HOUSE BILL No. 2416

By Committee on Federal and State Affairs

2-23

AN ACT concerning governmental response to certain emergencies; relating to the Kansas emergency management act; modifying the procedure for the declaration and extension of a state of disaster emergency; limiting powers granted to the governor during a state of disaster emergency; authorizing the legislative coordinating council and the legislature to take certain actions related to a state of disaster emergency; prohibiting the governor or the state board of education from closing private schools during a state of disaster emergency; amending K.S.A. 46-1202 and K.S.A. 2019 Supp. 48-925, as amended by section 4 of 2021 Senate Bill No. 14, and K.S.A. 2020 Supp. 48-924, as amended by section 2 of 2021 Senate Bill No. 14, and 48-925b and repealing the existing sections; also repealing K.S.A. 2019 Supp. 48-925, as amended by section 5 of 2021 Senate Bill No. 14.

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Be it enacted by the Legislature of the State of Kansas:

New Section 1. (a) During a state of disaster emergency declared under K.S.A. 48-924, and amendments thereto, when the governor determines it is necessary to issue an executive order to promote and secure the safety and protection of the civilian population of the state of Kansas that is not expressly authorized by K.S.A. 48-925(c)(1) through (10), and amendments thereto, the governor shall make specific application to the legislative coordinating council to seek approval to issue an executive order that is in conformity with the constitution and the bill of rights of the state of Kansas and the statutes of the state of Kansas. Such application shall state the reasons the executive order is necessary and provide the language of the proposed executive order.

(b) Not less than 24 hours prior to making application to the legislative coordinating council pursuant to subsection (a), the governor shall submit the proposed executive order to the attorney general. The attorney general shall review the proposed executive order and provide an opinion on the legality of such executive order to the governor and the legislative coordinating council within 24 hours of receipt of such executive order and prior to the meeting of the legislative coordinating council at which the governor will submit the application for approval of such executive order, unless the circumstances attendant upon the disaster prevent such review.

 (c) (1) Upon application of the governor pursuant to subsection (a), the chairperson of the legislative coordinating council shall call a meeting of the council to take place within 24 hours for the purpose of discussing the proposed executive order. At such meeting, the governor, or the governor's designee, shall appear before the council to provide information related to the proposed executive order. Upon an affirmative vote of five members of the council, the proposed executive order shall be approved for issuance by the governor.

- (2) If the council does not approve the proposed executive order, the council, upon an affirmative vote of five members of the council, may:
- (A) Amend the proposed executive order and submit such amended executive order to the governor, who shall decide whether to issue such amended executive order;
- (B) request the governor bring a new proposed executive order to the council for consideration within 24 hours; or
 - (C) deny the executive order and take no further action.
- (d) An executive order authorized by the legislative coordinating council and issued by the governor pursuant to this section:
- (1) Shall be null and void after the period of a state of disaster emergency declared under K.S.A. 48-924, and amendments thereto, has ended; and
- (2) may be revoked at any time by concurrent resolution of the legislature.
 - (e) An executive order issued pursuant to subsection (a) shall not:
- (1) Exercise a power granted in statute in a way that does not conform with the existing statutory requirements; or
 - (2) criminalize conduct that is not otherwise criminal.
- (f) Any party aggrieved by an executive order issued pursuant to this section may file an action in the district court of the county where such party resides or in the district court of Shawnee county, Kansas, within 30 days after the issuance of such executive order. Notwithstanding any order issued pursuant to K.S.A. 2020 Supp. 20-172(a), and amendments thereto, the court shall conduct a hearing within 72 hours after receipt of a petition in any such action. The court shall grant the request for relief unless the court finds such executive order is narrowly tailored to respond to the state of disaster emergency and uses the least restrictive means to achieve that purpose.
- (g) The governor shall not exercise a power conferred by K.S.A. 48-925(c), and amendments thereto, after the initial 15-day state of disaster emergency declared under K.S.A. 48-924, and amendments thereto, unless authorized to exercise such power by K.S.A. 48-924(f)(2), and amendments thereto, or this section.
 - (h) This section shall be a part of and supplemental to the Kansas

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New Sec. 2. (a) During a state of disaster emergency declared under K.S.A. 48-924, and amendments thereto, when the legislature is not in session or is adjourned during session for three or more days, the legislative coordinating council may extend such state of disaster emergency and authorize the governor to use the powers conferred by K.S.A. 48-925(c), and amendments thereto, as authorized by this section. Upon specific application by the governor pursuant to K.S.A. 48-924(b)(2) or 48-925(f)(2), and amendments thereto, the chairperson of the legislative coordinating council shall call a meeting of the legislative coordinating council to occur within 24 hours of receipt of such application. The governor shall not exercise the powers conferred by K.S.A. 48-925(c), and amendments thereto, without authorization pursuant to K.S.A. 48-925(f), and amendments thereto, when the legislature is in session or pursuant to this section when the legislature is not in session or is adjourned during session for three or more days.

- (b) At such council meeting, the governor, or the governor's designee, shall appear before the council to provide information related to the application to extend a state of disaster emergency pursuant to K.S.A. 48-924(b)(3), and amendments thereto, or the application to exercise the powers conferred by K.S.A. 48-925(c), and amendments thereto.
- (c) Upon an affirmative vote of five members of the council, the council may:
- (1) Extend the state of disaster emergency declared under K.S.A. 48-924, and amendments thereto, for a specified period of time as determined by the council: and
- (2) if such state of disaster emergency is extended, authorize the governor to continue exercising the powers granted in K.S.A. 48-925(c). and amendments thereto, during any period of the extension.
- (d) When making a determination as to whether to extend a state of disaster emergency and whether to authorize the governor to continue exercising the powers granted in K.S.A. 48-925(c), and amendments thereto, the council shall consider:
- (1) The size, scope, nature and likely duration of the disaster emergency;
 - (2) the risk to life and property posed by the disaster emergency;
 - the number of Kansans affected by the disaster emergency; (3)
- (4) the benefits and assistance made available to the state from the federal government by the disaster emergency declaration;
 - (5) the economic effects of such disaster emergency declaration;
- 41 (6) the type of governmental response necessary to respond to the 42 disaster emergency; 43
 - (7) the likelihood that the disaster emergency or its effects become

worse without direct governmental intervention;

- (8) whether executive orders are necessary to further the governmental response to the disaster emergency;
- (9) whether other means of governmental responses are more appropriate to respond to the disaster emergency; and
- (10) the type of executive orders proposed to be issued by the governor.
- (e) This section shall be a part of and supplemental to the Kansas emergency management act.
- Sec. 3. K.S.A. 46-1202 is hereby amended to read as follows: 46-1202. (a) The legislative coordinating council shall have general authority over all legislative services and such authority shall be exercised by such council as it shall determine, except as otherwise provided by chapter 46 of Kansas Statutes Annotated, and amendments thereto. The legislative coordinating council shall represent the legislature when the legislature is not in session. The legislative coordinating council shall have authority as to any matter provided by law.
- (b) The legislative coordinating council may adopt and amend rules applicable to its affairs or to the meetings and activities of special committees, standing committees or advisory committees, except that such rules shall not apply to standing committees meeting while the legislature is in session. When the legislature is not in session, the legislative coordinating council shall govern the mechanics and procedure of all legislative committee work and activities, except that of the interstate cooperation commission, legislative post-audit committee, state finance council and the ways and means of the senate and the committee on appropriations of the house of representatives when meeting under authority of K.S.A. 46-134a, and amendments thereto.
- (c) The legislative coordinating council shall meet as authorized by the Kansas emergency management act to discuss and approve extensions of a state of disaster emergency declared under K.S.A. 48-924, and amendments thereto, authorize the use of powers conferred by K.S.A. 48-925(c), and amendments thereto, and section 1, and amendments thereto, and review proposed executive orders as provided in section 2, and amendments thereto.
- (d) A majority vote of five members of the legislative coordinating council shall be required for any action of the council, except that action relating solely to one house of the legislature may be authorized by the unanimous vote of the members of the legislative coordinating council who are members of such house of the legislature.
- Sec. 4. K.S.A. 2020 Supp. 48-924, as amended by section 2 of 2021 Senate Bill No. 14, is hereby amended to read as follows: 48-924. (a) The governor *and the legislature* shall be responsible for meeting the dangers

to the state and people presented by disasters.

- (b) (1) Subject to the provisions of K.S.A. 2020 Supp. 48-924b, and amendments thereto,—The governor, upon finding that a disaster has occurred or that occurrence or the threat thereof is imminent, shall issue a proclamation declaring a state of disaster emergency.
- (2) In addition to or instead of the proclamation authorized by K.S.A. 47-611, and amendments thereto, the governor, upon a finding or when notified pursuant to K.S.A. 47-611, and amendments thereto, that a quarantine or other regulations are necessary to prevent the spread among domestic animals of any contagious or infectious disease, may issue a proclamation declaring a state of disaster emergency. In addition to or instead of any actions pursuant to the provisions of K.S.A. 2-2114, and amendments thereto, the governor, upon a finding or when notified pursuant to K.S.A. 2-2112 et seq., and amendments thereto, that a quarantine or other regulations are necessary to prevent the spread among plants, raw agricultural commodities, animal feed or processed food of any contagious or infectious disease, may issue a proclamation declaring a state of disaster emergency.
- (3)—The state of disaster emergency so declared shall continue until the governor finds that the threat or danger of disaster has passed, or the disaster has been dealt with to the extent that emergency conditions no longer exist. Upon making such findings the governor shall terminate the state of disaster emergency by proclamation, but except as provided in paragraph (4). No state of disaster emergency may continue for longer than 15 days unless ratified by concurrent resolution of the legislature, with the single exception that when the legislature is not in session or is adjourned during session for three or more days, upon specific application by the governor to the state finance council and an affirmative vote of a majority of the legislative members thereof legislative coordinating council, a state of disaster emergency may be extended once for a specified period not to exceed 30 days beyond such 15-day period periods as provided in section 2, and amendments thereto. A concurrent resolution ratifying a state of disaster emergency shall state the duration of the extension of such state of disaster emergency and shall state whether the governor is authorized to exercise the powers conferred upon the governor pursuant to K.S.A. 48-925, and amendments thereto.
- (4) If the state of disaster emergency is proclaimed pursuant to paragraph (2), the governor shall terminate the state of disaster emergency by proclamation within 15 days, unless ratified by concurrent resolution of the legislature, except that when the legislature is not in session and upon specific application by the governor to the state finance council and an affirmative vote of a majority of the legislative members thereof, a state of disaster emergency may be extended for a specified period not to exceed

 30 days. The state finance council may authorize additional extensions of the state of disaster emergency by a unanimous vote of the legislative members thereof for specified periods not to exceed 30 days each. Such state of disaster emergency shall be terminated on the 15th day of the next regular legislative session following the initial date of the state of disaster emergency unless ratified by concurrent resolution of the legislature.

- (5) The state of disaster emergency described in K.S.A. 2020 Supp. 48-924b, and amendments thereto, shall terminate on September 15, 2020, as provided in K.S.A. 2020 Supp. 48-924b, and amendments thereto, except that when the legislature is not in session or is adjourned during session for three or more days, and upon specific application by the governor to the state finance council and an affirmative vote of at least six of the legislative members of the council, this state of disaster emergency may be extended for specified periods not to exceed 30 days each. No such extension granted by the state finance council shall continue past March 31, 2021.
- (6)(3) At any time, the legislature by concurrent resolution may require the governor to terminate a state of disaster emergency. Upon such action by the legislature, the governor shall issue a proclamation terminating the state of disaster emergency.
- (7)(4) Any proclamation declaring or terminating a state of disaster emergency-which that is issued under this-subsection shall indicate the nature of the disaster, the area or areas of the state threatened or affected by the disaster and the conditions-which that have brought about, or-which that make possible the termination of, the state of disaster emergency. Each such proclamation shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless the circumstances attendant upon the disaster prevent the same, each such proclamation shall be filed promptly with the division of emergency management, the office of the secretary of state and each city clerk or county clerk, as the case may be, in the area or areas of the state to which such proclamation applies.
- (5) The governor shall not issue a subsequent proclamation declaring a state of disaster emergency for the same or similar disaster if the legislature did not ratify and continue the original state of disaster emergency pursuant to this section or the legislative coordinating council did not extend original the state of disaster emergency pursuant to section 2, and amendments thereto.
- (c) In the event of the absence of the governor from the state or the existence of any constitutional disability of the governor, an officer specified in K.S.A. 48-1204, and amendments thereto, in the order of succession provided by that section, may issue a proclamation declaring a state of disaster emergency in the manner provided in and subject to the

provisions of subsection—(a) (b). During a state of disaster emergency declared pursuant to this subsection, such officer may exercise the powers conferred upon the governor by K.S.A. 48-925, and amendments thereto. If a preceding officer in the order of succession becomes able and available, the authority of the officer exercising such powers shall terminate and such powers shall be conferred upon the preceding officer. Upon the return of the governor to the state or the removal of—any the constitutional disability of the governor, the authority of an officer to exercise the powers conferred by this section shall terminate immediately and the governor shall resume the full powers of the office. Any such state of disaster emergency and any actions taken by an officer under this subsection shall continue and shall have full force and effect as authorized by law unless modified or terminated by the governor in the manner prescribed by law.

- (d) A proclamation declaring a state of disaster emergency shall activate the disaster response and recovery aspects of the state disaster emergency plan and of any local and interjurisdictional disaster plans applicable to the political subdivisions or areas of the state and any political subdivisions thereof affected by the proclamation. Such proclamation shall—be constitute the authority necessary for the deployment and use of any forces to which the plan or plans apply and for use or distribution of any supplies, equipment, materials or facilities assembled, stockpiled or arranged to be made available pursuant to this act during a disaster.
- (e) The governor, when advised pursuant to K.S.A. 74-2608, and amendments thereto, that conditions indicative of drought exist, shall be is authorized to declare by proclamation that a state of drought exists. This declaration of a state of drought can be for specific areas or communities, can be statewide or for specific water sources and shall effect immediate implementation of drought contingency plans contained in state approved conservation plans, including those for state facilities.
- Sec. 5. K.S.A. 2019 Supp. 48-925, as amended by section 4 of 2021 Senate Bill No. 14, is hereby amended to read as follows: 48-925. (a) During any state of disaster emergency declared under K.S.A. 48-924, and amendments thereto, the governor shall be commander-in-chief of the organized and unorganized militia and of all other forces available for emergency duty. To the greatest extent practicable, the governor shall delegate or assign command authority by prior arrangement, embodied in appropriate executive orders or in rules and regulations of the adjutant general, but nothing herein shall restrict the authority of the governor to do so by *executive* orders issued at the time of a disaster.
- (b) Under the provisions of this act and for the implementation of this act, the governor may issue *executive* orders to exercise the powers

conferred by subsection (c) that have the force and effect of law during the period of a state of disaster emergency declared under K.S.A. 48-924(b), and amendments thereto, or as provided in K.S.A. 2020 Supp. 48-924b, and amendments thereto. Within 24 hours of the issuance of any such-order. The governor chairperson of the legislative coordinating council shall call a meeting of the state finance council to take place within 24 hours of the issuance of an executive order issued pursuant to this section for the purposes of reviewing such executive order. Such executive orders shall be null and void after the period of a state of disaster emergency has ended. Such executive orders may be revoked at any time by concurrent resolution of the legislature.

- (c) During a state of disaster emergency declared under K.S.A. 48-924, and amendments thereto, in addition to any other powers conferred upon the governor by law and subject to the provisions of subsection (d), (e) and, (f), (g) and (h) and sections 1 and 2, and amendments thereto, the governor may:
- (1) Suspend the provisions of any regulatory statute prescribing the procedures for conduct of state business, or the orders or rules and regulations of any state agency which implements such statute, if strict compliance with the provisions of such statute, order or rule and regulation would prevent, hinder or delay in any way necessary action in coping with the disaster, and an executive order exercising such power shall specify each statute, order or rule and regulation being suspended;
- (2) utilize all available resources of the state government and of each political subdivision as reasonably necessary to cope with the disaster;
- (3) transfer the supervision, personnel or functions of state departments and agencies or units thereof for the purpose of performing or facilitating emergency management activities;
- (4) subject to any applicable requirements for compensation under K.S.A. 48-933, and amendments thereto, commandeer or utilize any private property if the governor finds such action necessary to cope with the disaster;
- (5) direct and compel the evacuation of all or part of the population from any area of the state stricken or threatened by a disaster, if the governor deems this action necessary for the preservation of life or other disaster mitigation, response or recovery;
- (6) prescribe routes, modes of transportation and destinations in connection with such evacuation:
- (7) control ingress and egress of persons and animals to and from a disaster area, the movement of persons and animals within the area and the occupancy by persons and animals of premises therein;
- (8) suspend or limit the sale, dispensing or transportation of alcoholic beverages, explosives and combustibles;

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 (9) make provision for the availability and use of temporary emergency housing;

- (10) require and direct the cooperation and assistance of state and local governmental agencies and officials; and
- (11) perform and exercise such other functions, powers and duties—in conformity with the constitution and the bill of rights of the state of-Kansas and with the statutes of the state of Kansas, except any regulatory statute specifically suspended under the authority of subsection (e)(1), as are necessary to promote and secure the safety and protection of the-eivilian population as authorized by section 1, and amendments thereto.
- (d) The governor shall not have the power or authority to temporarily or permanently seize, or authorize seizure of, any ammunition or to suspend or limit the sale, dispensing or transportation of firearms or ammunition pursuant to subsection (c)(8) or any other executive authority.
- (e) Notwithstanding any provision of this section to the contrary and pursuant to the governor's state of disaster emergency proclamation issued on May 26, 2020, the governor shall not have the power or authority to restrict businesses from operating or to restrict the movement or gathering of individuals. The provisions of this subsection shall expire on September 15, 2020.
- (f) The governor shall not have the power under the provisions of the Kansas emergency management act or the provisions of any other law to alter or modify any provisions of the election laws of the state including, but not limited to, the method by which elections are conducted or the timing of such elections.
- (g)(f) (1) The governor shall exercise the powers conferred by subsection (c) by issuance of *executive* orders under subsection (b) *and section 1, and amendments thereto*. Each *executive* order issued pursuant to the authority granted by subsection (b) shall specify the provision or provisions of subsection (c) by specific reference to each paragraph of subsection (c) that confers the power-under which the order was issued to issue such order. The adjutant general, subject to the direction of the governor, shall administer such orders.
- (2) After the initial 15-day state of disaster emergency, if the state of disaster emergency is extended pursuant to K.S.A. 48-924(b)(2), and amendments thereto, or section 2, and amendments thereto, and the governor determines it is necessary to exercise the powers conferred by subsection (c) through the issuance of an executive order, the governor shall make specific application to the speaker of the house of representatives and the president of the senate when the legislature is in session, and to the legislative coordinating council pursuant to section 2, and amendments thereto, when the legislature is not in session or is adjourned during session for three or more days. When the legislature is

 in session, authorization of the use of the powers conferred by subsection (c) by the governor shall be through concurrent resolution of the legislature. When the legislature is not in session, authorization of the use of the powers conferred by subsection (c) by the governor shall be as provided in section 2, and amendments thereto.

- (g) Prior to issuing an executive order pursuant to this section, the governor shall submit the proposed executive order to the attorney general. The attorney general shall review the proposed executive order for legality and provide an opinion on the legality of such executive order to the governor and the legislative coordinating council within 24 hours of receipt of such proposed executive order unless the circumstances attendant upon the disaster prevent such review.
- (h) (1) The board of county commissioners of any county may issue an order relating to *the* public health *of humans that is not related to the food supply* that includes provisions that are less stringent than the provisions of an executive order effective statewide issued by the governor. Any board of county commissioners issuing such an order must make the following findings and include such findings in the order:
- (1)(A) The board has consulted with the local health officer or other local health officials regarding the governor's executive order;
- $\frac{(2)}{(B)}$ following such consultation, implementation of the full scope of the provisions in the governor's executive order are not necessary to protect the public health and safety of the county; and
 - $\frac{3}{C}$ all other relevant findings to support the board's decision.
- (2) If the board of county commissioners of a county issues an order pursuant to paragraph (1), such order shall operate in the county in lieu of the governor's executive order.
- (i) (1) Any party aggrieved by an executive order issued pursuant to this section may file an action in the district court of the county where such party resides or in the district court of Shawnee county, Kansas, within 30 days after the issuance of such executive order. Notwithstanding any order issued pursuant to K.S.A. 2020 Supp. 20-172(a), and amendments thereto, the court shall conduct a hearing within 72 hours after receipt of a petition in any such action. Except as provided in paragraph (2), the court shall grant the request for relief unless the court finds the executive order is necessary to achieve an important interest related to the state of disaster emergency and is substantially related to such interest.
- (2) If an executive order has the effect of substantially burdening or inhibiting the gathering or movement of individuals or the operation of any religious, civic, business or commercial activity, whether for-profit or not-for-profit, the court shall grant the request for relief unless the court finds that the executive order is narrowly tailored to respond to the state of

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1 disaster emergency and uses the least restrictive means to achieve that 2 purpose.

Sec. 6. K.S.A. 2020 Supp. 48-925b is hereby amended to read as follows: 48-925b. Notwithstanding any other provision of law to the contrary, no executive order issued by the governor pursuant to K.S.A. 48-925, and amendments thereto, that has the effect of closing public-orprivate school attendance centers in this state shall be effective unless and until such order has been affirmed by the state board of education by adoption of a resolution by a majority of the members of the state board. Prior to issuing any such executive order, the governor shall submit such proposed executive order to the state board of education. Upon receipt of such proposed executive order, the state board shall meet as soon as reasonably possible to review such proposed order and, if a majority of the members of the state board determines such order is in the best interests of the students in this state, to adopt a resolution affirming such proposed executive order. An executive order issued pursuant to K.S.A. 48-925, and amendments thereto, and affirmed by the state board pursuant to this section shall only affect the operations of schools under the jurisdiction of the state board of education.

New Sec. 7. The provisions of this act are severable. If any portion of the act is declared unconstitutional or invalid, or the application of any portion of the act to any person or circumstance is held unconstitutional or invalid, the invalidity shall not affect other portions of the act that can be given effect without the invalid portion or application, and the applicability of such other portions of the act to any person or circumstance shall remain valid and enforceable.

Sec. 8. K.S.A. 46-1202 and K.S.A. 2019 Supp. 48-925, as amended by section 4 of 2021 Senate Bill No. 14, and 48-925, as amended by section 5 of 2021 Senate Bill No. 14, and K.S.A. 2020 Supp. 48-924, as amended by section 2 of 2021 Senate Bill No. 14, and 48-925b are hereby repealed.

Sec. 9. This act shall take effect and be in force from and after its publication in the Kansas register.