the city attorney's office prevents
 it from representing the public entity or official without
 compromising its position. These contracts shall require the written
 consent of the city attorney.
- 19 (8) The contract will provide legal services to the city solely on20 a contingency fee basis.
- (9) The contractor will provide equipment, materials, facilities,
 or support services that could not feasibly be provided by the city
 in the location where the services are to be performed.
- 24 (10) The contractor will conduct training courses for which
- appropriately qualified city employee instructors are not available,
 provided that permanent instructor positions in academies or similar
 settings shall be filled by city employees.
- (11) The services are of such an urgent, temporary, or occasional
 nature that the delay incumbent in their implementation by city
 employees would frustrate their very purpose.
- 31 (d) (1) Except as provided in paragraph (2), this section shall
 32 apply to all cities, including cities that have adopted a merit or
 33 civil service system.
- 34 (2) This section does not apply to a charter city formed pursuant35 to Section 3 of Article XI of the California Constitution.
- 36 (c) (1) This section does not apply to any contract for services
 37 described in Section 4525 or 4529.10.
- 38 (2) This section does not apply to any contract that is subject
- 39 to Chapter 1 (commencing with Section 1720) of Part 7 of Division
- 40 2 of the Labor Code.

(3) This section does not apply to a contract for public transit
services, including paratransit services, if the county's transit
services are fully funded by Federal Transit Administration
assistance and the county is thereby subject to the guidelines
established in FTA Circular 4220.1F or any subsequent guidelines
or revisions issued by the Federal Transit Administration.

7 (e) This section does not apply to any of the following contracts:

8 (1) A contract for services described in Section 4525 or 4529.10.

9 (2) A contract that is subject to Chapter 1 (commencing with 10 Section 1720) of Part 7 of Division 2 of the Labor Code.

(3) A contract for public transit services, including paratransit
services, if the city's transit services are fully funded by Federal
Transit Administration assistance and the city is thereby subject
to the guidelines established in FTA Circular 4220.1F or any
subsequent guidelines or revisions issued by the Federal Transit
Administration.

17 (4) A contract for street sweeping services.

18 (5) A contract for solid waste handling services authorized by

19 or made pursuant to Section 40059 of the Public Resources Code.

20 As used in this paragraph, "solid waste handling services" means

21 the collection, transportation, storage, transfer, conversion,

22 processing, recycling, composting, or disposal of solid wastes.

(f) This section shall not be construed to authorize or otherwise
permit the contracting out of fire protection services other than the
contracts between public agencies that are explicitly authorized
by Chapter 4 (commencing with Section 55600) of Part 2 of
Division 2 of Title 5 of this code or by Article 4 (commencing
with Section 4141) of Chapter 1 of Part 2 of Division 4 of the
Public Resources Code.

30 (g) This section shall-apply to contracts for personal services

31 currently or customarily performed by city employees entered into,

32 renewed, or extended on or after January 1, 2018. not apply to the

33 renewal of existing contracts or awards of contracts to perform

34 the same services as other contractors, if those contracts cause

35 neither the displacement of city employees nor the reduction of

36 *city employee positions.*

37 SEC. 3. The provisions of this act are severable. If any

38 provision of this act or its application is held invalid, that invalidity

39 shall not affect other provisions or applications that can be given

40 effect without the invalid provision or application.

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1 SEC. 4. If the Commission on State Mandates determines that

2 this act contains costs mandated by the state, reimbursement to

3 local agencies and school districts for those costs shall be made

4 pursuant to Part 7 (commencing with Section 17500) of Division

5 4 of Title 2 of the Government Code.

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