

Multiple Agency Fiscal Note Summary

Bill Number: 6232 S SB	Title: Public records portal pilot
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Estimated Cash Receipts

Agency Name	2023-25			2025-27			2027-29		
	GF-State	NGF-Outlook	Total	GF-State	NGF-Outlook	Total	GF-State	NGF-Outlook	Total
Consolidated Technology Services	0	0	2,411,142	0	0	2,317,284	0	0	2,317,284
Consolidated Technology Services	In addition to the estimate above,there are additional indeterminate costs and/or savings. Please see individual fiscal note.								
Total \$	0	0	2,411,142	0	0	2,317,284	0	0	2,317,284

Estimated Operating Expenditures

Agency Name	2023-25				2025-27				2027-29			
	FTEs	GF-State	NGF-Outlook	Total	FTEs	GF-State	NGF-Outlook	Total	FTEs	GF-State	NGF-Outlook	Total
Joint Legislative Audit and Review Committee	.1	0	0	17,900	.0	0	0	9,600	.0	0	0	9,600
Consolidated Technology Services	2.5	0	0	2,411,142	5.0	0	0	2,317,284	5.0	0	0	2,317,284
Consolidated Technology Services	In addition to the estimate above,there are additional indeterminate costs and/or savings. Please see individual fiscal note.											
Total \$	2.6	0	0	2,429,042	5.0	0	0	2,326,884	5.0	0	0	2,326,884

Estimated Capital Budget Expenditures

Agency Name	2023-25			2025-27			2027-29		
	FTEs	Bonds	Total	FTEs	Bonds	Total	FTEs	Bonds	Total
Joint Legislative Audit and Review Committee	.0	0	0	.0	0	0	.0	0	0
Consolidated Technology Services	.0	0	0	.0	0	0	.0	0	0
Total \$	0.0	0	0	0.0	0	0	0.0	0	0

Estimated Capital Budget Breakout

NONE

Prepared by: Val Terre, OFM	Phone: (360) 280-3973	Date Published: Final 2/ 2/2024
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Individual State Agency Fiscal Note

Bill Number: 6232 S SB	Title: Public records portal pilot	Agency: 014-Joint Legislative Audit and Review Committee
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Part I: Estimates

☐ No Fiscal Impact

Estimated Cash Receipts to:

NONE

Estimated Operating Expenditures from:

	FY 2024	FY 2025	2023-25	2025-27	2027-29
FTE Staff Years	0.0	0.1	0.1	0.0	0.0
Account					
Performance Audits of Government Account-State 553-1	0	17,900	17,900	9,600	9,600
Total \$	0	17,900	17,900	9,600	9,600

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- ☐ If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- ☒ If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- ☐ Capital budget impact, complete Part IV.
- ☐ Requires new rule making, complete Part V.

Legislative Contact: Greg Vogel	Phone: 360-786-7413	Date: 01/26/2024
Agency Preparation: Melanie Stidham	Phone: 360-786-5190	Date: 01/29/2024
Agency Approval: Eric Thomas	Phone: 360 786-5182	Date: 01/29/2024
OFM Review: Gaius Horton	Phone: (360) 819-3112	Date: 01/31/2024

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

Section 2 of the bill directs Consolidated Technology Services (CTS) to create and manage a pilot common public records portal. CTS must select a project agency to supply records and help develop the portal by December 2024. Other agencies can voluntarily opt into the pilot project. The pilot portal must be established by June 2025 and operate for five years (thru June 2030).

JLARC is directed to review the pilot project by December 2030, including identifying challenges and opportunities for expansion of the project to other agencies.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

JLARC is directed to review the pilot project of the common public records portal. JLARC staff will work with the Consolidated Technology Services and the selected project agency in January 2025 to establish project contacts and discuss necessary data for the future JLARC review. We will also conduct interviews with project agency staff to establish a baseline for comparison after participation in the portal.

JLARC staff plan to formally begin the study in July 2029, which is outside of the current fiscal period. Costs associated with the full review are therefore not included in this fiscal note, which reflects only the costs of determining data collection needs, initial interviews to establish a baseline, and other work needed to prepare for the study.

This audit will require an estimated 2 audit months.

JLARC ASSUMES THAT THE ASSIGNMENT IN THIS PROPOSED BILL MAY REQUIRE ADDITIONAL RESOURCES. JLARC WILL ASSESS ALL OF THE ASSIGNMENTS MANDATED IN THE 2024 LEGISLATIVE SESSION. BASED ON ALL LEGISLATION THAT IS PASSED, JLARC MAY SUBSEQUENTLY DETERMINE THAT IT CAN ABSORB THE COSTS FOR THIS PROPOSED BILL IN ITS BASE BUDGET, IF THE WORKLOAD OF OTHER ENACTED LEGISLATION DOES NOT EXCEED CURRENT STAFFING LEVELS.

JLARC Audit Months: JLARC calculates its staff resources in "Audit Months" to estimate the time and effort to undertake and complete its studies. An "Audit Month" reflects a JLARC analyst's time for a month, together with related administrative, support, and goods/services costs. JLARC's anticipated 2023-25 costs are calculated at approximately \$23,900 per audit month.

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

Account	Account Title	Type	FY 2024	FY 2025	2023-25	2025-27	2027-29
553-1	Performance Audits of Government Account	State	0	17,900	17,900	9,600	9,600
Total \$			0	17,900	17,900	9,600	9,600

III. B - Expenditures by Object Or Purpose

	FY 2024	FY 2025	2023-25	2025-27	2027-29
FTE Staff Years		0.1	0.1		
A-Salaries and Wages		11,600	11,600	6,200	6,200
B-Employee Benefits		3,700	3,700	2,000	2,000
C-Professional Service Contracts					
E-Goods and Other Services		2,400	2,400	1,200	1,200
G-Travel		200	200	200	200
J-Capital Outlays					
M-Inter Agency/Fund Transfers					
N-Grants, Benefits & Client Services					
P-Debt Service					
S-Interagency Reimbursements					
T-Intra-Agency Reimbursements					
9-					
Total \$	0	17,900	17,900	9,600	9,600

III. C - Operating FTE Detail: *List FTEs by classification and corresponding annual compensation. Totals need to agree with total FTEs in Part I and Part IIIA*

Job Classification	Salary	FY 2024	FY 2025	2023-25	2025-27	2027-29
Research Analyst	131,064		0.1	0.1		
Support staff	110,856					
Total FTEs			0.1	0.1		0.0

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

Individual State Agency Fiscal Note

Bill Number: 6232 S SB	Title: Public records portal pilot	Agency: 163-Consolidated Technology Services
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Part I: Estimates

☐ No Fiscal Impact

Estimated Cash Receipts to:

ACCOUNT	FY 2024	FY 2025	2023-25	2025-27	2027-29
Consolidated Technology Services Revolving Account-State 458-1	156,500	2,254,642	2,411,142	2,317,284	2,317,284
Total \$	156,500	2,254,642	2,411,142	2,317,284	2,317,284

In addition to the estimates above, there are additional indeterminate costs and/or savings. Please see discussion.

Estimated Operating Expenditures from:

	FY 2024	FY 2025	2023-25	2025-27	2027-29
FTE Staff Years	0.0	5.0	2.5	5.0	5.0
Account					
Consolidated Technology Services Revolving Account-Non-Appropriated 458-6	156,500	2,254,642	2,411,142	2,317,284	2,317,284
Total \$	156,500	2,254,642	2,411,142	2,317,284	2,317,284

In addition to the estimates above, there are additional indeterminate costs and/or savings. Please see discussion.

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- ☒ If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- ☐ If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- ☐ Capital budget impact, complete Part IV.
- ☐ Requires new rule making, complete Part V.

Legislative Contact: Greg Vogel	Phone: 360-786-7413	Date: 01/26/2024
Agency Preparation: Nenita Ching	Phone: 360-407-8878	Date: 01/31/2024
Agency Approval: Christina Winans	Phone: 360-407-8908	Date: 01/31/2024
OFM Review: Val Terre	Phone: (360) 280-3973	Date: 02/01/2024

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

SSB 6232 directs the consolidated technology services agency (WaTech) to select a suitable state agency for a pilot common public records portal. It requires the Joint Legislative Audit and Review committee (JLARC) to review the pilot project, identify challenges, and opportunities for expanding the project to additional public agencies, and provide a report with findings and recommendations on the performance of the pilot common public records portal.

Sec. 1 is amended to direct WaTech to select a suitable state agency for a pilot common public records portal. Provides that the study must commence by July 1, 2024. Requires WaTech to complete the study and announce the selected project agency by December 1, 2024.

Sec. 2 is amended to require JLARC to review the pilot project, identify challenges, and opportunities for expanding the project to additional public agencies, and provide a report with findings and recommendations on the performance of the pilot common public records portal by December 1, 2030.

SB 6232 Summary:

SB 6232 directs the Joint Legislative Audit and Review committee to study and select a suitable state agency for a pilot common public records portal. It also establishes the pilot common public records portal and specifies the Consolidated Technology Services Agency (WaTech) must serve as the managing entity for the pilot program and establish, operate, and maintain the pilot common public records portal.

Sec. 1. Subject to appropriations, directs the Joint Legislative Audit and Review committee to study and select a suitable state agency for a pilot common public records portal. Provides that the study must commence by July 1, 2024. Requires the committee to hold a public hearing by December 1, 2024.

Sec. 2. Subject to appropriations, establishes the pilot common public records portal (Portal). Specifies WaTech must serve as the managing entity for the pilot program and establish, operate, and maintain the pilot common public records portal. Requires the portal be established by June 1, 2025, and operate for 5 years. Requires the portal:

- (a) Proactively publish and provide access to commonly requested public records that are available to all members of the public and require little to no review and no redaction;
- (b) Operate as a central repository and archive for the purpose of all freely available public records on behalf of the project agency;
- (c) Provide direct access to instantly view and download commonly requested public records;
- (d) Seek to make public access easier by allowing members of the public to search and review commonly requested public records by topic category and trending issue areas; and
- (e) Refer members of the public to the conventional public records request process, if they are requesting access to records that are not freely available and that may require review and redaction.

Requires WaTech and the project agency to provide a report with findings and recommendations on the performance of the portal to the appropriate committees of the Senate and the House of Representatives by December 1, 2030.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

Cash receipt impact is indeterminate.

Architecture & Innovation (AID) is funded by an appropriation from the Consolidated Technology Services Revolving Account (458-1.) Revenues for AID are collected from state agencies which receive allocations through the central services model (CSM). It is assumed that the allocations in the Enterprise Architecture and Innovation CSM will be adjusted by the Legislature to ensure WaTech revenues are sufficient to support the required expenditures.

However, it is recommended that anytime a bill is expanded to include non-state agencies, WaTech recommends the bill be funded with General-Fund State to avoid significant rate increases for agencies that earn revenue from fee-for-service or license fees.

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

The cost to implement the requirements in the bill is indeterminate.

There are additional costs associated with the amendments in SSB 6232 to require WaTech to conduct a study and select a suitable state agency for a pilot common public records portal. The study must commence by July 1, 2024, and the selected project agency must be announced by December 1, 2024.

WaTech assumes that a consultant will be hired to conduct the study. Tasks will include:

- Establish criteria for the evaluation,
- Conduct the evaluation of agencies,
- Select an agency.

Note that the needs of the selected agency may be different from the needs of other agencies and therefore, the portal may not meet the needs of all agencies.

WaTech assumes the consultant will spend approximately 626 hours in FY 24 and 1,664 hours in FY 25 to complete the study with the hour rate of \$250. The total costs for the study is approximately \$572,500.

Costs associated SB 6232:

There is operational impact of this bill for WaTech to serve as the managing entity for the pilot program and to establish, operate, and maintain the pilot common public records portal. WaTech is to publish and provide access to “commonly requested public records” (CRPR); operate as a central repository/archive; provide direct access to instantly view and download CRPR and to view records by topic category and trending issue; and refer the public to conventional public records request process for records not available in the Portal. WaTech and the project agency are to provide a report with findings and recommendations on the performance of the Portal in 2030.

Assumptions:

- Sec. 1 directs the Joint Legislative Audit and Review (JLAR) committee to study and select a suitable state agency for a pilot common public records portal. It is assumed that the cost of the study will be assumed by JLAR.
- WaTech is to establish, operate, and maintain the Portal by providing the platform for project agencies. Project agencies supply, review, redact, and produce records, and manage sensitive information according to a Service Level Agreement between project agency and WaTech. WaTech is not responsible for the content of records posted in the Portal.
- Ongoing costs will be dependent on number of connections that need to be established, amount of technical assistance needed, number and type of state agencies and local government and records to be onboarded, number of users of the portal, storage size demands and number of public records requests. WaTech assumes the ongoing costs to be higher in the initial years of operation. Subsequent ongoing maintenance and staffing costs will depend on the number of records and agencies/local governments on the portal.
- WaTech will create a new open records program that will establish and manage a new open records portal as there is

no existing statewide common public records portal for unstructured records.

- The new open records program will not replace existing open data programs and open portals. These portals include data.wa.gov, geo.wa.gov, fiscal.wa.gov, results.wa.gov, erdc.wa.gov (education records), Department of Revenue business search, Department of Transportation records, digitalarchives.wa.gov, and local government tabular and geospatial open records portals.
- Cost for agencies to onboard to the Portal, including digitizing their records, is the responsibility of the agency/local government.

Known Costs:

Based on the assumptions above, these are the known, estimated expenditures in FY 2025 (2023-25 biennium), and annually thereafter:

- Staff support, 5.0 FTEs. Annual expenses listed below include salary, benefits, training, travel, and agency support.
 1. Program Manager (WMS2, 1.0 FTE) – Responsible for managing the program, its budget and expenditures, communications plans, strategic alignment, creating program-level metrics and reports, and building relationships with agencies, local governments, and users of the Portal to ensure services meet their needs. Annual expenses are \$248,894.
 2. Records Management Expert (WMS1, 0.5 FTE) – Responsible as an expert resource on records retention design for the Portal so that agencies and local governments will be able to apply the correct retention and manage their records to ensure that the published record is valid. Annual expenses are \$119,830.
 3. Senior Specialist IT System Administrator (07IT, 1.5 FTE) – Responsible for vendor management and administering access to the system, managing updates, and keeping the system in good working order. Annual expenses are \$370,922.
 4. Senior Specialist IT Data Architect (1.0 FTE) – Responsible for working with the vendor to ensure that the architecture and the delivery of the solution meets the requirements for the public records portal. Designs reference data pipeline architectures for delivery of data from agencies to the portal. Consults with agencies and local governments about technical processes for onboarding records including any automation or integration. Annual expenses are \$242,518.
 5. Library & Archives Professional (1.0 FTE) – Responsible for consulting with agencies and local governments about metadata quality for their records, advising on catalog categories and search features to make records findable, and ensuring the overall health of the records catalog. Provides reference services to patrons seeking records, routing them to the correct agencies for records requests. Annual expenses are \$175,778.
- Project management to establish the Portal. These estimates are based on WaTech expenditures for projects of similar complexity:
 1. Quality Assurance (QA)– An independent verification and validation of project requirements; conducted by an external consultant. Usually required of IT projects of this complexity. QA provides stakeholders independent insight into how well project activities are going and where corrections might be needed. Expenses for 960 hours of QA services are \$192,000.
 2. Organizational Change Management (OCM) - OCM enables organizations to address the need for change by accentuating the advantages of the upgrade, aligning them with core objectives, and fostering user acceptance. OCM is the linchpin for effective communication and stakeholder engagement, which is a cornerstone of the initiative's success. Expenses for 960 hours of OCM services are \$192,000.
 3. Project Manager (PM) – PM assesses IT system requirements, plans and manages the implementation of the Portal, ensures tasks and deliverables are met, and coordinates stakeholders. The PM anticipates and mitigates risks to the timely implementation of the project, and ensures that the project is completed on schedule and within budget. Expenses for 1,480 hours of PM services are \$296,000.

Indeterminate Costs:

Expenditures to establish/set-up a Portal and to continue the operation of the Portal are currently unknown; the cost of the initial investment and ongoing maintenance are indeterminate.

- Initial investment in the Portal (licenses and other related IT costs) may range from \$500,000 - \$1 million.
- Ongoing maintenance and support expenses – such as licenses, egress (pulling records from Cloud storage) - are also indeterminate.

The following variables will impact the initial investment and ongoing expenses:

- Data processing requirements due to the size of the public record request and/or context,
- Records categorized as “commonly requested public records”,
- Size of archived records and retention period,
- Number of agencies and records that will be on the portal during the 5-year period,
- Number of users of the portal,
- Number of connections to existing information systems and portals that need to be established,
- Amount of technical assistance needed by agencies and the public,
- Usability studies to make records findable and usable by the public, and
- The cost to reuse an existing custom solution versus the cost of procuring and configuring a solution.

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

Account	Account Title	Type	FY 2024	FY 2025	2023-25	2025-27	2027-29
458-6	Consolidated Technology Services Revolving Account	Non-Appropriated	156,500	2,254,642	2,411,142	2,317,284	2,317,284
Total \$			156,500	2,254,642	2,411,142	2,317,284	2,317,284

In addition to the estimates above, there are additional indeterminate costs and/or savings. Please see discussion.

III. B - Expenditures by Object Or Purpose

	FY 2024	FY 2025	2023-25	2025-27	2027-29
FTE Staff Years		5.0	2.5	5.0	5.0
A-Salaries and Wages		531,102	531,102	1,062,204	1,062,204
B-Employee Benefits		201,540	201,540	403,080	403,080
C-Professional Service Contracts	156,500	1,096,000	1,252,500		
E-Goods and Other Services		14,000	14,000	28,000	28,000
G-Travel		2,000	2,000	4,000	4,000
J-Capital Outlays					
M-Inter Agency/Fund Transfers					
N-Grants, Benefits & Client Services					
P-Debt Service					
S-Interagency Reimbursements					
T-Intra-Agency Reimbursements		410,000	410,000	820,000	820,000
9-					
Total \$	156,500	2,254,642	2,411,142	2,317,284	2,317,284

In addition to the estimates above, there are additional indeterminate costs and/or savings. Please see discussion.

III. C - Operating FTE Detail: *List FTEs by classification and corresponding annual compensation. Totals need to agree with total FTEs in Part I and Part IIIA*

Job Classification	Salary	FY 2024	FY 2025	2023-25	2025-27	2027-29
Library & Archives Paraprofessional 4	62,568		1.0	0.5	1.0	1.0
Program Manager	122,844		1.0	0.5	1.0	1.0
Records Management Expert	103,440		0.5	0.3	0.5	0.5
Senior Specialist IT Data Architect	117,588		1.0	0.5	1.0	1.0
Senior Specialist IT Sys Admin	117,588		1.5	0.8	1.5	1.5
Total FTEs			5.0	2.5	5.0	5.0

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.