

**13.10 Meeting
Wednesday, July 12, 2000
Agenda Item V**

Issue:

Military Affairs - Worker's Compensation Costs Incurred by an Injured Emergency Management Volunteer

Comments:

The Department is requesting the transfer of \$110,000 GPR from their FY1999-00 to their FY 2000-01 appropriation in order to fund expected costs associated with a worker's compensation claim. The money would otherwise lapse into the general fund as a result of a gubernatorial veto.

In May of this year, a volunteer with the Manitowoc County Sheriff's Department was seriously injured while working on a storm clean-up effort in the Village of St. Nazianz. State law requires that the volunteer worker's compensation claim be covered by Manitowoc County in an amount no greater than \$1 per capita of the County's population (84,727). Beyond that, DMA is responsible for reimbursement to the county. The volunteer is still hospitalized, so his costs are ongoing.

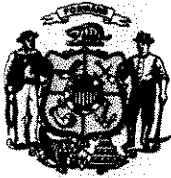
DMA has proposed that the \$110,000 GPR due to lapse be transferred to their FY 2000-01 appropriation for use in covering costs associated with this reimbursement. To date, more than \$115,000 in hospital bills alone have been incurred. It is likely that DMA's costs will exceed \$110,000.

Probably best to give them the cover now and transfer the funds. They will likely be back to ask for more at a future s. 13.10 meeting to cover the rest of the costs. But, this should get them started.

Staff Recommendation:

Alternative 1.

Prepared by: Julie



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

July 12, 2000

TO: Members
Joint Committee on Finance

FROM: Bob Lang, Director

SUBJECT: Military Affairs (DMA): Section 13.10 Request for Worker's Compensation Costs Incurred by an Injured Emergency Management Volunteer -- Agenda Item V

REQUEST

The Department of Military Affairs (DMA) requests the transfer of \$110,000 GPR from fiscal year 1999-00 to fiscal year 2000-01 in the Division of Emergency Management's general program operations appropriation to offset expected worker's compensation costs associated with the injury of an emergency management volunteer. The 1999-00 general operations appropriation for the Division of Emergency Management totals \$667,000 GPR and includes \$110,000 GPR that is now in unallotted reserve and that is anticipated to lapse as a result of the Governor's veto message directing the lapse. The Department requests that this anticipated lapse not occur, and that instead the funds be transferred from 1999-00 to 2000-01 and be retained in unallotted reserve for release, with DOA approval, for the purpose of paying these anticipated worker's compensation costs in 2000-01.

BACKGROUND

On May 13, 2000, a volunteer recruited by the Manitowoc County Sheriff's Department, in conjunction with the Manitowoc County Emergency Management, was seriously injured while assisting in cleanup and debris removal in the Village of St. Nazianz following a severe thunderstorm accompanied by high winds. The individual suffered a compression fracture to his spine and has been hospitalized since the accident.

Wisconsin statutes provide that volunteer emergency management workers are to be considered employees of the local emergency management agency with whom they are duly

registered for the purposes of worker's compensation. The statutes further state that an injured volunteer shall be eligible for the same worker's compensation benefits as employees of that governmental unit. In this case, the injured volunteer is considered an employee of Manitowoc County for purposes of worker's compensation benefits and is eligible for the same worker's compensation benefits as any other county employee.

However, the statutes also limit the total liability of the sponsoring emergency management agency entity (in this case, Manitowoc County) for worker's compensation claims incurred for emergency volunteers in any calendar year to not exceed \$1 per capita of the sponsor's population. The DOA estimates the current population of Manitowoc County to be 84,727. The statutes further require DMA to reimburse the sponsor for the excess and specifies that the payment shall be made from the Division of Emergency Management's general program operations appropriation.

The general program operations appropriation for the Division of Emergency Management is a GPR sum certain appropriation. A total of \$667,000 GPR was provided in this appropriation for 1999-00 and \$557,000 GPR for 2000-01. The 1999-000 amount consists of base funding of \$557,000 for salaries, fringe benefits, supplies and services and permanent property for the 8.4 GPR positions funded from this appropriation, plus one-time funding of \$110,000 for award of a special grant.

The Legislature provided the \$110,000 for DMA to provide a grant to the Chippewa Squadron of the Civil Air Patrol for the purchase of infrared optical equipment to be used in the search for lost individuals by air in northern Wisconsin. However, in his veto message, the Governor objected to the \$110,000 grant and requested the DOA Secretary to place the \$110,000 in unallotted reserve for lapse to the general fund. As a result, this amount has been included the Chapter 20 condition statement as a part of the expected lapses to occur in 1999-00.

ANALYSIS

The Department of Military Affairs will have to reimburse Manitowoc County for injury worker's compensation costs in this case that exceed the \$1 per capita amount of \$84,727. Attorneys from DMA, DOA and DOJ are in agreement that Manitowoc County is responsible for the managing the claim and paying the required worker's compensation costs for the injured emergency management volunteer. Procedurally, the County is responsible for paying all costs associated with the injury, but DMA will be required to reimburse the County for any additional costs above \$84,727 the County pays. These costs are to be paid from the Division of Emergency Management's general operations appropriation. In accordance with correspondence between DOA's Bureau of Risk Management and the Manitowoc County Clerk, the County has been advised to begin providing worker's compensation benefits to the volunteer.

DMA does not, at this time, have any estimate of the final amount of the worker's compensation costs for which it will be liable. The total costs are unlikely to be determined for

over a year because the cost components are based on the long-term health condition of the injured volunteer. The worker's compensation cost components may consist of one or more of the following benefit elements: (1) medical costs, including rehabilitation; (2) total temporary disability benefits, that would begin within 14 days of the accident; (3) permanent partial disability benefits, that would be determined after rehabilitation; (4) lost earning capacity benefits; and (5) potential retraining benefits.

As of June 29, DMA had not yet received any request for reimbursement from Manitowoc County. Based on a June 14, 2000, letter from the third party adjuster hired by the County, DOA understands that over \$115,000 in hospital bills have already been incurred. In addition, total temporary disability benefits are being paid to the volunteer. The Manitowoc County Clerk has indicated to DMA that the first request for reimbursement from DMA will be submitted early in fiscal year 2000-01.

In its request, DMA indicated that the DOA Bureau of Risk Management (BRM) advised the Department that the amount that normal insurance industry practice would establish as a reserve for a back injury case would be \$250,000. However, this estimate was made soon after the accident and has since been revised upward to \$300,000. The DMA appropriation is insufficient to cover the cost of paying this claim and continue normal operations.

This request presents two different issues for the Committee's consideration. The Committee's remaining unreserved balance is \$75,700 as of the Committee's last meeting and DMA will likely need more than that amount in 2000-01 to reimburse Manitowoc County for worker's compensation claims expenditures that are the state's ultimate responsibility. The first question is does the Committee wish to use the \$110,000 that will otherwise lapse to the general fund to provide a reserve for reimbursement costs that DMA will face in 2000-01? The second question is, whether the Committee provides for the transfer of \$110,000 from 1999-00 to 2000-01 or not, does the Committee wish to provide a release of any amount of funds from either the reserved or unreserved portion of the Committee's GPR appropriation to DMA at this time?

It could be argued that DMA's request for transferring the \$110,000 GPR of otherwise lapsing funds to fiscal year 2000-01 is an expedient way to at least initially fund these worker's compensation costs. The advantage of this option would be that an initial amount of funding would be available to reimburse Manitowoc County and the Committee would not have to use any of its supplemental GPR appropriation at this time for that purpose. Under this approach, the Committee could also indicate that DMA could return at a subsequent s. 13.10 meeting to request additional funds if the reimbursement costs in 2000-01 exceed the \$110,000.

Alternatively, it might be argued that no funding should be provided until the total amounts to be required in 2000-01 are known. The DMA request to establish a \$110,000 reserve is not based on any analysis of expected costs, but is rather a request to reserve currently appropriated funds to meet costs that DMA will be facing in 2000-01. In its request, DMA notes that it is conceivable that the costs could exceed the \$110,000 and a subsequent s. 13.10 request may be necessary.

V. Department of Military Affairs – James G. Blaney, Adjutant General

The department requests the authority to transfer \$110,000 in GPR funding on a one-time basis from unallotted reserve in the appropriation under s. 20.465(3)(a) in fiscal year 1999-2000 to unallotted reserve in the same appropriation in fiscal year 2000-01 to help offset the potential costs associated with the injury of an emergency management volunteer during storm cleanup operations in Manitowoc County on May 13, 2000.

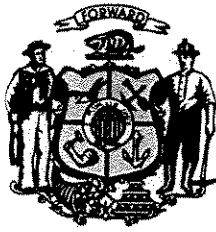
Governor's Recommendation

Approve a nonbase-building transfer of \$110,000 from unallotted reserve under s. 20.465(3)(a) from 1999-2000 to unallotted reserve under s. 20.465(3)(a) in 2000-01 to help pay for part of the state's liability for the injured volunteer. The release of funds from s. 20.465(3)(a) would be contingent upon a determination of the state's liability above the liability for Manitowoc County.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



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Date: July 10, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

Subject: Section 13.10 request from the Department of Military Affairs for contingency funding for injuries incurred by an Emergency Management volunteer.

Request

The department requests the authority to transfer \$110,000 in GPR funding on a one-time basis from unallotted reserve in the appropriation under s. 20.465(3)(a) in fiscal year 1999-2000 to unallotted reserve in the same appropriation in fiscal year 2000-01 to help offset the potential costs associated with the injury of an emergency management volunteer during storm cleanup operations in Manitowoc County on May 13, 2000.

Background

On May 12, 2000 severe thunderstorms and high winds struck Manitowoc County and caused extensive damage in several areas of the county, including the village of St. Nazianz. When cleanup operations began the next day, the Manitowoc County Sheriff's Department, working in cooperation with Manitowoc County Emergency Management, recruited volunteers to perform cleanup and debris removal. The Sheriff's department registered volunteers. One of the registered volunteers was seriously injured with a compression fracture to his spine that day by a falling tree. The volunteer has since been hospitalized, has already had one surgery and will most likely require another. The prognosis indicates the volunteer will be able to walk again, but it may be up to a year before he can return to work.

Analysis

Wisconsin statutes indicate that the state shares liability for injuries suffered by registered volunteers working under the orders of emergency management authorities and is eligible for the same benefits as though employed by the

governmental unit employing him or her, including worker's compensation.

166.03(8) of the Wisconsin Statutes:

(d) ... "Volunteer emergency management workers are employees of the emergency management agency with whom duly registered for the purposes of worker's compensation. An emergency management employee or volunteer who engages in emergency management activities upon order of any echelon in the emergency management organization other than that which carries his or her worker's compensation coverage shall be eligible for the same benefits as though employed by the governmental unit employing him or her ..."

The statutes also indicate that the county's share of liability is \$1 per capita of the sponsor's (Manitowoc County) population, and that the state shall reimburse the sponsor for the excess. Payment by the state is to be made from s. 20.465(3)(a) which is the general program operations GPR annual appropriation for the Division of Emergency Management in the Department of Military Affairs.

166.03(8), continued:

(f) "If the total liability for worker's compensation benefits under par. (d), indemnification under par. (e) and loss from destruction of equipment under sub. (9), incurred in any calendar year exceeds \$1 per capital of the sponsor's population, the state shall reimburse the sponsor for the excess. Payment shall be made from the appropriation in s. 20.465(3)(a) on certificate of the adjutant general."

Manitowoc County's population is 84,727, so the county's liability would be approximately \$85,000. Funds have never been budgeted for worker's compensation liability purposes in s. 20.465(3)(a). Therefore payment would reduce funds available for the operation of the division, forcing potentially harsh cuts. The Bureau of Risk Management in the Department of Administration indicates that in cases of this type, normal insurance industry practice would be to establish a reserve of at least \$250,000 for these costs.

The appropriation s. 20.465(3)(a) is currently budgeted at \$667,000 in FY00. Included in this appropriation is \$110,000 in unallotted reserve to be reverted to the general fund as the result of a veto of funding for infrared camera equipment for another county. The department indicates that all of the funds, with the exception of the \$110,000 in reserve, are either spent for the year or needed for general operations of the division. The appropriation also includes \$423,700 in funding that is matched with federal funding on a 50%/50% match. Therefore every state dollar used to help pay this claim would result in a dollar-for-dollar loss in federal funds. The department estimates that the state's share of the costs could be as high as \$165,000 or 30% of the appropriation's ongoing base budget. DOA legal counsel also states that the state is liable according to the statutory

Members, Joint Committee on Finance
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sections previously cited. DMA expects it to request additional funding in another s. 13.10 request if costs exceed \$110,000.

Recommendation

Approve a nonbase-building transfer of \$110,000 from unallotted reserve under s. 20.465(3)(a) from 1999-2000 to unallotted reserve under s. 20.465(3)(a) in 2000-01 to help pay for part of the state's liability for the injured volunteer. The release of funds from s. 20.465 (3)(a) would be contingent upon a determination of the state's liability above the liability for Manitowoc County.

Prepared by: Deborah A. Uecker
267-0371



STATE OF WISCONSIN
DEPARTMENT OF MILITARY AFFAIRS

OFFICE OF THE ADJUTANT GENERAL
STATE BUDGET & FISCAL OFFICER
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MADISON, WI 53714-0587

May 30, 2000

To: Representative John Gard
Senator Brian B. Burke
Co-Chairs
Joint Committee on Finance

From: Major General James G. Blaney
The Adjutant General
Department of Military Affairs

RE: **Request Pursuant to §13.10, Wisconsin Statutes
Contingency Funding for Injuries Incurred by Emergency Management Volunteer**

Request:

The Department of Military Affairs requests the transfer of \$110,000 from unallotted reserve in its appropriation for General Program Operations – Emergency Management (§20.465(3)(a)) from FY 1999-2000 to FY 2000-01 to offset potential costs associated with the serious injury of an emergency management volunteer during storm cleanup operations in Manitowoc County on May 13, 2000.

Background:

On May 12, 2000, severe thunderstorms and high winds struck Manitowoc County and caused significant property damage in several locations, particularly the village of St. Nazianz. Beginning on Saturday, May 13, the Manitowoc County Sheriff's Department, in conjunction with Manitowoc County Emergency Management, recruited volunteers to assist in clean up and debris removal. Volunteers were registered by the Sheriff's Department. On that date, one of the registered volunteers was seriously injured by a falling tree in the performance of clean up duties. The individual suffered a compression fracture to his spine. The individual has been hospitalized since the incident, has already had one surgery and the need for another is anticipated. While the prognosis indicates that the volunteer should eventually be able to walk again, it may be at least a year before he can return to work. Bureau of State Risk Management staff indicated that in cases of this type, normal insurance industry practice would be to establish a reserve of at least \$250,000 for these costs.

Relevant Statutory Background:

It appears that the following statutory provisions would apply in this case:

§166.03(8), Wisconsin Statutes:

(d)"Volunteer emergency management workers are employees of the emergency management agency with whom duly registered for the purposes of worker's compensation. An emergency management employee or volunteer who engages in emergency management activities upon order of any echelon in the emergency management organization other than that which carries his or her worker's compensation coverage shall be eligible for the same benefits as though employed by the governmental unit employing him or her...."

(e) "Emergency management employees as defined in par. (d) shall be indemnified by their sponsor against any tort liability to third persons incurred in the performance of emergency management activities while acting in good faith and in a reasonable manner. Emergency management activities constitute a governmental function"

§166.03(8), continued:

(f) If the total liability for worker's compensation benefits under par. (d), indemnification under par. (e), and loss from destruction of equipment under sub. (9), incurred in any calendar year exceeds \$1 per capita of the sponsor's population, the state shall reimburse the sponsor for the excess. Payment shall be made from the appropriation in s.20.465(3)(a) on certificate of the adjutant general".

Legal staff of both the Department of Administration and the Department of Military Affairs have reviewed the facts of this case in relation to these statutory provisions, and have concluded the following:

- The volunteer was duly registered with the Manitowoc County Sheriff's Department at the time of the injury, so the individual would be considered to be an employee of Manitowoc County for worker's compensation purposes, as outlined in §166.03(8)(d).
- Under §166.03(8)(f), Manitowoc County's liability in this instance cannot exceed \$1 per capita. The Department of Administration's current official estimate of population in the county is 84,727. Thus, roughly the first \$85,000 of costs for this incident must be borne by the county.
- §166.03(8)(f) provides that the county shall be reimbursed for any costs in excess of the per capita limitation from the appropriation under s.20.465(3)(a), which is the GPR funded General Program Operations appropriation of the Division of Emergency Management. Funds for costs of this nature have never been budgeted into this appropriation.

Budgetary Status of Appropriation s.20.465(3)(a):

The cited appropriation is budgeted at the following levels for FY 1999-2000:

APPROPRIATION 20.465(3)(a) FUNDING FOR FY 1999-2000

EXPENDITURE LINE	TOTAL BUDGETED	MATCH FED FUNDS	UNMATCHED
On-Going Base Level:			
Permanent Salaries	\$339,800	\$256,400	\$83,400
LTE / Misc Salaries	3,300	300	3,000
Fringe Benefits	146,700	117,200	29,500
Supplies & Services	62,900	49,800	13,100
Permanent Property	4,300	0	4,300
Base Level Funding	\$557,000	\$423,700	\$133,300
One-Time Funding			
Unallotted Reserve	110,000		110,000
TOTAL CHAPTER 20 LEVEL	\$667,000	\$423,700	\$243,300

Assuming the BSRM reserve recommendation of \$250,000 approximates the actual cost of this incident, the Division of Emergency Management's share of the cost could be as high as \$165,000, or 30% of the appropriation's on going base level. The matching funds shown match federal Emergency Management Assistance (EMA) funding at 50%/50%. Thus, funds not available to meet matching requirements would result in an equivalent loss of federal funding, so the fiscal impact on Division operations could be as high as \$330,000.

Availability of One-Time Funding within the Appropriation to Create Reserve:

The funding shown in unallotted reserve above resulted from legislative action during budget deliberations to provide funding and authority to purchase infrared optical equipment for the Civil Air Patrol in Chippewa County. The Governor vetoed this provision, and directed the agency to place the funding in unallotted reserve to be lapsed to the General Fund at the end of FY 1999-00.

In light of the significant and unexpected costs associated with the Manitowoc County incident, the agency now requests that the funding associated with the vetoed purchase of infrared equipment be transferred forward into FY 2000-01 as a contingency reserve rather than lapsed as originally directed by the Governor. The Department of Administration could be directed to release funding from unallotted reserve as needed to reimburse the county's excess costs.

However, it is entirely conceivable the excess costs could also exceed the requested \$110,000 contingency reserve as well. The department needs either assurance or direction from the Joint Committee on Finance that additional costs will be funded, or it will have to consider draconian reductions within Emergency Management programs to ensure a deficit does not occur within the appropriation. A subsequent request pursuant to §13.10 is likely if costs exceed the contingency funding.

Relation of this Request to §13.101(3) and (4), Wisconsin Statutes:

The agency understands that a request under this provision must meet the following statutory criteria:

- The committee must find that an emergency exists.
- Funding was not provided for the purpose.
- The purpose for which the funding is requested is authorized by law.

The agency firmly believes that the circumstances involved in this incident clearly meet the statutory criteria.

Prepared by:

Steven L. Bendrick
Budget and Fiscal Officer
Department of Military Affairs
242-3155

13.10 Meeting
Wednesday, July 12, 2000
Agenda Item VI

Issue: Elections Board: Computer Database Conversion Costs

Recommendation: Alternatives A2 and Alternative B3.

Comments:

Alternative A2. Defers action on providing a supplement for existing contractor obligations until the final amount of bills to be paid are known, with the understanding that no funds would be provided for work performed after July 12th, 2000.

The final amount of the bills due is not known, and JFC members should have the final numbers in front of them before deciding how much to supplement. (On a side note, the Elections Board should be taken to task for making expenditures without having the budget authority to cover them.)

Alternative B3. Denies funding for continuation of the computer database conversion project, directs the Elections Board to pursue funding for continuation of the project in the next state budget, and provides one-time funding for an outside IT consultant for development of an IT plan for the project.

This project has been a disaster from the start. There has never been an IT project plan or a written contract with the vendor, making it impossible to assess accountability. In addition, the contractor's estimates of needed funding to complete the project and completion dates have not proven to be reliable. The statutory deadline for electronic filing has already passed and the Board is unable to estimate a future completion date. Further, the current status of the project and future costs are open to considerable question.

It is time to apply the brakes, re-evaluate the project, and seek out the expertise of an IT consultant.

Prepared by: Deb



Legislative Fiscal Bureau

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July 12, 2000

TO: Members
Joint Finance Committee

FROM: Bob Lang, Director

SUBJECT: Elections Board: Section 13.10 Request for Computer Database Conversion Costs --
Agenda Item VI

REQUEST

The Election Board requests a supplement of \$769,200 GPR from the Committee's GPR appropriation under s. 20.865(4)(a) to its GPR general program operations appropriation under 20.510(1)(a). The funding is requested for additional computer database conversion project costs related to developing software to manage agency operations and establishing a capability for electronic filing of campaign finance information from registrants. The Board's request indicates that it would use an additional \$50,000 GPR in 1999-00 base resources, (the agency operates under a biennial appropriation) resulting in a total of \$819,200 GPR that would be expended for this purpose in 2000-01. The agency also requests that the Committee direct the Department of Administration to oversee the completion of the project, including approving the release of funds.

BACKGROUND

The Elections Board was provided a total of \$335,400 GPR in the 1997-99 biennium for a database software conversion and campaign finance electronic filing enhancements information technology project. Of this amount, \$283,200 GPR was appropriated in the 1997-99 budget and an additional \$52,200 (from both PR and GPR sources) was provided by the Committee at its April 21, 1999, s. 13.10 meeting. The Board indicated at that meeting that an additional \$11,100 GPR would be required to complete the project in 1999-00 but that those funds would come from that year's budget. In order to fund this outstanding need and ongoing IT costs, 1999 Wisconsin Act 9

included \$31,200 GPR annually as base IT funding for the 1999-01 biennium. The total funding for this project, prior to the current request, was \$346,500.

The project consists of two interrelated software conversions. The first is a conversion of the current agency database used by Board staff to administer elections activities and campaign finance reports. The second is an electronic campaign filing enhancement that would allow electronic filing and retrieval of campaign finance report information over the internet.

Conversion of Existing Database. A total of \$193,000 GPR was provided in the 1997-99 biennium for contract staff to rewrite and convert the existing computer database system -- termed SWEBIS, for "State of Wisconsin Elections Board Information System" -- from a system utilizing an Ingres database application to a system using a new database application (Oracle). Of this amount, \$168,400 was appropriated for this purpose in the 1997-99 budget and an additional \$24,600 was provided by the Committee at its April, 1999, s. 13.10 meeting. This database is used by Board staff to administer elections and campaign finance activity. In terms of election administration, the converted database will be used to verify ballot access and certify election candidates and results. The campaign finance module of the conversion will allow the Board to electronically identify participants, ensure that required reports are filed, ascertain compliance with applicable laws and aid auditors in the enforcement of campaign finance laws.

Electronic Filing Enhancements. The second part of the project, for which the Legislature provided a total of \$142,400 GPR in the 1997-99 biennium, is to add an enhancement to the new database system that is under development to allow those registrants required to file periodic campaign finance reports with the Board to submit their reports electronically. (In addition, the planned enhancements would allow the public to access the agency's elections and campaign finance database by accessing a site on the internet.) Of the amount provided, \$114,800 was appropriated in the 1997-99 budget and the Committee subsequently provided an additional \$27,600 at its April, 1999, s. 13.10 meeting for this purpose.

Project Timetable. The completion date of this project has slipped several times. When the Committee acted in December, 1997, to release funds for the campaign finance electronic filing component, Board staff indicated that it expected that both projects would be completed by May 1, 1998, at which time testing would be undertaken. Subsequently, at the Committee's April, 1999, 13.10 meeting, Board staff then indicated that the two project components were expected to be completed no later than June 30, 1999, to meet the statutory requirement that campaign finance reports be able to be filed electronically for registrants with \$20,000 or more in campaign activity beginning on June 30, 1999. The Board staff now indicates that, even with the requested funding contained in its current 13.10 request, they cannot give an expected completion date for either of the components of the project.

DOA Involvement. In November of 1999, the Board requested assistance from DOA to review the status of this project. Staff from DOA's Office of Computer Services (OCS) conducted a general review of the project in late 1999. The OCS staff indicate that they found that there was

no detailed IT plan (with project specifications and expected deliverables from the contractor) in place for the project and that the Board did not have staff with sufficient IT expertise and project management experience to handle a project of this complexity. The Elections Board indicates that DOA recommended that the Board either: (1) work with the current contractor to develop performance benchmarks for the project before undertaking any more development work; or (2) cancel the current project effort and solicit formal proposals to complete the project with a software developer who is under a specific IT services contract.

ANALYSIS

The Board's request can be analyzed by dividing it into three components. The first component of the request deals with already incurred expenditures that are in excess of the amount currently budgeted for the project. These costs are based on estimates of existing incurred obligations to the computer software contractor. The second component deals with existing project management problems and alternatives for future management of the project. The last component addresses future funding needs for the project.

Before discussing each of these components, it should be noted that the Elections Board funding request for continued computer software services is significantly larger than the amount currently available in the unreserved portion of the Committee's supplemental GPR appropriation. As of the Committee's last meeting, the remaining unreserved balance in the Committee's GPR appropriation was \$75,700. To provide the level of funding (\$769,200 GPR) requested by the Board, the Committee would have to provide funding for this activity from the available 1999-00 balances in the Department of Corrections contract bed reserve portion of the Committee's appropriation.

Estimated Existing Contractor Commitments. The Elections Board has already incurred contract obligations in excess of its budgeted amount for IT activities. The Board estimates that approximately \$245,500 of the total funding requested by the Board would be used to pay the computer software contractor for work already completed but not yet paid for as of April 4, 2000. The Elections Board budget contains only \$31,200 GPR in each year of the biennium for IT-related expenses. Of the \$31,200 budgeted for this purpose in 1999-00, the Board has already used \$12,200 to make payments to the contractor.

The Board has identified \$50,000 GPR in 1999-00 funds that it indicates can be used for IT costs. The \$50,000 consists of the \$19,000 in remaining 1999-00 base funding for IT costs and an additional \$31,000 of unexpended funds budgeted for other supplies and services expenditures. (However, it should be noted that \$25,000 of this funding is actually unexpended salary funds that were transferred to the supplies and services line, with DOA approval, in May, 2000.) In addition to the funds identified by the Board, there is an additional \$31,200 budgeted in 2000-01 for IT costs. In total then, \$81,200 GPR would be available within the agency's existing budget in 2000-01 to apply towards the estimated existing contractor obligations. The portion of the request

(\$245,500) estimated to be attributable to already incurred contractor obligations would be reduced to \$164,300 if the available funding of \$81,200 were applied to these costs.

The Committee has in the past expressed a strong aversion to providing any supplemental funding to an agency for expenditures already incurred prior to receiving Committee approval for release of funding to cover such expenditures. It could be argued that the Committee should reject the request for additional funding because the Board did not have the budget authority to spend above its total appropriation for these additional computer programmer services. Further, the exact amount of the outstanding incurred bills is at issue. The above estimates have been made by the Elections Board. However, the Executive Director of the Elections Board has indicated that some requests for payment are in dispute because the Board staff believes they include contractor duplication of work. The final amount of current obligations is also unknown because the contractor continues to perform work for the Board and accrue additional charges to be paid by the Board. In addition, providing this funding will not result in completion of the project. Given these considerations, the Committee could choose to deny the request and direct the Board to cease any further work on the project. Funds for payment of these bills would then have to be addressed by the Board in its 2001-03 budget request.

Alternatively, it could be argued that the \$164,300 of outstanding bills that the agency does not have funds to pay are "sunk" costs that must be paid. While the expenditures clearly should not have been made by the Board without having the budget authority to cover them, there is an obligation for the Board to pay these costs. In this regard, it may be noted that the Executive Director of the Board has suggested that the contractor might seek legal action if the Board does not pay the estimated bills due. The Committee could provide a supplement of this amount. However, because the final amount of bills due are not known, another alternative would be for the Committee to defer action on providing a supplement for these costs until the final amount of bills to be paid are known, with the understanding that no funds would be provided for work performed after the date of the Committee's action. The Board could then return to the Committee under s.13.10 for a supplement when it had a final detailed accounting of the amounts required to pay outstanding bills.

Project Management. The Board staff acknowledges that it has had difficulty managing this project and identifies a lack of staffing expertise and problems with holding the contractor accountable for completion of the project for the failures in the timely completion of the project. To rectify this particular problem, the Board has requested that the Committee direct DOA to oversee the management of this project. However, precisely what the Board envisions would be included in this oversight responsibility has not been identified.

There has never been a project plan or a written contract with the vendor for any deliverables associated with the database conversion project. The contract programmer is retained on an hourly basis rather than having been retained under a specified cost contract with identified tasks to be accomplished and software enhancements to be delivered. The lack of an IT plan with required objectives to be met and specified content has made it impossible to assess accountability between

the Elections Board and the contractor. In such a relationship, without a clear delineation of what is expected and when it will be delivered, the contractor has continued hourly work on the project and the costs of the project have continued to climb.

In addition, the contractor's estimates of needed funding to complete the project and completion dates have not proven to be reliable. The Board indicates that concerning the current status of the project, it requested cost and time estimates for completion of the project in November, 1999, but did not receive them from the contractor until April, 2000. In connection with Board's April, 1999, s. 13.10 request, the contractor had indicated that the project was 80-90% complete and that there was a high probability that at least that the essential systems would be operational by June 30, 1999. Now, the Board's current estimate is that (as of April 4, 2000) there were some 8,800 hours of programming work left to accomplish and no revised project completion date can be offered.

Lastly, the guidance provided by DOA to the Board in November, 1999, did nothing to solve the existing project management program. That review identified that there was a project management problem and suggested that the Board either needed to work with current contractor to develop performance benchmarks for the project before proceeding further or else terminate the current contractor's services and seek a new contractor. Staff from DOA's Office of Computer Services believe that the Board needs to engage a separate party (IT planning consultant) to lead this project and help develop a contract that identifies the Board's immediate specific IT needs and details the deliverables to be required from a software programmer. However, OCS staff have also indicated that DOA currently does not have an existing staff function established that is available to small agencies for assistance in overseeing their IT development projects.

Notwithstanding DOA's view, it could be argued that DOA should be directed to assign a staff person to provide oversight of the project and that this would be an appropriate step if the Committee decides to provide funding to pursue completion of the existing project using the current contract programmer.

Alternatively, it could be argued that despite the funding provided to date which represents "sunk" costs, there is no assurance that the remaining project cost estimates provided by the current contractor will ensure timely completion of the project and that it is time to re-evaluate the project before providing any additional funds. Under this approach, a reevaluation of how to accomplish the project could be pursued by directing the Board to hire an independent IT plan consultant to first develop a specific IT plan detailing the steps needed to accomplish the Board's immediate IT objectives, develop system specifications and identify the software functionalities to be provided by a software contractor. The OCS staff estimated that the costs for such a contractor could run from \$25,000 to \$50,000. The Committee could, under this approach, not provide any additional funding for work by the current contractor but instead provide a supplement of \$35,000 GPR (based on approximately three months of work at an average rate of about \$75 per hour) to the Board, for release upon approval of DOA, to hire an IT plan consultant.

Future Funding. As identified in this analysis, the Board's funding request includes \$573,700 GPR for estimated "remaining" project costs using the current vendor. The requested \$573,700 project cost is estimated to fund 8,825 hours of work at a cost of \$65 per hour. (Note: this is a seven-dollar per hour increase above the \$58 per hour cost charged by the contractor in April, 1999.) The estimated contract hours and costs, divided between the two components of the project, are shown in the following table:

Estimated Remaining Project Computer Tasks

	<u>Hours</u>	<u>Cost</u>
1. Essential SWEBIS Conversion Tasks		
<i>Component</i>		
a. Database Conversion and Software Development	1,212	\$ 78,800
b. Campaign Finance Module	4,312	280,300
c. Election Administration Module	1,091	71,000
2. Essential Electronic Filing Enhancement Tasks		
<i>Component</i>		
a. Electronic Data Transfer	200	\$13,000
b. Filer Application	1,010	65,600
c. Website Development	<u>1,000</u>	<u>65,000</u>
TOTALS	8,825	\$573,700

There is no assurance from the current contractor that the funding requested would be sufficient to ensure completion of the project. Further, OCS indicates that there are additional questions regarding the reliability of existing hardware required to maintain SWEBIS and the choice of software tools currently being used for both of the conversions that it believes need to be answered before the project proceeds further.

In view of all the uncertainties and the past problems surrounding the project, a case can be made to terminate the current project immediately, deny the requested funding and address any further funding in the 2001-03 biennial budget. However, under this approach, the Committee could consider the release of funding for development of a detailed IT plan that could be the basis for consideration of possible future funding for the project in 2001-03. The statutory deadline for electronic filing, which has been a major consideration in continuing the current project, has already passed and the Board does not have a revised timetable for achievement of electronic filing based upon the current funding request. Further, the current status, future costs and completion date of the current project are open to considerable question.

Alternatively, it could be argued that the Committee should approve the requested \$573,700 GPR, subject to release by DOA, to ensure that the project continues because the state has already invested substantial funds in the project using the current contractor. Under this approach, requiring DOA to oversee the project and approve release of any funds could ensure greater expertise is being made available in the management of the project. While it is uncertain if the requested funding would be sufficient to complete the project, any additional costs that might be needed could be dealt with as a part of the agency's 2001-2003 budget.

ALTERNATIVES

Alternatives for the Committee's consideration are presented in two parts. The first set of alternatives addresses the portion of the request related to expenditures already incurred. The second set of alternatives address management of the project and new funding.

A. Funding for Existing Contractor Obligations

1. Provide a supplement in 2000-01 of \$164,300 GPR from the reserved portion of the Committee's appropriation to the appropriation under s. 20.510(1)(a) to fund costs already incurred for the software conversion project and the establishment of an electronic filing function for receipt of campaign information from registrants. Specify that the funding is one-time funding. *[Note: Funding would come from available 1999-00 balances in the Department of Corrections contract beds reserve within the Committee's appropriation.]*

2. Defer action on providing funding at this time and instead direct the Board to return to the Committee under s. 13.10 when it has determined the exact amount required to meet existing contractor obligations, with the understanding that no funds would be provided for any contractor work performed after July 12, 2000.

3. Deny the request. *[Note: Funding could be made available in the 2000-01 budget.]*

B. Project Management and Future Project Funding

1. Provide a supplement in 2000-01 of \$573,700 GPR from the reserved portion of the Committee's appropriation to the appropriation under s. 20.510(1)(a) for estimated additional contractor costs for the current project. Specify that the funding is one-time funding. *[Note: Funding would come from available 1999-00 balances in the Department of Corrections contract beds reserve within the Committee's appropriation.]* In addition, direct DOA to oversee the continuation of the project and approve the release of any funding.

2. Deny funding for any continuation of this current project and direct the Elections Board to pursue the issue of funding for continuation of the project in the 2001-03 budget.

3. In addition to alternative 2, provide one-time supplemental funding of \$35,000 GPR from the unreserved portion of the Committee's appropriation to the appropriation under s. 20.510(1)(a) and direct the Board to contract with an IT consultant for development of an IT plan for the project. Specify that the plan include an identification the Board's immediate IT needs under the project, cost estimates for project completion, and performance benchmarks to be met by a software contractor. Require that DOA designate a staff person to oversee the selection and work of this consultant and provide that no funds may be released for this consultant without the approval of DOA. Direct that the consultant's report be provided to DOA and the Joint Committee on Finance no later than ~~October 30, 2000.~~ u.c

Nov. 15, 2000

Prepared by: David Worzala

MO# A-2, B-3

1 BURKE	<input checked="" type="radio"/>	N	A
DECKER	<input checked="" type="radio"/>	N	A
JAUCH	<input checked="" type="radio"/>	N	A
MOORE	<input checked="" type="radio"/>	N	A
SHIBILSKI	<input checked="" type="radio"/>	N	A
PLACHE	<input checked="" type="radio"/>	N	A
COWLES	<input checked="" type="radio"/>	N	A
DARLING	<input checked="" type="radio"/>	N	A
2 GARD	<input checked="" type="radio"/>	N	A
PORTER	<input checked="" type="radio"/>	N	A
KAUFERT	<input checked="" type="radio"/>	N	A
ALBERS	<input checked="" type="radio"/>	N	A
DUFF	<input checked="" type="radio"/>	N	A
WARD	<input checked="" type="radio"/>	N	A
HUBER	<input checked="" type="radio"/>	N	A
RILEY	<input checked="" type="radio"/>	N	A

AYE 16 NO 0 ABS 0

VI. Elections Board – Kevin Kennedy, Executive Director

The board requests a one-time supplement of \$769,000 GPR in fiscal year 1999-2000 from the Committee's appropriation under s. 20.865(4)(a) to the board's general program operations appropriation under s. 20.510(1)(a) for costs associated with the continued development of electronic filing software, known as WEBfiler, and the conversion of its program information database, the State of Wisconsin Election Board Information System, or SWEBIS.

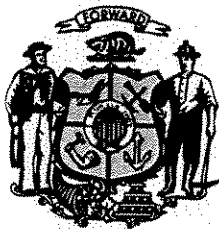
Governor's Recommendation

Deny the request. The board should use the \$50,000 reserved in fiscal year 1999-2000 within s. 20.510(1)(a), a biennial appropriation, to hire an outside party in fiscal year 2000-01 to develop a detailed project assessment and plan, which could constitute the basis for a budget decision item in the 2001-03 budget. Based on the project analysis, the board may decide how best to pursue additional funding. By December 1, 2000, the board should submit a report to the Governor and to the Joint Committee on Finance including the project assessment and plan to complete the project.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
101 East Wilson Street, Madison, Wisconsin

TOMMY G. THOMPSON
GOVERNOR

GEORGE LIGHTBOURN
SECRETARY



Office of the Secretary
Post Office Box 7864
Madison, WI 53707-7864
Voice (608) 266-1741
Fax (608) 267-3842
TTY (608) 267-9629

Date: July 10, 2000

To: Members, Joint Committee on Finance

From: George Lightbourn, Secretary
Department of Administration

Subject: Section 13.10 Request from the Elections Board for the Continued Funding of Electronic Filing Software and the Conversion of its database, SWEBIS.

Request

The board requests a one-time supplement of \$769,000 GPR in fiscal year 1999-2000 from the Committee's appropriation under s. 20.865(4)(a) to the board's general program operations appropriation under s. 20.510(1)(a) for costs associated with the continued development of electronic filing software, known as WEBfiler, and the conversion of its program information database, the State of Wisconsin Election Board Information System, or SWEBIS.

Background

In the 1997-99 budget the Elections Board received \$168,400 GPR in fiscal year 1997-98 for the conversion of its database, SWEBIS, from an INGRES based application to an ORACLE based application in anticipation of the passage of 1997 Assembly Bill 150 and 1997 Senate Bill 109, companion bills which had strong support at the time. The Elections Board uses SWEBIS to administer elections and campaign finance activity, including areas such as ballot access, certification of election candidates and election results, campaign donors, campaign finance report compliance, and auditing of reports to enforce campaign laws. 1997 Assembly Bill 150 and 1997 Senate Bill 109 eventually became 1997 Wisconsin Act 230 which requires electronic filing of campaign finance reports for registrants who accept \$20,000 or more in contributions during a campaign period beginning on July 1, 1999. The electronic filing enhancement, now known as WEBfiler, is software that will allow campaign finance registrants to file campaign finance reports to the board electronically. Currently filers use paper forms. The Elections Board estimates that approximately 10% of filers will be required to file electronically based on this criteria, but most of the actual information filed will be filed electronically. Electronically filed campaign finance reports are expected to be posted to the Election Board's website, also currently under development. The

Elections Board hired Enterprise Solutions Technology Group (ESTG) to convert the database and to create WEBfiler.

At the s. 13.10 meeting on December 18, 1997, the Joint Committee on Finance approved a supplement of \$102,800 GPR, plus \$12,000 additional GPR in funding for the electronic filing enhancement. The Elections Board paid ESTG \$58 per hour in fiscal year 1998-99 and \$60 per hour in the current biennium to complete the combined project.

At the s. 13.10 meeting on April 21, 1999, the Joint Committee on Finance approved a supplement of \$52,200 GPR and PR funding in fiscal year 1998-99 to fund the further development of WEBfiler and to complete the conversion of SWEBIS. The Elections Board argued that unforeseen problems related to the conversion of SWEBIS and the development of WEBfiler required additional funding to continue the project. These problems included original cost and time estimates that were not realistic, contractor personnel turnover, and technical software development problems.

1999 Wisconsin Act 9 approved \$31,200 in fiscal year 1999-2000 and fiscal year 2000-01 to fund 520 hours of contractor assistance at \$60 dollars per hour to keep SWEBIS operational and functioning at critical filing deadlines and for future software design and access issues as they arise. ESTG currently charges the board \$65 dollars per hour to work on this project.

Analysis

The Elections Board estimated the costs related to these projects in 1996 during its budget request development for the 1997-99 budget. Electronic filing of campaign finance reports and posting such information on the Internet began around this time as a nationwide trend. Therefore, future technical difficulties in developing electronic filing and database conversion could only be estimated at that time. Since the passage of the 1997-99 budget, the board has encountered numerous technical difficulties in accomplishing both projects. ESTG has worked numerous hours to install an upgrade to ORACLE and has experienced difficulties in installing the ORACLE web application onto a server in addition to problems with the election management section of SWEBIS and with the development tools acquired to develop electronic filing software. The contractor has contributed hundreds of hours of unbilled work due to personnel turnover in the lead developer position.

After working more than two years on this project, it is still not completed. After repeated attempts to obtain an estimate of the time or costs needed to complete the project, in April of this year ESTG provided the Elections Board a detailed written estimate. The board estimates that approximately 57% of the database

conversion and the electronic filing enhancement work for WEBfiler has been completed to date, according to information it has from ESTG. The board also estimates that the total cost of completing the project is approximately \$819,175, including \$245,485 for unpaid work done on the project. As Table 1 shows, the ESTG proposal details how many hours for each component of each project are required to complete the entire project at a particular cost. The board states that these are the best known figures available to the board at this time.

Table 1
ESTG Project Update Report
June 4, 2000

Project	Paid	Hours Left	Remaining Cost
General System Tasks	\$65,463	1,212	\$78,780
Registration	\$8,173	236	\$15,340
Elections Administration	\$64,665	959	\$62,335
Campaign Finance	\$51,265	3,596	\$233,740
Electronic Filing	\$0	200	\$13,000
WEBfiler	\$135,860	1,010	\$65,650
General/Reporting	\$1,160	480	\$31,200
Others	\$464	0	\$0
Website	\$10,138	1,000	\$65,000
Total	\$337,188	8,693	\$565,045

ESTG has not signed a contract fixing the costs or the hours of work needed for completing the project. ESTG has not given the board any of the code or supporting documentation for its work because it has not been fully paid. The Elections Board has not fully paid ESTG because any additional funding would have to be provided by the legislature. The Elections Board has promised to obtain a commitment from ESTG before the Joint Committee on Finance considers this request at the July 2000 s. 13.10 meeting.

Since the passage of 1997 Wisconsin Act 27 the Elections Board has received \$366,600 in GPR and PR funding through fiscal year 1999-2000 for the conversion of the SWEBIS database from an INGRES application to an ORACLE application. Included in this funding is \$31,200 added to the board's budget in 1999 Wisconsin Act 9 for fiscal year 1999-2000, fiscal year 2000-01 and future years as authorized in future budgets to keep the database and the electronic filing enhancement functioning at critical filing deadlines. The board states that

in total it has already invested \$396,374 dollars in the project.

In November 1999 the Elections Board requested assistance from the Department of Administration (DOA) to assess the status of the project. DOA recommended that the board either 1) work with ESTG to develop performance benchmarks to objectively manage the project; or 2) consider stopping work with ESTG and abandon the work already done and start over, soliciting proposals from other IT contractors. Because \$396,374 in funding and so much time have already gone into this project the Elections Board wants to complete the project with ESTG.

The board states that it has reserved \$50,000 of its fiscal year 1999-2000 budget in its general program operations appropriation, s. 20.510(1)(a) to pay any unpaid bills to the contractor. This figure includes the \$31,200 the board received per fiscal year in 1999 Wisconsin Act 9. The board states that the remaining \$64,600 in budget authority left in this GPR appropriation is needed to pay for office expenses until the end of the fiscal year. The board also has a PR appropriation that currently has \$6,800 in available budget authority in fiscal year 1999-2000 to pay any unpaid bills to the contractor. This appropriation is funded by fees paid by all groups, individuals and committees filing termination reports before December 31 of each calendar year, with expenditures greater than \$2,500 to pay with their annual report to the board. The board also states that all of these funds are needed to pay office expenses through the end of the fiscal year.

Efforts to date suggest work has proceeded without benefit of an overall project plan that contains benchmarks and deliverables to which a contractor may be held accountable. The supplemental funding requested cannot be tied to interim accomplishments. Moreover, the hardware used by the system is reported as questionable by DOA. The board's funding request does not address this issue. Before any substantial additional funds are committed to this project, the board should have developed for it a comprehensive analysis of the business needs which the system is intended to address; the adequacy of the existing office infrastructure which is supporting the system; the likelihood that work performed to date can still meet the identified business needs if the project continues; and a detailed completion plan which includes costs. This assistance could be provided through a number of avenues, including technical support obtained from state contracts; independent third party consultants; or on a cost reimbursement basis by a unit within the Department of Administration.

Recommendation

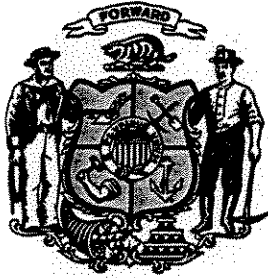
Deny the request. The board should use the \$50,000 reserved in fiscal year 1999-2000 within s. 20.510(1)(a), a biennial appropriation, to hire an outside party in fiscal year 2000-01 to develop a detailed project assessment and plan, which could constitute the basis for a budget decision item in the 2001-03 budget. Based on the project analysis, the board may decide how best to pursue additional funding.

Members, Joint Committee on Finance
Page 5
July 10, 2000

By December 1, 2000, the board should submit a report to the Governor and to the Joint Committee on Finance including the project assessment and plan to complete the project.

Prepared by: Deborah A. Uecker
267-0371

State of Wisconsin \ Elections Board



Randy Nash
Chairperson

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132 EAST WILSON STREET
MADISON, WISCONSIN 53701-2973
(608) 266-8005
FAX (608) 267-0500

Kevin J. Kennedy
Executive Director

July 6, 2000

The Honorable Brian Burke, Co-Chair
The Honorable John Gard, Co-Chair
Joint Legislative Committee on Finance
State Capitol
Madison, WI 53702

Dear Senator Burke and Representative Gard:

Following the submission of the Elections Board 13.10 request I met with Enterprise Solutions Technology Group, Inc. (ESTG) to obtain a commitment on the amount of funds and the time frame needed to complete the SWEBIS and WEBfiler software development projects. I have prepared an outline of a contract that would be signed by the Elections Board and ESTG that would establish the parameters for completion of the two projects. ESTG has agreed to the proposed contract terms. If the Committee authorizes the Elections Board to spend the money to complete the projects the parties will prepare and sign a contract with essentially the following terms:

1. ESTG will develop the SWEBIS and WEBfiler software applications for the Elections Board by completing the tasks set out in the attached appendix.
2. ESTG will provide full documentation of the applications to the Elections Board.
3. The Elections Board will pay ESTG a total of \$819,175 for the development and documentation of the software applications.
4. This payment includes the costs incurred to date and the costs remaining to complete the development, documentation, installation and testing of the applications.
5. Payment will be made in the following installments:
 - A. 30% upon the signing of the contract,

- B. Two payments of 15% based on satisfactory progress toward completion of the applications,
 - C. 10% upon delivery of SWEBIS,
 - D. 10% upon acceptance of SWEBIS by the Elections Board,
 - E. 10% upon delivery of WEBfiler,
 - F. 10% upon acceptance of Webfiler by the Elections Board.
6. The Elections Board will provide the following services to support the contract:
- A. System, Data Base and Web Site Administration:
 - 1. Software installation and support,
 - 2. Data backups and restores,
 - 3. Implementation of security roles and profiles,
 - 4. Implementation and support of production and test environments,
 - 5. Webmaster responsibilities,
 - 6. Overall support of installed hardware and software.
 - B. Support for any Oracle software upgrades,
 - C. Testing - Elections Board will provide staff resources to test the software as application components are delivered to the agency,
 - D. Training - ESTG will train two high level agency users who will train Elections Board staff,
 - E. Documentation - Elections Board will provide supplemental documentation for its end users.
7. ESTG will complete WEBfiler so it can be distributed to Elections Board registrants no later than December 31, 2000.
8. ESTG will install a prototype version of SWEBIS for use in the spring 2001 election.
9. ESTG will complete the development of SWEBIS by July 1, 2001.

I have attached a copy of the project financial report that contains the tasks referred to as the appendix. I have also attached a letter from BJ Pfeiffer, President of ESTG agreeing to the terms of the Proposed Contract Outline.

The initial payment to ESTG would be in the amount of \$245,750. If the Committee wishes to condition the release of the remaining funds on approval by the Department of Administration or a subsequent 13.10 request in September by the Elections Board, the Elections Board is willing to accept those or similar conditions.

The Elections Board requests that the Committee direct the Department of Administration to assist the Board in meeting the provisions set out in Item 6 of the Proposed Contract Outline.

This proposal is the best opportunity to ensure completion of the development of the SWEBIS and WEBfiler software applications. On behalf of the Elections Board, I request that the Committee:

1. Authorize \$769,000 in GPR funding to complete the software development project.
2. Direct the Department of Administration to provide administrative and technical support for the project.

I will represent the Elections Board at the meeting of the Joint Finance Committee that reviews this request. Thank you for your consideration of this request.

State Elections Board



Kevin J. Kennedy
Executive Director

Enclosures (2)



Enterprise Solutions
Technology Group, Inc

State of Wisconsin Elections Board

SWEBIS and WEB Filer Project

Project Financial Report

Document: 004

Author: Julian Marsh

Date Thursday, July 06, 2000

Project Financial Report Summary

	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
General System Tasks	1,893	\$104,716.55	\$96,431.55	\$69,063.00	\$27,368.55	837	\$54,372.50
Registration	227	\$12,653.00	\$12,653.00	\$8,173.00	\$4,480.00	216	\$14,040.00
Elections Administration	2,325	\$130,662.50	\$126,012.50	\$61,065.00	\$64,947.50	648	\$42,087.50
Campaign Finance	2,433	\$126,826.25	\$125,426.25	\$51,265.00	\$74,161.25	3,443	\$223,762.50
Electronic Filing Data Transfer	0	\$0.00	\$0.00	\$0.00	\$0.00	200	\$13,000.00
WEBfiler	5,722	\$332,688.90	\$303,971.90	\$149,620.00	\$154,351.90	811	\$52,729.30
General/Reporting	20	\$1,160.00	\$1,160.00	\$1,160.00	\$0.00	440	\$28,600.00
Web Site	212	\$12,266.50	\$12,266.50	\$11,994.00	\$272.50	1,000	\$65,000.00
Project Totals	12,831.43	\$720,973.70	\$677,921.70	\$352,340.00	325,582	7,594	\$493,591.80

State of Wisconsin
 Elections Board
 SWEBIS and WEB Filer Project

Project Financial Report

Task ID	Description	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
Project		General System Tasks						
Sub Project								
1010	Project management, meetings	478.17	\$28,601.05	\$27,651.05	\$11,890.00	\$15,761.05	360	\$23,400.00
1020	Data Modeling	286.5	\$14,325.00	\$14,325.00	\$14,325.00	\$0.00	0	\$0.00
1030	Hardware Issues	7	\$315.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
1040	Data Migration	476.5	\$24,787.50	\$24,787.50	\$24,690.00	\$97.50	0	\$0.00
1041	Final Data Migration	0	\$0.00	\$0.00	\$0.00	\$0.00	160	\$10,400.00
1101	Oracle Upgrade and Conversio	294	\$17,592.00	\$17,592.00	\$13,692.00	\$3,900.00	0	\$0.00
1202	Automatic copy of production t	0	\$0.00	\$0.00	\$0.00	\$0.00	8	\$520.00
1401	Backup and recovery procedur	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
1405	System documentation	15.25	\$915.00	\$915.00	\$0.00	\$915.00	40	\$2,600.00
1406	System Support and system sup	77	\$4,466.00	\$4,466.00	\$4,466.00	\$0.00	0	\$0.00
1500	Duplicated table sequence num	34.5	\$2,242.50	\$2,242.50	\$0.00	\$2,242.50	35	\$2,275.00
1501	Investigate problems with test i	68.5	\$4,452.50	\$4,452.50	\$0.00	\$4,452.50	17.5	\$1,137.50
1900	SWEBIS project knowledge tra	156	\$7,020.00	\$0.00	\$0.00	\$0.00	0	\$0.00
Sub Project Security Issues								
1301	Set up security accounts and gr	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
1302	Reexamine existing forms for s	0	\$0.00	\$0.00	\$0.00	\$0.00	100	\$6,500.00
1303	Implement security on public c	0	\$0.00	\$0.00	\$0.00	\$0.00	8	\$520.00
1304	Set up a system user and make	0	\$0.00	\$0.00	\$0.00	\$0.00	8	\$520.00
Totals		1893.42	\$104,716.55	\$96,431.55	\$69,063.00	\$27,368.55	837	\$54,372.50

Project Registration

Sub Project								
2001	Analysis, Design & General Ta	13.5	\$675.00	\$675.00	\$675.00	\$0.00	0	\$0.00
2002	EB9 and EB11 Conduit & Cor	145	\$8,354.00	\$8,354.00	\$3,874.00	\$4,480.00	0	\$0.00
2003	Campaign	40	\$2,000.00	\$2,000.00	\$2,000.00	\$0.00	0	\$0.00
2004	Affiliation phone and email	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
2005	Registration Contact phone and	8	\$464.00	\$464.00	\$464.00	\$0.00	16	\$1,040.00
2006	EB6 Voluntary Oath and Detail	8	\$464.00	\$464.00	\$464.00	\$0.00	0	\$0.00
2007	Referendum	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
2008	Recall	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
2009	Appointee	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
2050	Registrant Reports and Labels	12	\$696.00	\$696.00	\$696.00	\$0.00	0	\$0.00
Sub Project Documentation & Training								
2100	Training	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
2201	Printed manual	0	\$0.00	\$0.00	\$0.00	\$0.00	80	\$5,200.00
2202	On line help	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
2203	Context Sensitive Help	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
Totals		226.5	\$12,653.00	\$12,653.00	\$8,173.00	\$4,480.00	216	\$14,040.00

Project Financial Report

Task ID	Description	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
Project Elections Administration								
Sub Project								
3001	Analysis, Design & General Ta	1217.5	\$63,530.50	\$62,930.50	\$32,413.00	\$30,517.50	8	\$520.00
3002	Election Maintenance	400	\$23,970.00	\$19,920.00	\$5,510.00	\$14,410.00	8	\$520.00
3003	Pre-Canvass Report	24	\$1,392.00	\$1,392.00	\$1,392.00	\$0.00	0	\$0.00
3004	Nomination Paper Receipt Scre	16	\$928.00	\$928.00	\$928.00	\$0.00	0	\$0.00
3005	Nomination verification screen	16	\$928.00	\$928.00	\$928.00	\$0.00	0	\$0.00
3006	Ballot Certification screen and	128	\$7,620.00	\$7,620.00	\$5,800.00	\$1,820.00	0	\$0.00
3007	Primary and General Election r	70	\$4,060.00	\$4,060.00	\$4,060.00	\$0.00	20	\$1,300.00
3008	Election Results Detail report	40	\$2,320.00	\$2,320.00	\$2,320.00	\$0.00	20	\$1,300.00
3009	Canvass Report	109	\$6,322.00	\$6,322.00	\$6,322.00	\$0.00	20	\$1,300.00
3010	Election recount	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
3011	Batch Winner Update Routine	24	\$1,392.00	\$1,392.00	\$1,392.00	\$0.00	20	\$1,300.00
3012	WECF Qualification and Grant	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
3019	Data corrections	5.5	\$357.50	\$357.50	\$0.00	\$357.50	0	\$0.00
3020	Create canvass master records	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
3021	Create term/incumbency record	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
3022	Certificate of Election	0	\$0.00	\$0.00	\$0.00	\$0.00	16	\$1,040.00
3023	Legislature flat files for Electio	193.75	\$12,593.75	\$12,593.75	\$0.00	\$12,593.75	17.75	\$1,153.75
3100	Congressional District on repor	0	\$0.00	\$0.00	\$0.00	\$0.00	60	\$3,900.00
3400	Implementation Issues and ong	0	\$0.00	\$0.00	\$0.00	\$0.00	8	\$520.00
3401	Data Migration	0	\$0.00	\$0.00	\$0.00	\$0.00	160	\$10,400.00
3500	Presidential Preference Primary	80.75	\$5,248.75	\$5,248.75	\$0.00	\$5,248.75	1.75	\$113.75
Sub Project Documentation & Training								
3201	How to correct historical data	0	\$0.00	\$0.00	\$0.00	\$0.00	8	\$520.00
3301	Printed manual	0	\$0.00	\$0.00	\$0.00	\$0.00	80	\$5,200.00
3302	On line help	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
3303	Context Sensitive help	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
Totals		2324.5	\$130,662.50	\$126,012.50	\$61,065.00	\$64,947.50	648	\$42,087.50

Project Campaign Finance

Sub Project								
4001	Analysis, Design & General Ta	681.75	\$36,051.75	\$34,651.75	\$8,693.00	\$25,958.75	0	\$0.00
4201	Return Contribution Verificatio	50	\$2,900.00	\$2,900.00	\$2,900.00	\$0.00	20	\$1,300.00
4202	Incurred Obligation Tracking	40	\$2,320.00	\$2,320.00	\$2,320.00	\$0.00	80	\$5,200.00
4203	EB2 Detail Summary	52	\$3,016.00	\$3,016.00	\$3,016.00	\$0.00	20	\$1,300.00
4204	EB2 reports	27	\$1,566.00	\$1,566.00	\$1,566.00	\$0.00	40	\$2,600.00
4205	EB2-JF Form. Supplemental Sc	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
4206	EB3 Special Report of Late Co	24	\$1,392.00	\$1,392.00	\$1,392.00	\$0.00	40	\$2,600.00
4207	EB7 Report of Independent Dis	24	\$1,392.00	\$1,392.00	\$1,392.00	\$0.00	80	\$5,200.00
4208	Transfer In/Out Crosscheck	0	\$0.00	\$0.00	\$0.00	\$0.00	80	\$5,200.00
4211	EB24 and EB24 supplemental	32	\$1,856.00	\$1,856.00	\$1,856.00	\$0.00	16	\$1,040.00
4212	EB10 Conduit Financial Repor	24	\$1,392.00	\$1,392.00	\$1,392.00	\$0.00	40	\$2,600.00

State of Wisconsin
 Elections Board
 SWEBIS and WEB Filer Project

Project Financial Report

Task ID	Description	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
4213	EB25 Report on use of grant	0	\$0.00	\$0.00	\$0.00	\$0.00	50	\$3,250.00
4214	Audit Findings	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
4215	Year To Date Report	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
4216	Campaign To Date Report	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
4230	EB12 Corporation Financial re	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
4240	EB4 Special Report of Late Co	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
4301	Continuing Campaign Issues -	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
4400	Web Filer Interface	0	\$0.00	\$0.00	\$0.00	\$0.00	200	\$13,000.00
4501	Employers forms	554.5	\$24,952.50	\$24,952.50	\$0.00	\$24,952.50	20	\$1,300.00
4502	Individuals forms	324	\$14,585.00	\$14,585.00	\$0.00	\$14,585.00	76.5	\$4,972.50
4503	Interest category forms	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
4504	Unregistered Committees form	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
4800	Implementation Issues and ong	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
4801	Unit testing	0	\$0.00	\$0.00	\$0.00	\$0.00	160	\$10,400.00
4802	System testing	0	\$0.00	\$0.00	\$0.00	\$0.00	160	\$10,400.00
4803	Conversion of historical data	0	\$0.00	\$0.00	\$0.00	\$0.00	120	\$7,800.00
4804	Prepare databases for live data	0	\$0.00	\$0.00	\$0.00	\$0.00	32	\$2,080.00
4805	Install application on all machi	0	\$0.00	\$0.00	\$0.00	\$0.00	8	\$520.00
Sub Project Documentation & Training								
4850	Training	0	\$0.00	\$0.00	\$0.00	\$0.00	80	\$5,200.00
4900	Documentation	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
4901	Printed manual	0	\$0.00	\$0.00	\$0.00	\$0.00	80	\$5,200.00
4902	On line help	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
4903	Contact sensitive help	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
Sub Project Forfeiture Report								
4700	Forfeiture Report	0	\$0.00	\$0.00	\$0.00	\$0.00	120	\$7,800.00
Sub Project Loans Report								
4600	Loans Report	0	\$0.00	\$0.00	\$0.00	\$0.00	120	\$7,800.00
4601	Loans Report - analysis and de	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
4602	Loans Report - coding and testi	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
4603	Loans Report - documentation	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
4604	Loans Report - implementation	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
Sub Project Recall and Recount Report								
4650	Recall and Recount Report	0	\$0.00	\$0.00	\$0.00	\$0.00	120	\$7,800.00
Sub Project Schedules								
4101	Schedule 1A	245	\$14,813.00	\$14,813.00	\$6,148.00	\$8,665.00	320	\$20,800.00
4102	1A - Individuals	48	\$2,784.00	\$2,784.00	\$2,784.00	\$0.00	0	\$0.00
4103	1A - Employers	48	\$2,784.00	\$2,784.00	\$2,784.00	\$0.00	0	\$0.00
4104	Schedule 1B	48	\$2,784.00	\$2,784.00	\$2,784.00	\$0.00	50	\$3,250.00
4105	Schedule 1C	41	\$2,378.00	\$2,378.00	\$2,378.00	\$0.00	160	\$10,400.00
4106	Schedule 2A	40	\$2,320.00	\$2,320.00	\$2,320.00	\$0.00	160	\$10,400.00
4107	Schedule 2B	40	\$2,320.00	\$2,320.00	\$2,320.00	\$0.00	50	\$3,250.00
4108	Schedule 3A	90	\$5,220.00	\$5,220.00	\$5,220.00	\$0.00	120	\$7,800.00
4109	Schedule 3B	0	\$0.00	\$0.00	\$0.00	\$0.00	120	\$7,800.00

State of Wisconsin
Elections Board
SWEBIS and WEB Filer Project

Project Financial Report

Task ID	Description	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
4110	Schedule 3C	0	\$0.00	\$0.00	\$0.00	\$0.00	50	\$3,250.00
4111	Schedule 3D	0	\$0.00	\$0.00	\$0.00	\$0.00	50	\$3,250.00
4112	Schedule 3E	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
4113	Schedule 3F	0	\$0.00	\$0.00	\$0.00	\$0.00	20	\$1,300.00
Sub Project WECF Report								
4750	WECF Report	0	\$0.00	\$0.00	\$0.00	\$0.00	200	\$13,000.00
Totals		2433.25	\$126,826.25	\$125,426.25	\$51,265.00	\$74,161.25	3.443	\$223,762.50

Project Electronic Filing Data Transfer

Sub Project	Description	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
5020	Data transfer Utilities	0	\$0.00	\$0.00	\$0.00	\$0.00	200	\$13,000.00
Totals		0	\$0.00	\$0.00	\$0.00	\$0.00	200	\$13,000.00

Project WEBfiler

Sub Project	Description	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
6010	Analysis, Design & General Ta	739	\$42,206.00	\$42,206.00	\$42,206.00	\$0.00	0	\$0.00
6020	Database Schema	76	\$4,408.00	\$4,408.00	\$4,408.00	\$0.00	0	\$0.00
6030	Power Objects Issues	276.25	\$15,496.25	\$15,496.25	\$1,160.00	\$14,336.25	22.5	\$1,462.50
6401	Application menu	24	\$1,392.00	\$1,392.00	\$1,392.00	\$0.00	0	\$0.00
6403	Application testing	8.75	\$568.75	\$568.75	\$0.00	\$568.75	92	\$5,980.00
6404	Prepare installation disks	12.5	\$752.50	\$752.50	\$0.00	\$752.50	39.5	\$2,567.50
6410	Backup & Restore	2	\$130.00	\$130.00	\$0.00	\$130.00	0	\$0.00
6411	Import/Export	9	\$585.00	\$585.00	\$0.00	\$585.00	0	\$0.00
6450	Migration of application to Ma	0	\$0.00	\$0.00	\$0.00	\$0.00	250	\$16,250.00
6500	Implementation Issues and ong	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
6900	WEBfiler project knowledge tr	302	\$13,590.00	\$0.00	\$0.00	\$0.00	0	\$0.00
Sub Project Documentation & Training								
6600	Training	2	\$130.00	\$130.00	\$0.00	\$130.00	40	\$2,600.00
6700	Documentation	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
6701	Printed manual	115.43	\$6,932.45	\$2,205.45	\$0.00	\$2,205.45	46.07	\$2,994.55
6702	On line help	0	\$0.00	\$0.00	\$0.00	\$0.00	40	\$2,600.00
6703	Procedural Documents	0	\$0.00	\$0.00	\$0.00	\$0.00	60	\$3,900.00
Sub Project Filing								
6200	W.Electronic filing generation	0	\$0.00	\$0.00	\$0.00	\$0.00	0	\$0.00
6201	Flat file generation	214	\$12,685.00	\$12,685.00	\$10,150.00	\$2,535.00	60	\$3,900.00
6202	Late Contribution filing	9	\$585.00	\$585.00	\$0.00	\$585.00	20	\$1,300.00
6203	Registrant Data Upload/Downl	473.25	\$26,610.75	\$26,610.75	\$11,252.00	\$15,358.75	0	\$0.00
Sub Project Financial Transactions								
6107	Monetary Contributions	243.5	\$14,447.50	\$13,927.50	\$7,650.00	\$6,277.50	0	\$0.00
6108	In-Kind Contributions	200.5	\$11,922.50	\$11,402.50	\$5,910.00	\$5,492.50	0	\$0.00
6109	Other Receipts	206.5	\$12,312.50	\$11,792.50	\$5,910.00	\$5,882.50	0	\$0.00

State of Wisconsin
Elections Board
SWEBIS and WEB Filer Project

Project Financial Report

Task ID	Description	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
6111	Expenditures	310	\$18,970.00	\$15,850.00	\$6,490.00	\$9,360.00	0	\$0.00
6112	Incurred Obligations	210	\$12,470.00	\$11,950.00	\$6,490.00	\$5,460.00	0	\$0.00
6301	Recall	14.5	\$942.50	\$942.50	\$0.00	\$942.50	0	\$0.00
6302	Recount	17.5	\$1,137.50	\$1,137.50	\$0.00	\$1,137.50	0	\$0.00
6303	Independent	32	\$2,470.00	\$2,470.00	\$0.00	\$2,470.00	0	\$0.00
6304	Referenda	22.5	\$1,917.50	\$1,917.50	\$0.00	\$1,917.50	0	\$0.00
6550	Expenditure Details	41	\$2,665.00	\$2,665.00	\$0.00	\$2,665.00	0	\$0.00

Sub Project Reports

6115	Diagnostic Report	0	\$0.00	\$0.00	\$0.00	\$0.00	4	\$260.00
6116	Trial balance Report	0	\$0.00	\$0.00	\$0.00	\$0.00	4	\$260.00
6117	Balance Sheet Report	0	\$0.00	\$0.00	\$0.00	\$0.00	4	\$260.00
6118	Contributions/Expenditures	0	\$0.00	\$0.00	\$0.00	\$0.00	4	\$260.00
6119	Names Reports & Labels	18	\$1,044.00	\$1,044.00	\$1,044.00	\$0.00	4	\$260.00
6120	Disclosure Reports	1288.5	\$74,250.50	\$70,090.50	\$23,298.00	\$46,792.50	8	\$520.00
6123	EB24 WECF	16	\$1,040.00	\$1,040.00	\$0.00	\$1,040.00	0	\$0.00
6124	EB25	7.45	\$484.25	\$484.25	\$0.00	\$484.25	0	\$0.00
6130	WECF Supplemental	19.5	\$1,267.50	\$1,267.50	\$0.00	\$1,267.50	0	\$0.00
6140	EB7 Independent Expenditures	18	\$1,170.00	\$1,170.00	\$0.00	\$1,170.00	0	\$0.00
6150	Pre Audit report	143.13	\$9,303.45	\$9,303.45	\$0.00	\$9,303.45	73.15	\$4,754.75
6160	EB2 Un-itemized Contribution	28.5	\$1,852.50	\$1,852.50	\$0.00	\$1,852.50	0	\$0.00

Sub Project Screens

6101	Committee Info	50.75	\$2,948.75	\$2,948.75	\$2,900.00	\$48.75	0	\$0.00
6102	Accounts	20.25	\$1,176.25	\$1,176.25	\$1,160.00	\$16.25	0	\$0.00
6103	Events	22	\$1,290.00	\$1,290.00	\$1,160.00	\$130.00	0	\$0.00
6104	Individuals	41	\$2,525.00	\$2,525.00	\$1,160.00	\$1,365.00	0	\$0.00
6105	Registrants	20	\$1,160.00	\$1,160.00	\$1,160.00	\$0.00	0	\$0.00
6106	Vendors	21	\$1,225.00	\$1,225.00	\$1,160.00	\$65.00	0	\$0.00
6110	Make a deposit	212	\$12,600.00	\$12,080.00	\$6,490.00	\$5,590.00	0	\$0.00
6113	Account Reconciliation	222	\$13,180.00	\$12,660.00	\$7,070.00	\$5,590.00	0	\$0.00
6121	Referenda	7	\$455.00	\$455.00	\$0.00	\$455.00	0	\$0.00
6122	Voluntary Oath	6	\$390.00	\$390.00	\$0.00	\$390.00	0	\$0.00
Totals		5722.26	\$332,688.90	\$303,971.90	\$149,620.00	\$154,351.90	811	\$52,729.30

Project General/Reporting

Sub Project

8000	Analysis	0	\$0.00	\$0.00	\$0.00	\$0.00	240	\$15,600.00
8100	Survey Data Entry and Reporti	20	\$1,160.00	\$1,160.00	\$1,160.00	\$0.00	80	\$5,200.00
8110	Correspondence Log	0	\$0.00	\$0.00	\$0.00	\$0.00	120	\$7,800.00
Totals		20	\$1,160.00	\$1,160.00	\$1,160.00	\$0.00	440	\$28,600.00

Project Web Site

Sub Project

State of Wisconsin
 Elections Board
 SWEBIS and WEB Filer Project

Project Financial Report

Task ID	Description	Hours	Value	Invoiced	Paid	Un Paid	Time Left	Cost Left
7010	Analysis, Design & General Ta	149.5	\$8,670.50	\$8,670.50	\$8,398.00	\$272.50	0	\$0.00
7101	Web application server issue	33	\$1,914.00	\$1,914.00	\$1,914.00	\$0.00	80	\$5,200.00
7200	Construction	29	\$1,682.00	\$1,682.00	\$1,682.00	\$0.00	680	\$44,200.00
7300	Swebis to website data transfer	0	\$0.00	\$0.00	\$0.00	\$0.00	240	\$15,600.00
Totals		211.5	\$12,266.50	\$12,266.50	\$11,994.00	\$272.50	1,000	\$65,000.00
Project Totals		12,831.43	\$720,973.70	\$677,921.70	\$352,340.00	325,582	7,594	\$493,591.80

July 6, 2000

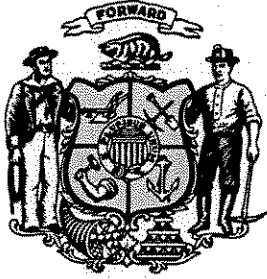
As representative for Enterprise Solutions (ESTG) I agree to the terms of the attached Contract Outline Draft for the State Elections Board.



B.J. Pfeiffer
President

State of Wisconsin \ Elections Board

VI



Randy Nash
Chairperson

P.O. Box 2973
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(608) 266-8005
FAX (608) 267-0500

Kevin J. Kennedy
Executive Director

June 20, 2000

The Honorable Brian Burke, Co-Chair
The Honorable John Gard, Co-Chair
Joint Legislative Committee on Finance
State Capitol
Madison, WI 53702

Dear Senator Burke and Representative Gard:

The State Elections Board requests the Joint Legislative Committee on Finance to approve this request for supplemental funding pursuant to Section 13.10 Wis. Stats.

Summary of Request

The Elections Board needs an estimated \$819,175 to complete the development of the software it uses to manage agency operations and the software for electronic filing of campaign finance information from registrants. The agency has set aside \$50,000 from this year's budget for this project.

The State Elections Board requests that the Joint Legislative Committee on Finance provide a one-time supplement to the agency's general program operations budget [s.20.510(1)(a)] in the amount of \$769,000 GPR. This funding will enable the agency to complete the conversion of its information technology system (SWEBIS) and the enhancement for electronic filing of campaign finance reports (WEBfiler).

Background

The 1997-99 Budget provided the Elections Board with \$168,400 in funding to convert its information technology system, SWEBIS, from an Ingres based application to an Oracle based application. This was required by a Department of Administration information technology initiative to upgrade state agencies. The Joint Finance Committee released an additional \$102,800 to implement an enhancement to SWEBIS that would enable registrants to file campaign finance reports electronically pursuant to 1997 Wisconsin Act 230. Both these amounts, which had been included in the Elections Board 1997-99 budget request, were based on estimates provided by the agency's contract programmer, Enterprise

Solutions Technology Group (ESTG). The Elections Board expected the project to be completed by December 1998.

In March 1999 the Elections Board requested additional funding to complete the project. At that time the contractor estimated the cost to complete the project at \$63,278. The Joint Finance Committee approved the use of \$56,200 in additional funds. The remaining costs, estimated at \$11,000, would be taken from FY 0 funds that the Board had budgeted for maintaining the SWEBIS and WEBfiler applications. The Elections Board spent \$12,184 this year on the project. ESTG assured the agency that the project would be completed by the end of July 1999.

The Elections Board did not request any funds for software development in the current budget because the project was supposed to be completed. ESTG has worked on the project for a large part of this fiscal year but has not completed the work. The contractor has incurred an estimated \$245,485 in development costs during this fiscal year. ESTG has not turned over any of the code or supporting documentation for its work because it has not been paid.

The agency has not paid ESTG because any additional funding would have to be provided by the legislature. In April of this year the contractor provided a written estimate stating that the cost of completing the project is \$819,175 including the \$245,485 for unpaid work on the project. The Elections Board has encountered reluctance from ESTG to provide reliable cost projections and a commitment on the amount of funding necessary to complete the work. These are the best figures available as of 5:30 pm today.

The original budget for the software development project was based on estimates prepared in 1996. These estimates were based on the developer's knowledge of our design needs and the software tools available for carrying out the project. There are several factors that have increased the costs of development. Some parts of the project have taken more time to develop than estimated. For example, it took more hours to develop parts of the election administration segment because the design for election wards and reporting units was more complex than envisioned. The design and development tools purchased by the agency to assist the developer with electronic filing software were not compatible with the database software because the company did not supply the most current release. This added significant time to the work of the contract programmer. Another factor that has added to the overall delay is that the campaign finance segment of SWEBIS has to fully integrate with the electronic filing enhancement. This can not be done until WEBfiler is completed.

The contractor has had difficulty keeping software development personnel on the project. Two key developers left the company. The first employee left without providing documentation of his work. That made it difficult for the contractor to bring in additional personnel and pick up where the lead developer left off.

The Elections Board staff has had difficulty managing the project. The staff resources are not sufficient to effectively monitor a project of this scope. The key agency personnel can not set aside other responsibilities to manage this project full time.

The Elections Board has had considerable difficulty holding the contractor accountable for the completion of the project. In September 1999 the Elections Board asked the contractor to provide a detailed estimate on the costs and time to complete the project so that we could request the necessary funding. This request was repeated in November 1999. A detailed written proposal was not provided until April 2000.

In November 1999 the Elections Board asked for assistance from the Department of Administration to review the status of the project. Their conclusion was that more staff resources should be devoted to managing the project. DOA recommended that the Elections Board work with ESTG to develop performance benchmarks for the project or consider halting the project and soliciting proposals to begin the project from scratch. Because the Elections Board has already invested \$396,374 in the project the agency wants to complete the project with ESTG.

Justification

An emergency exists because the Elections Board needs to complete the conversion of SWEBIS to carry out its basic administrative operations. The Elections Board must also complete the electronic filing software application so that registrants can file campaign finance information electronically.

The Elections Board is required by law to provide software to registrants with campaign activity of \$20,000 or more for electronic filing. S. 11.21 (16) Stats. The electronic filing software (WEBfiler) is not done and the database application (SWEBIS) in which the campaign finance information would be placed is not complete.

The Board is currently using two applications to carry out its administrative functions. The original application is ten years old and is operating on a server that is not supported by DOA. The new application is not complete. The Elections Board has no choice but to get the project completed. This requires more money.

There are not sufficient funds available in the agency budget to pay the development costs.

The legislature has authorized the purposes for which the funding would be used. The database conversion and electronic filing were funded by decision items in the 1997-99 agency budget and 1997 Wisconsin Act 230.

Request

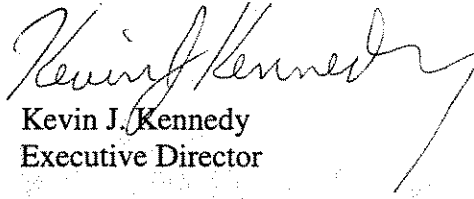
The Elections Board estimates that it needs \$769,000 in additional funding to complete the project and requests the following action to address our problem:

1. Authorize \$769,000 in GPR funding to complete the software development project.
2. Direct the Department of Administration to oversee the completion of the project including the release of the funds.

Because ESTG has not signed a contract fixing the costs for completing the project there may be a difference in the amount needed to finish the project from the amounts set out in this request. I am working to get a commitment from ESTG before the Committee considers this request.

I will represent the Elections Board at the meeting of the Joint Finance Committee that reviews this request. Thank you for your consideration of this request.

State Elections Board



Kevin J. Kennedy
Executive Director