

102ND GENERAL ASSEMBLY State of Illinois 2021 and 2022 SB2343

Introduced 2/26/2021, by Sen. Kimberly A. Lightford

SYNOPSIS AS INTRODUCED:

30 ILCS 575/2 30 ILCS 575/3.5 new 30 ILCS 575/7 30 ILCS 575/8

from Ch. 127, par. 132.607 from Ch. 127, par. 132.608

Amends the Business Enterprise for Minorities, Women, and Persons with Disabilities Act. Defines "good faith effort" for purposes of the Act. Provides factors for determining whether a good faith effort has been made for purposes of granting a waiver under the Act. Provides for a uniform standard of contract goals for State agencies, public institutions of higher education, and other departments. Specifies further requirements concerning the uniform standard of contract goals. Provides that the terms of every contract entered into by a State agency or public institution of higher education for purposes of the Act shall include a provision requiring vendors who fail to comply with a utilization plan to return all funds paid to that vendor with an expectation of compliance. Provides that the Business Enterprise Council may (rather than shall) grant a waiver under specified circumstances. Makes conforming changes.

LRB102 17326 RJF 22816 b

1 AN ACT concerning government.

Be it enacted by the People of the State of Illinois, represented in the General Assembly:

- Section 5. The Business Enterprise for Minorities, Women, and Persons with Disabilities Act is amended by changing Sections 2, 7, and 8 and by adding Section 3.5 as follows:
- 7 (30 ILCS 575/2)

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- 8 (Section scheduled to be repealed on June 30, 2024)
- 9 Sec. 2. Definitions.
- 10 (A) For the purpose of this Act, the following terms shall have the following definitions:
- 12 (1) "Minority person" shall mean a person who is a 13 citizen or lawful permanent resident of the United States 14 and who is any of the following:
 - (a) American Indian or Alaska Native (a person having origins in any of the original peoples of North and South America, including Central America, and who maintains tribal affiliation or community attachment).
 - (b) Asian (a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent, including, but not limited to, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and

1	Vietnam).
2	(c) Black or African American (a person having
3	origins in any of the black racial groups of Africa).
4	(d) Hispanic or Latino (a person of Cuban,
5	Mexican, Puerto Rican, South or Central American, or
6	other Spanish culture or origin, regardless of race).
7	(e) Native Hawaiian or Other Pacific Islander (a
8	person having origins in any of the original peoples
9	of Hawaii, Guam, Samoa, or other Pacific Islands).
10	(2) "Woman" shall mean a person who is a citizen or
11	lawful permanent resident of the United States and who is
12	of the female gender.
13	(2.05) "Person with a disability" means a person who
14	is a citizen or lawful resident of the United States and is
15	a person qualifying as a person with a disability under
16	subdivision (2.1) of this subsection (A).
17	(2.1) "Person with a disability" means a person with a
18	severe physical or mental disability that:
19	(a) results from:
20	amputation,
21	arthritis,
22	autism,
23	blindness,
24	burn injury,
25	cancer,
26	cerebral palsy,

1	Crohn's disease,
2	cystic fibrosis,
3	deafness,
4	head injury,
5	heart disease,
6	hemiplegia,
7	hemophilia,
8	respiratory or pulmonary dysfunction,
9	an intellectual disability,
10	mental illness,
11	multiple sclerosis,
12	muscular dystrophy,
13	musculoskeletal disorders,
14	neurological disorders, including stroke and
15	epilepsy,
16	paraplegia,
17	quadriplegia and other spinal cord conditions,
18	sickle cell anemia,
19	ulcerative colitis,
20	specific learning disabilities, or
21	end stage renal failure disease; and
22	(b) substantially limits one or more of the
23	person's major life activities.
24	Another disability or combination of disabilities may
25	also be considered as a severe disability for the purposes
26	of item (a) of this subdivision (2.1) if it is determined

by an evaluation of rehabilitation potential to cause a comparable degree of substantial functional limitation similar to the specific list of disabilities listed in item (a) of this subdivision (2.1).

- (3) "Minority-owned business" means a business which is at least 51% owned by one or more minority persons, or in the case of a corporation, at least 51% of the stock in which is owned by one or more minority persons; and the management and daily business operations of which are controlled by one or more of the minority individuals who own it.
- (4) "Women-owned business" means a business which is at least 51% owned by one or more women, or, in the case of a corporation, at least 51% of the stock in which is owned by one or more women; and the management and daily business operations of which are controlled by one or more of the women who own it.
- (4.1) "Business owned by a person with a disability" means a business that is at least 51% owned by one or more persons with a disability and the management and daily business operations of which are controlled by one or more of the persons with disabilities who own it. A not-for-profit agency for persons with disabilities that is exempt from taxation under Section 501 of the Internal Revenue Code of 1986 is also considered a "business owned by a person with a disability".

- (4.2) "Council" means the Business Enterprise Council for Minorities, Women, and Persons with Disabilities created under Section 5 of this Act.
- (5) "State contracts" means all contracts entered into by the State, any agency or department thereof, or any public institution of higher education, including community college districts, regardless of the source of the funds with which the contracts are paid, which are not subject to federal reimbursement. "State contracts" does not include contracts awarded by a retirement system, pension fund, or investment board subject to Section 1-109.1 of the Illinois Pension Code. This definition shall control over any existing definition under this Act or applicable administrative rule.

"State construction contracts" means all State contracts entered into by a State agency or public institution of higher education for the repair, remodeling, renovation or construction of a building or structure, or for the construction or maintenance of a highway defined in Article 2 of the Illinois Highway Code.

(6) "State agencies" shall mean all departments, officers, boards, commissions, institutions and bodies politic and corporate of the State, but does not include the Board of Trustees of the University of Illinois, the Board of Trustees of Southern Illinois University, the Board of Trustees of Chicago State University, the Board

of Trustees of Eastern Illinois University, the Board of Trustees of Governors State University, the Board of Trustees of Illinois State University, the Board of Trustees of Northeastern Illinois University, the Board of Trustees of Northern Illinois University, the Board of Trustees of Western Illinois University, municipalities or other local governmental units, or other State constitutional officers.

- (7) "Public institutions of higher education" means the University of Illinois, Southern Illinois University, Chicago State University, Eastern Illinois University, Governors State University, Illinois State University, Northeastern Illinois University, Northern Illinois University, Western Illinois University, the public community colleges of the State, and any other public universities, colleges, and community colleges now or hereafter established or authorized by the General Assembly.
- (8) "Certification" means a determination made by the Council or by one delegated authority from the Council to make certifications, or by a State agency with statutory authority to make such a certification, that a business entity is a business owned by a minority, woman, or person with a disability for whatever purpose. A business owned and controlled by women shall be certified as a "woman-owned business". A business owned and controlled by

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women who are also minorities shall be certified as both a "women-owned business" and a "minority-owned business".

- (9) "Control" means the exclusive or ultimate and sole control of the business including, but not limited to, capital investment and all other financial matters, property, acquisitions, contract negotiations, officer-director-employee matters, selection and comprehensive operating hiring, responsibilities, cost-control matters, income dividend and matters, financial transactions and rights of other shareholders or joint partners. Control shall be real, substantial and continuing, not pro forma. Control shall include the power to direct or cause the direction of the management and policies of the business and to make the day-to-day as well as major decisions in matters of policy, management and operations. Control shall be exemplified by possessing requisite knowledge and expertise to the run particular business and control shall not include simple majority or absentee ownership.
- (10) "Business" means a business that has annual gross sales of less than \$75,000,000 as evidenced by the federal income tax return of the business. A firm with gross sales in excess of this cap may apply to the Council for certification for a particular contract if the firm can demonstrate that the contract would have significant impact on businesses owned by minorities, women, or

persons with disabilities as suppliers or subcontractors or in employment of minorities, women, or persons with disabilities.

- (11) "Utilization plan" means a form and additional documentations included in all bids or proposals that demonstrates a vendor's proposed utilization of vendors certified by the Business Enterprise Program to meet the targeted goal. The utilization plan shall demonstrate that the Vendor has either: (1) met the entire contract goal or (2) requested a full or partial waiver, which may be granted upon showing and made good faith efforts towards meeting the goal.
- (12) "Business Enterprise Program" means the Business Enterprise Program of the Department of Central Management Services.
- (13) "Good faith effort" means that a contractor has taken all necessary steps to comply with the goals for participation by businesses owned by minorities, women, and persons with disabilities as provided under this Act.

 In determining whether a good faith effort has been made for purposes of granting a waiver under this Act, the Council shall consider all of the following factors:
 - (a) Soliciting through reasonable and available means the interest of businesses certified under this Act that have the capability to perform the work of the contract. The contractor must solicit this interest

within	suffici	ent time	e to	allow	cert	tified	busir	nesses
to resp	ond. Th	e contra	ctor	must t	take	approp:	riate	steps
to fol	low up	initial	sol	icitat	ions	with	inter	rested
certifi	ed busi	nesses.						

- (b) Providing interested certified businesses with adequate information about the plans, specifications, and requirements of the contract, including addenda, in a timely manner to assist them in responding to the solicitation.
- certified businesses that have submitted bids.

 Documentation of negotiation must include the names, addresses, and telephone numbers of certified businesses that were solicited; the date of each such solicitation; a description of the information provided regarding the plans and specifications for the work selected for subcontracting; and evidence as to why agreements could not be reached with certified businesses to perform the work. That there may be some additional costs involved in soliciting and using certified businesses is not a sufficient reason for a contractor's failure to meet the goals, as long as such costs are reasonable.
- (d) Not rejecting certified businesses as being unqualified without sound reasons based on a thorough investigation of their capabilities. The certified

business' standing within its industry, membership in
specific groups, organizations, or associations, and
political or social affiliations are not legitimate
causes for rejecting or not soliciting bids to meet
the goals.

- (e) Making a portion of the work available to certified business subcontractors and suppliers and selecting the portions of the work or material consistent with the available certified business subcontractors and suppliers, so as to facilitate meeting the goals.
- (f) Making good faith efforts to utilize certified businesses, despite the ability or desire of a contractor to perform the work of a contract with its own organization. A contractor who desires to self-perform the work of a contract must demonstrate good faith efforts unless the goals have been met.
- (g) Selecting portions of the work to be performed by certified businesses in order to increase the likelihood that the goals will be met. This includes, when appropriate, breaking out contract work items into economically feasible units to facilitate certified business participation, even when the contractor might otherwise prefer to perform these work items with its own forces.
 - (h) Making efforts to assist interested certified

1	businesses in obtaining any required bonding, lines of
2	credit, or insurance.
3	(i) Making efforts to assist interested certified
4	businesses in obtaining necessary equipment, supplies,
5	materials, or related assistance or services.
6	(j) Effectively using the services of the State;
7	minority or women community organizations; minority or
8	women contractors' groups; local, state, and federal
9	minority or women business assistance offices; and
10	other organizations to provide assistance in the
11	recruitment and placement of certified businesses.
12	(k) Affected by State or local action that caused
13	the shortfall, such as a change in the scope of work
14	that eliminated certified business budget line items,
15	or an increase in the scope of work covered by line
16	items being performed by non-certified business
17	contractors, or a change in specifications.
18	(1) Unable to obtain certified business
19	participation without requiring the introduction of
20	extra participants not performing a commercially
21	useful function.
22	(m) Making efforts to utilize appropriate forums
23	for purposes of advertising subcontracting
24	opportunities suitable for certified businesses.
25	(B) When a business is owned at least 51% by any
26	combination of minority persons, women, or persons with

- 1 disabilities, even though none of the 3 classes alone holds at
- least a 51% interest, the ownership requirement for purposes
- 3 of this Act is considered to be met. The certification
- 4 category for the business is that of the class holding the
- 5 largest ownership interest in the business. If 2 or more
- 6 classes have equal ownership interests, the certification
- 7 category shall be determined by the business.
- 8 (Source: P.A. 100-391, eff. 8-25-17; 101-601, eff. 1-1-20.)
- 9 (30 ILCS 575/3.5 new)
- 10 Sec. 3.5. Uniform standard of contract goals.
- 11 (a) There shall be established across all State agencies,
- 12 <u>all public institutions of higher education</u>, and all
- departments, a uniform contract goal standard.
- 14 (b) No State agency, public institution of higher
- 15 education, or department shall maintain a policy of awarding
- 16 State contracts to minorities, women, and persons with a
- 17 <u>disability that does not conform to or</u> is less stringent than
- 18 the contract goals set forth under this Act.
- 19 (c) Each State agency, public institution of higher
- 20 education, and department subject to the requirements of this
- 21 Act shall, on an annual basis, submit a report to the Council
- 22 detailing its plan to meet the contract goals established
- 23 under this Act and established for that agency, institution,
- or department.
- 25 (d) Any State agency, public institution of higher

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- 1 <u>education</u>, or department failing to meet its proposed goals
- 2 shall have its budgetary funding automatically reduced by a
- 3 percentage equivalent to the difference between the proposed
- 4 goal and what it actually achieved.
- 5 (30 ILCS 575/7) (from Ch. 127, par. 132.607)
- 6 (Section scheduled to be repealed on June 30, 2024)
- 7 Sec. 7. Exemptions; waivers; publication of data.
 - (1) Individual contract exemptions. The Council, at the written request of the affected agency, public institution of higher education, or recipient of a grant or loan of State funds of \$250,000 or more complying with Section 45 of the State Finance Act, may permit an individual contract or contract package, (related contracts being bid or awarded simultaneously for the same project or improvements) be made wholly or partially exempt from State contracting goals for businesses owned by minorities, women, and persons with prior to the advertisement for disabilities bids solicitation of proposals whenever there has been determination, reduced to writing and based on the best information available at the time of the determination, that there is an insufficient number of businesses owned by minorities, women, and persons with disabilities to ensure adequate competition and an expectation of reasonable prices on bids or proposals solicited for the individual contract or contract package in question. Any such exemptions shall be

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1	given by the Council to the Bureau on Apprenticeship Programs.
2	(a) Written request for contract exemption. A written
3	request for an individual contract exemption must include,
4	but is not limited to, the following:
5	(i) a list of eligible businesses owned by
6	minorities, women, and persons with disabilities;
7	(ii) a clear demonstration that the number of
8	eligible businesses identified in subparagraph (i)
9	above is insufficient to ensure adequate competition;
10	(iii) the difference in cost between the contract
11	proposals being offered by businesses owned by
12	minorities, women, and persons with disabilities and
13	the agency or public institution of higher education's
14	expectations of reasonable prices on bids or proposals
15	within that class; and
16	(iv) a list of eligible businesses owned by
17	minorities, women, and persons with disabilities that
18	the contractor has used in the current and prior
19	fiscal years.
20	(b) Determination. The Council's determination
21	concerning an individual contract exemption must consider,
22	at a minimum, the following:
23	(i) the justification for the requested exemption,
24	including whether diligent efforts were undertaken to

identify and solicit eligible businesses owned by

minorities, women, and persons with disabilities;

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(ii) the total number of exemptions granted to the affected agency, public institution of higher education, or recipient of a grant or loan of State funds of \$250,000 or more complying with Section 45 of the State Finance Act that have been granted by the Council in the current and prior fiscal years; and

(iii) the percentage of contracts awarded by the agency or public institution of higher education to eligible businesses owned by minorities, women, and persons with disabilities in the current and prior fiscal years.

(2) Class exemptions.

(a) Creation. The Council, at the written request of the affected agency or public institution of higher education, may permit an entire class of contracts be made exempt from State contracting goals for businesses owned by minorities, women, and persons with disabilities whenever there has been a determination, reduced to writing and based on the best information available at the time of the determination, that there is an insufficient number of qualified businesses owned by minorities, women, persons with disabilities to ensure and adequate competition and an expectation of reasonable prices on bids or proposals within that class. Any such exemption shall be given by the Council to the Apprenticeship Programs.

1	(a-1) Written request for class exemption. A written
2	request for a class exemption must include, but is not
3	limited to, the following:
4	(i) a list of eligible businesses owned by
5	minorities, women, and persons with disabilities;
6	(ii) a clear demonstration that the number of
7	eligible businesses identified in subparagraph (i)
8	above is insufficient to ensure adequate competition;
9	(iii) the difference in cost between the contract
10	proposals being offered by eligible businesses owned
11	by minorities, women, and persons with disabilities
12	and the agency or public institution of higher
13	education's expectations of reasonable prices on bids
14	or proposals within that class; and
15	(iv) the number of class exemptions the affected
16	agency or public institution of higher education
17	requested in the current and prior fiscal years.
18	(a-2) Determination. The Council's determination
19	concerning class exemptions must consider, at a minimum,
20	the following:
21	(i) the justification for the requested exemption,
22	including whether diligent efforts were undertaken to
23	identify and solicit eligible businesses owned by
24	minorities, women, and persons with disabilities;
25	(ii) the total number of class exemptions granted

to the requesting agency or public institution of

higher education that have been granted by the Council in the current and prior fiscal years; and

- (iii) the percentage of contracts awarded by the agency or public institution of higher education to eligible businesses owned by minorities, women, and persons with disabilities the current and prior fiscal years.
- (b) Limitation. Any such class exemption shall not be permitted for a period of more than one year at a time.
- (3) Waivers. Where a particular contract requires a contractor to meet a goal established pursuant to this Act, the contractor shall have the right to request a waiver from such requirements. The Council <u>may shall</u> grant the waiver where the contractor demonstrates that there has been made a good faith effort to comply with the goals for participation by businesses owned by minorities, women, and persons with disabilities. Any such waiver <u>may shall</u> also be transmitted in writing to the Bureau on Apprenticeship Programs.
 - (a) Request for waiver. A contractor's request for a waiver under this subsection (3) must include, but is not limited to, the following, if available:
 - (i) a list of eligible businesses owned by minorities, women, and persons with disabilities that pertain to the class of contracts in the requested waiver;
- (ii) a clear demonstration that the number of

1	eligible businesses identified in subparagraph (i)
2	above is insufficient to ensure competition;
3	(iii) the difference in cost between the contract
4	proposals being offered by businesses owned by
5	minorities, women, and persons with disabilities and
6	the agency or the public institution of higher
7	education's expectations of reasonable prices on bids
8	or proposals within that class; and
9	(iv) a list of businesses owned by minorities,
10	women, and persons with disabilities that the
11	contractor has used in the current and prior fiscal
12	years.
13	(b) Determination. The Council's determination
14	concerning waivers must include following:
15	(i) the justification for the requested waiver,
16	including whether the requesting contractor made a
17	good faith effort to identify and solicit eligible
18	businesses owned by minorities, women, and persons
19	with disabilities;
20	(ii) the total number of waivers the contractor
21	has been granted by the Council in the current and
22	prior fiscal years;
23	(iii) the percentage of contracts awarded by the
24	agency or public institution of higher education to
25	eligible businesses owned by minorities, women, and

persons with disabilities in the current and prior

1 fiscal years; and

- 2 (iv) the contractor's use of businesses owned by
 3 minorities, women, and persons with disabilities in
 4 the current and prior fiscal years.
- (3.5) (Blank).

- (4) Conflict with other laws. In the event that any State contract, which otherwise would be subject to the provisions of this Act, is or becomes subject to federal laws or regulations which conflict with the provisions of this Act or actions of the State taken pursuant hereto, the provisions of the federal laws or regulations shall apply and the contract shall be interpreted and enforced accordingly.
- (5) Each chief procurement officer, as defined in the Illinois Procurement Code, shall maintain on his or her official Internet website a database of the following: (i) waivers granted under this Section with respect to contracts under his or her jurisdiction; (ii) a State agency or public institution of higher education's written request for an exemption of an individual contract or an entire class of contracts; and (iii) the Council's written determination granting or denying a request for an exemption of an individual contract or an entire class of contracts. The database, which shall be updated periodically as necessary, shall be searchable by contractor name and by contracting State agency.
 - (6) Each chief procurement officer, as defined by the

- 1 Illinois Procurement Code, shall maintain on its website a
- 2 list of all firms that have been prohibited from bidding,
- 3 offering, or entering into a contract with the State of
- 4 Illinois as a result of violations of this Act.
- 5 Each public notice required by law of the award of a State
- 6 contract shall include for each bid or offer submitted for
- 7 that contract the following: (i) the bidder's or offeror's
- 8 name, (ii) the bid amount, (iii) the name or names of the
- 9 certified firms identified in the bidder's or offeror's
- 10 submitted utilization plan, and (iv) the bid's amount and
- 11 percentage of the contract awarded to businesses owned by
- minorities, women, and persons with disabilities identified in
- 13 the utilization plan.
- 14 (Source: P.A. 100-391, eff. 8-25-17; 101-170, eff. 1-1-20;
- 15 101-601, eff. 1-1-20.)
- 16 (30 ILCS 575/8) (from Ch. 127, par. 132.608)
- 17 (Section scheduled to be repealed on June 30, 2024)
- 18 Sec. 8. Enforcement.
- 19 (1) The Council shall make such findings, recommendations
- and proposals to the Governor as are necessary and appropriate
- 21 to enforce this Act. If, as a result of its monitoring
- 22 activities, the Council determines that its goals and policies
- 23 are not being met by any State agency or public institution of
- 24 higher education, the Council may recommend any or all of the
- 25 following actions:

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- Establish enforcement procedures whereby the (a) Council may recommend to the appropriate State agency, public institutions of higher education, or law enforcement officer that legal or administrative remedies be initiated for violations of contract provisions or rules issued hereunder or by a contracting State agency or public institutions of higher education. State agencies and public institutions of higher education shall be authorized to adopt remedies for such violations which shall include (1) termination of the contract involved, (2) prohibition of participation of the respondents in public contracts for a period not to exceed one year, (3) imposition of a penalty not to exceed any profit acquired as a result of violation, or (4) any combination thereof.
- (b) If the Council concludes that a compliance plan submitted under Section 6 is unlikely to produce the participation goals for businesses owned by minorities, women, and persons with disabilities within the then current fiscal year, the Council may recommend that the State agency or public institution of higher education revise its plan to provide additional opportunities for participation by businesses owned by minorities, women, and persons with disabilities. Such recommended revisions may include, but shall not be limited to, the following:
 - (i) assurances of stronger and better focused solicitation efforts to obtain more businesses owned

by minorities, women, and persons with disabilities as potential sources of supply;

- (ii) division of job or project requirements, when economically feasible, into tasks or quantities to permit participation of businesses owned by minorities, women, and persons with disabilities;
- (iii) elimination of extended experience or capitalization requirements, when programmatically feasible, to permit participation of businesses owned by minorities, women, and persons with disabilities;
- (iv) identification of specific proposed contracts as particularly attractive or appropriate for participation by businesses owned by minorities, women, and persons with disabilities, such identification to result from and be coupled with the efforts of subparagraphs (i) through (iii);
- (v) implementation of those regulations established for the use of the sheltered market process.
- (2) State agencies and public institutions of higher education shall review a vendor's compliance with its utilization plan and the terms of its contract. The terms of every contract entered into by a State agency or public institution of higher education for the purposes of this Act shall include a provision requiring vendors who fail to comply with a utilization plan to return all funds paid to that vendor

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- with an expectation of compliance. Without limitation, a 1 2 vendor's failure to comply with its contractual commitments as 3 contained in the utilization plan; failure to cooperate in providing information regarding its compliance with its 5 utilization plan; or the provision of false or misleading information or statements concerning compliance, certification 6 7 eligibility of the Business status, or Enterprise 8 Program-certified vendor, good faith efforts, or any other 9 material fact or representation shall constitute a material 10 breach of the contract and entitle the State agency or public 11 institution of higher education to declare a default, 12 terminate the contract, or exercise those remedies provided for in the contract, at law, or in equity, including the return 13 14 of any funds paid to the vendor.
 - (3) A vendor shall be in breach of the contract and may be subject to penalties for failure to meet contract goals established under this Act, unless the vendor can show that it made good faith efforts to meet the contract goals.
- 19 (Source: P.A. 99-462, eff. 8-25-15; 100-391, eff. 8-25-17.)