

State of Misconsin 2015 - 2016 **LEGISLATURE**



DOA:.....Stinebrink, BB0141 - Establish an Office of Government Continuity

FOR 2015-2017 BUDGET -- NOT READY FOR INTRODUCTION

1

AN ACT ...; relating to: the budget.

Analysis by the Legislative Reference Bureau **MILITARY AFFAIRS**

EMERGENCY MANAGEMENT

Under current law, DMA administers Wisconsin's emergency management system through its Division of Emergency Management, commonly referred to as "Wisconsin Emergency Management" (WEM). The purpose of the system is to prepare the state and its subdivisions and American Indian tribes to plan for, respond to, recover from, and mitigate emergencies resulting from enemy action and natural or human-caused disasters. WEM is headed by an administrator appointed by the governor. Also, under current law, the Wisconsin Constitution requires the legislature to take measures to ensure the continuity of government operations during certain disasters resulting from enemy action.

This bill requires DOA to consult with the administrator of WEM to establish and administer a program to ensure the continuity of government operations during Under that program, DOA must establish and administer the implementation of a plan for the continuity of government operations during a disaster for each agency or other body in the executive branch of state government. The bill authorizes DOA to delegate the responsibility to establish and implement a continuity of government operations plan to any agency with respect to that agency's plan.

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For further information see the **state** fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 16.20 of the statutes is created to read:

16.20 Continuity of government operations. (1) Definitions. In this section:

- (a) "Disaster" has the meaning given in s. 323.02 (6).
- (b) "State agency" means any office, commission, board, department, or independent agency in the executive branch of state government.
- (2) CONTINUITY OF GOVERNMENT OPERATIONS DURING A DISASTER. (a) In consultation with the administrator of the division of emergency management, the department shall establish and administer a program to ensure the continuity of state government operations during a disaster.
- (b) Except as provided in sub. (3), under the program established under par. (a), the department shall establish, and periodically update, for each state agency a plan for the continuity of government operations in that state agency during a disaster. The department shall administer each state agency's implementation of the plan established under this paragraph.
- (c) The department shall promulgate rules necessary to implement this subsection.
- (3) Delegation to state agency the department's authority under sub. (2) (b) with respect to that state agency.

| | (4) Assessments to state agencies. The department shall annually assess to |
|---|-------------------------------------------------------------------------------------|
| | each state agency an amount equal to that state agency's proportionate share of the |
| | department's annual costs incurred under this section in accordance with a method |
| > | of apportionment determined by the department. |

SECTION 2. 20.505 (1) (ki) of the statutes is created to read:

20.505 (1) (ki) Continuity of government operations program. The amounts in the schedule to establish and administer the continuity of government operations program under s. 16.20. All moneys received from assessments under s. 16.20 (4) shall be credited to this appropriation account.

****Note: This Section involves a change in an appropriation that must be reflected in the revised schedule in s. 20.005, stats.

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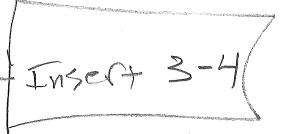
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(END)



2015–2016 DRAFTING INSERT FROM THE LEGISLATIVE REFERENCE BUREAU

INSERT 3-4

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SECTION 1. 20.505 (1) (ka) of the statutes is amended to read:

20.505 (1) (ka) Materials and services to state agencies and certain districts. The amounts in the schedule to provide services primarily to state agencies or local professional baseball park districts created under subch. III of ch. 229, other than services specified in pars. (im), (is), and (kb) to (ku) and subs. (2) (k) and (5) (ka), to repurchase inventory items sold primarily to state agencies or such districts, to pay expenses of committees created by law or executive order, to pay this state's contribution to the advisory commission on intergovernmental relations, and to pay state membership dues, travel expenses, and miscellaneous expenses for state participation in the Council of State Governments, the Education Commission of the States under s. 39.76, the Council of Great Lakes Governors, the Great Lakes Commission, and such other national or regional interstate governmental bodies as the governor determines, establish and administer the continuity of government operations program under s. 16.20. All moneys received from the provision of services primarily to state agencies and such districts and, from the sale of inventory items primarily to state agencies and such districts, and all moneys received from assessments under s. 16.20 (4), other than moneys received and disbursed under pars. (im), (is), and (kb) to (ku) and subs. (2) (k) and (5) (ka), shall be credited to this appropriation account.

History: 1971 c. 108, 125, 215; 1971 c. 270 s. 104; 1973 c. 90 and supp., 157, 305; 1975 c. 39 ss. 179 to 184f, 735 (5); 1975 Ex. Order No. 24; 1975 c. 224, 397; 1977 c. 29; 1977 c. 196 ss. 70, 131; 1977 c. 377 s. 30; 1977 c. 418 s. 929 (1), (55); 1979 c. 32 s. 92 (5); 1979 c. 34, 175, 221; 1979 c. 355 s. 241; 1979 c. 361; 1981 c. 20 ss. 400b to 421, 2202 (57) (b); 1981 c. 44 s. 3; 1981 c. 62, 121; 1981 c. 20 s. 23; 1981 c. 314, 374, 391; 1983 a. 27 ss. 439 to 456, 2202 (1); 1983 a. 36, 187, 282, 371, 393; 1985 a. 29, 31, 57, 120, 296, 297, 332; 1987 a. 27 ss. 296n, 296q, 297b, 297d, 299a to 299r, 300a, 301a, 418 to 432; 1987 a. 142, 147, 342, 399; 1989 a. 31, 56, 107, 122, 336, 339, 345; 366; 1993 a. 39 s. 469, 593q to 614; 1991 a. 105, 269, 315; 1993 a. 16 ss. 470g, 470m, 470r, 488 to 506m; 1993 a. 33, 75, 193, 349, 358, 374, 414, 437, 477, 491; 1995 a. 27, 56, 201, 216, 225, 227, 370, 403; 1997 a. 27 ss. 199, 227 to 229m, 233, 666g to 692, 9456 (3m); 1997 a. 237, 283; 1999 a. 5; 1999 a. 9 ss. 508 to 587d, 9401 (2xt), (2xt); 1999 a. 24, 52, 105, 113, 148, 185; 2001 a. 16 ss. 684d, 685d, 800 to 905; 2001 a. 104 ss. 21, 141; 2001 a. 109; 2003 a. 33 ss. 364d, 365d, 369d, 370d, 374d, 376d, 376d, 380d to 384d, 567 to 615f, 639, 640, 642d to 644, 2811 to 2813; 2003 a. 48 ss. 10, 11; 2003 a. 84; 2003 a. 139 ss. 9 to 12; 2003 a. 206 s. 23; 2003 a. 326; 2005 a. 25 ss. 389 to 429m, 2493, 2494, 2495, 9401, 9409; 2005 a. 60, 124, 141, 142, 253, 344, 414, 433; 2007 a. 20 ss. 323, 326, 516e to 542g, 9121 (6) (a); 2007 a. 226; 2009 a. 11, 28, 302) 318; 2011 a. 29, 32 ss. 406, 421m, 435m to 446m, 716m to 747c, 755, 759 to 766; 2011 a. 166, 260; 2013 a. 20 ss. 215, 216, 379m, 413s to 461; 2013 a. 41, 115, 165, 166, 173.

1 END INSERT 3-4

Gallagher, Michael

From:

Stinebrink, Cory R - DOA < Cory. Stinebrink@wisconsin.gov>

Sent:

Friday, January 09, 2015 2:01 PM

To: Subject: Gallagher, Michael BB0141 (LRB-0394/P2)

Michael-

I need a small change to this draft. The Office of Government Continuity would have its staff and operations funded out of the existing s. 20.505(1)(ka) rather than creating a new appropriation. Let me know if you have any further questions.

Thanks, Cory

Cory Stinebrink Executive Policy and Budget Analyst State Budget Office (608)266-0239

Gallagher, Michael

From:

Stinebrink, Cory R - DOA < Cory. Stinebrink@wisconsin.gov>

Sent:

Monday, January 19, 2015 2:10 PM

To:

Gallagher, Michael

Subject:

RE: BB0141 (LRB-0394/P2)

Michael-

A few other things:

COOR SCARTO 1. In Section 1, in the language created as 16.20(2)(b), would we be able to adjust that language to allow for DOA to work in cooperation with agencies on their continuity of government operations?

2. In Section 1, we wouldn't want the language created as 16.20(2)(c) that allows the promulgation of rules.

3. Is it possible to have this office created as an entity under s. 15.103, similar to the division of legal services, for instance. But as an "office" rather than a division. TO YPS,

4. This is more a question that could direct further drafting. But, most of this draft discusses Continuity of Government (COG). The office would also work with agencies regarding Continuity of Operations plans (COOP). Does this draft cover all COOP and COG items? Or, does the COOP part of that need to be separately discussed?

Corv

From: Gallagher, Michael [mailto:Michael.Gallagher@legis.wisconsin.gov]

Sent: Friday, January 09, 2015 2:02 PM

To: Stinebrink, Cory R - DOA

Subject: RE: BB0141 (LRB-0394/P2)

Will do.

Michael Gallagher Legislative Attorney Wisconsin Legislative Reference Bureau (608) 267-7511

From: Stinebrink, Cory R - DOA [mailto:Cory.Stinebrink@wisconsin.gov]

Sent: Friday, January 09, 2015 2:01 PM

To: Gallagher, Michael

Subject: BB0141 (LRB-0394/P2)

Michael-

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Thanks, Cory

Cory Stinebrink

Executive Policy and Budget Analyst State Budget Office (608) 266-0239

Gallagher, Michael

From:

Stinebrink, Cory R - DOA < Cory. Stinebrink@wisconsin.gov>

Sent:

Tuesday, November 11, 2014 12:56 PM

To:

Gallagher, Michael

Subject:

RE: Statutory Language Drafting Request - BB0141

Attachments:

COOP COG.docx

Mike-

I haven't had a chance to review the most recent on the Office of Government Continuity. But, I did want to share with you the responses on the questions you asked and I just now received a response on. Attached is a response from DOA on the first question. On the 2nd question, relating to Rule 202.24 in Adminstrative Code, the department says it can be disregarded as it was added by mistake. Not sure if that will change anything in how it is drafted or not.

Cory

From: Gallagher, Michael [mailto:Michael.Gallagher@legis.wisconsin.gov]

Sent: Monday, October 13, 2014 10:04 AM

To: Stinebrink, Cory R - DOA

Subject: FW: Statutory Language Drafting Request - BB0141

Cory: This budget draft is my responsibility. I have a couple of initial questions regarding the legal citations in the attached document.

Under item 1, the document cites "Sections 16 and 34" of the Wisconsin Constitution. The reference to Section 34 appears to be Article IV, Section 34, "continuity of civil government." I haven't determined which Article of the constitution is being referenced for "Section 16." Can you help me out with that? A key word search didn't turn up anything.

Also, the document cites "Rule 202.24" in the Wisconsin Administrative Code. Can you tell me the part of the administrative code in which that rule appears? It is not DOA (ADM) or DMA, which does not appear to have any rules. Again, a key word search did not turn up anything. If you provide the text of the rule, that would work too.

Thanks.

Mike

Michael P. Gallagher

Legislative Attorney
Wisconsin Legislative Reference Bureau
1 East Main Street, Suite 200
P.O. Box 2037
Madison, WI 53701-2037
(608) 267-7511
michael.gallagher@legis.wisconsin.gov

From: Cory.Stinebrink@Wisconsin.gov [mailto:Cory.Stinebrink@Wisconsin.gov]

Sent: Tuesday, October 07, 2014 12:01 PM

To: Hanaman, Cathlene

Cc: Kraus, Jennifer - DOA; Stinebrink, Cory R - DOA; Connor, Christopher B - DOA

Subject: Statutory Language Drafting Request - BB0141

Biennial Budget: 2015-17

Topic: Establish an Office of Government Continuity

Tracking Code: BB0141

SBO Team: GGCF

SBO Analyst: Stinebrink, Cory R - DOA

Phone: (608) 266-0239

E-mail: Cory.Stinebrink@Wisconsin.gov

Agency Acronym: DOA

Agency Number: 505

Priority: High

Intent:

For the Department of Administration to develop a centralized Continuity of Operations (COOP) and Continuation of Government (COG) to ensure full enterprise preparedness in the event of an emergency.

The Office would: Establish rules and procedures that govern the COG program and agency COOP plans; Delegate to special designated agents the authority to develop and implement COOP plans at agencies that provide highest level mission essential services; and Oversee the development of exercising of COOP plans at agencies with lower level mission essential services.

Copy of the request is attached.

Attachments: True

Please send completed drafts to SBOStatlanguage@webapps.wi.gov

Under item 1, the document cites "Sections 16 and 34" of the Wisconsin Constitution. The reference to Section 34 appears to be Article IV, Section 34, and "continuity of civil government." I haven't determined which Article of the constitution is being referenced for "Section 16." Can you help me out with that? A key word search didn't turn up anything.

The reference to Section 16 and 34 should read:

Article IV, Section 34, "continuity of civil government." and Chapter 16 (see below)

- a. WI Stat. Ch. 16, 16.001
 - i. (1). Purposes. The purposes of this chapter are to conserve the state's resources by coordinating management services and providing effective aid to agencies of the state government; to present clearly defined alternatives and objectives of state programs and policies so that the state's agencies, the governor and the legislature may plan cooperatively and finance the services which the state will provide for its citizens; to help the state's agencies furnish the agreed upon services as efficiently and effectively as possible, avoiding any duplication of effort or waste of money; to assure the legislature and the governor that the services are being provided to the public at the agreed upon quantity, quality and cost; and to anticipate and resolve administrative and financial problems faced by the agencies, governor and legislature of the state.
 - ii. (2), Liberal construction of statutes. <u>Statutes applicable to the department of administration shall be construed liberally in aid of the purposes declared in sub. (1)</u>.
- b. WI Stat. Ch. 16, 16.003
 - i. (1). Purpose. The department shall carry out the purposes of this chapter by improving the techniques used for such management specialties, not limited by enumeration, as budgeting, accounting, engineering, purchasing, records management and fleet management; by coordinating and providing services which are used by more than one agency, and by reviewing agencies' programs and management to identify problems and suggest improvements.
- c. WI Stat. Ch. 16, 16.004
 - (5). Agencies and employees to cooperate. <u>All state agencies and authorities</u> created under subch. Il of ch. 114 and under chs. 231, 233, 234, 237, 238, and 279, and their officers and employees, shall cooperate with the secretary and shall comply with every request of the secretary relating to his or her functions.
 - 1. NOTE: Sub. (5) is shown as amended eff. 1-1-15 by 2013 Wis. Act 20. Prior to 1-1-15 it reads: (5) Agencies and employees to cooperate. All state agencies and authorities created under subch. II of ch. 114 and subch. III of ch. 149 and under chs. 231, 233, 234, 237, 238, and 279, and their officers and employees, shall cooperate with the secretary and shall comply with every request of the secretary relating to his or her functions.
 - ii. (6). Management audits. <u>The secretary shall periodically make management</u> audits of agencies, utilizing teams of specialists in the fields of purchasing,

- personnel, accounting, budgeting, space utilization, forms design and control, records management, and any other specialties necessary to effectively appraise all management practices, operating procedures and organizational structures.
- iii. (17). Business intelligence and data warehousing system. The department may implement an enterprise-wide reporting, data warehousing, and data analysis system applicable to every agency, as defined in s. 16.70 (1e), other than the legislative and judicial branches of state government.

State of Misconsin 2015 - 2016 LEGISLATURE



DOA:.....Stinebrink, BB0141 - Establish an Office of Government Continuity

FOR 2015-2017 BUDGET -- NOT READY FOR INTRODUCTION

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AN ACT ...; relating to: the budget.

Analysis by the Legislative Reference Bureau MILITARY AFFAIRS

EMERGENCY MANAGEMENT

Under current law, DMA administers Wisconsin's emergency management system through its Division of Emergency Management, commonly referred to as "Wisconsin Emergency Management" (WEM). The purpose of the system is to prepare the state and its subdivisions and American Indian tribes to plan for, respond to, recover from, and mitigate emergencies resulting from enemy action and natural or human-caused disasters. WEM is headed by an administrator appointed by the governor. Also, under current law, the Wisconsin Constitution requires the legislature to take measures to ensure the continuity of government operations during certain disasters resulting from enemy action.

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(c) The department shall promulgate rules necessary to implement this

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(4) Assessments to state agencies. The department shall annually assess to each state agency an amount equal to that state agency's proportionate share of the department's annual costs incurred under this section in accordance with a method of apportionment determined by the department.

Section 2. 20.505 (1) (ka) of the statutes is amended to read:

20.505 (1) (ka) Materials and services to state agencies and certain districts. The amounts in the schedule to provide services primarily to state agencies or local professional baseball park districts created under subch. III of ch. 229, other than services specified in pars. (im), (is), and (kb) to (ku) and subs. (2) (k) and (5) (ka) to repurchase inventory items sold primarily to state agencies or such districts, to pay expenses of committees created by law or executive order, to pay this state's contribution to the advisory commission on intergovernmental relations and to pay state membership dues, travel expenses, and miscellaneous expenses for state participation in the Council of State Governments, the Education Commission of the States under s. 39.76, the Council of Great Lakes Governors, the Great Lakes Commission, and such other national or regional interstate governmental bodies as establish and administer the continuity of government operations program under s. 16.20. All moneys received from the provision of services primarily to state agencies and such districts and, from the sale of inventory items primarily to state agencies and such districts, and all moneys received from assessments under s. 16.20 (4), other than moneys received and disbursed under pars. (im), (is), and (kb) to (ku) and subs. (2) (k) and (5) (ka), shall be credited to this

2015–2016 DRAFTING INSERT FROM THE LEGISLATIVE REFERENCE BUREAU

| 1 | | INSERT 2-1 (34) |
|---------------------------------------------|-------|-----------------------------------------------------------------------------------|
| $\left(\begin{array}{c}2\end{array}\right)$ | : | SECTION 1. 15.105 (32) of the statutes is created to read: |
| 3 | | 15.105 (34) Office of continuity of government. There is created in the |
| 4 | depa | artment of administration an office of continuity of government. |
| 5 | | END INSERT 2–1 |
| 6 | | INSERT 2-4 |
| 7 | | (b) "Office" means the office of continuity of government created under s. 15.105 |
| 8 | (34). | |
| 9 | | END INSERT 2-4 |



State of Misconsin 2015 - 2016 LEGISLATURE

LRB-0394/104) MPG:eev;jf

DOA:.....Stinebrink, BB0141 - Establish an Office of Government

FOR 2015-2017 BUDGET -- NOT READY FOR INTRODUCTION

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Continuity

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Under current law, DMA administers Wisconsin's emergency management system through its Division of Emergency Management, commonly referred to as "Wisconsin Emergency Management" (WEM). The purpose of the system is to prepare the state and its subdivisions and American Indian tribes to plan for, respond to, recover from, and mitigate emergencies resulting from enemy action and natural or human-caused disasters. WEM is headed by an administrator appointed by the governor. Also, under current law, the Wisconsin Constitution requires the legislature to take measures to ensure the continuity of government operations during certain disasters resulting from enemy action.

This bill creates an Office of Continuity of Government (office) in DOA. The bill requires the office to consult with the administrator of WEM to establish and administer a program to ensure the continuity of government operations during a disaster. Under that program, the office must establish and cooperate with each state agency and administer the implementation of a plan for the continuity of government operations during a disaster for each agency or other body in the executive branch of state government. The bill authorizes the office to delegate the

responsibility to establish and implement a continuity of government operations plan to any state agency with respect to that agency's plan.

For further information see the **state** fiscal estimate, which will be printed as an appendix to this bill.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

| 1 | Section 1. 15.105 (34) of the statutes is created to read: |
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| 2 | 15.105 (34) Office of continuity of government. There is created in the |
| 3 | department of administration an office of continuity of government. |
| 4 | SECTION 2. 16.20 of the statutes is created to read: |
| 5 | 16.20 Office of continuity of government. (1) Definitions. In this section |
| 6 | (a) "Disaster" has the meaning given in s. 323.02 (6). |
| 7 | (b) "Office" means the office of continuity of government created under s. 15.105 |
| 8 | (34). |
| 9 | (c) "State agency" means any office, commission, board, department, or |
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| 12 | consultation with the administrator of the division of emergency management, the |
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d-note

2015–2016 DRAFTING INSERT FROM THE LEGISLATIVE REFERENCE BUREAU

1 INSERT 4-2

****Note: This is reconciled s.20.505 (1) (ka). This Section has been affected by drafts with the following LRB numbers: -0385/5 and -0394/P4.

2 END INSERT 4-2

DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

LRB-0394/P5dn MPG:new:jf

This draft reconciles LRB-0385/5 and LRB-0394/P4. All of these drafts should continue to appear in the compiled bill.

Michael Gallagher Legislative Attorney (608) 267–7511 michael.gallagher@legis.wisconsin.gov

DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

LRB-0394/P5dn MPG:jld:jf

January 29, 2015

This draft reconciles LRB–0385/5 and LRB–0394/P4. All of these drafts should continue to appear in the compiled bill.

Michael Gallagher Legislative Attorney (608) 267–7511 michael.gallagher@legis.wisconsin.gov



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LRB-0394/P5 MPG:eev&jld:jf

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| 5 - | 16.20 Office of continuity of government. (1) Definitions. In this section: |
| 6 | (a) "Disaster" has the meaning given in s. 323.02 (6). |
| 7 | (b) "Office" means the office of continuity of government created under s. 15.105 |
| 8 | (34). |
| | |

- (c) "State agency" means any office, commission, board, department, or independent agency in the executive branch of state government.
- (2) CONTINUITY OF GOVERNMENT OPERATIONS DURING A DISASTER. (a) In consultation with the administrator of the division of emergency management, the office shall establish and administer a continuity of government program to ensure the continuity of state government operations during a disaster.
- (b) Except as provided in sub. (3), under the program established under par. (a), the office shall establish, and periodically update, for each state agency a continuity of operations plan for the continuity of government operations in that state agency during a disaster. The office shall cooperate with each state agency to administer that state agency's implementation of the plan established under this paragraph.

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- (3) DELEGATION TO STATE AGENCIES. The office may delegate to any state agency the office's authority under sub. (2) (b) with respect to that state agency.
- (4) Assessments to state agencies. The department shall annually assess to each state agency an amount equal to that state agency's proportionate share of the department's annual costs incurred under this section in accordance with a method of apportionment determined by the department.

SECTION 3. 20.505 (1) (ka) of the statutes is amended to read:

20.505 (1) (ka) Materials and services to state agencies and certain districts. The amounts in the schedule to provide services primarily to state agencies or local professional baseball park districts created under subch. III of ch. 229, other than services specified in pars. (im), (is), and (kb) to (ku) and subs. (2) (k) and (5) (ka) to repurchase inventory items sold primarily to state agencies or such districts: to pay expenses of committees created by law or executive order, to pay this state's contribution to the advisory commission on intergovernmental relations, and; to pay for the operation of the office of lean government to pay state membership dues, travel expenses, and miscellaneous expenses for state participation in the Council of State Governments, the Education Commission of the States under s. 39.76, the Council of Great Lakes Governors, the Great Lakes Commission, and such other national or regional interstate governmental bodies as the governor determines; and to pay for the services and operations of the office of continuity of government under s. 16.20. All moneys received from the provision of services primarily to state agencies and such districts and from the sale of inventory items primarily to state agencies and such districts, and all moneys received from assessments under s. 16.20 (4), other than moneys received and disbursed under pars. (im), (is), and (kb) to (ku) and subs. (2) (k) and (5) (ka), shall be credited to this appropriation account.

****Note: This is reconciled s. 20.505 (1) (ka). This Section has been affected by drafts with the following LRB numbers: -0385/5 and -0394/P4.

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(END)