



WISCONSIN STATE LEGISLATURE ...  
PUBLIC HEARING - COMMITTEE RECORDS

2009-10

(session year)

Joint

(Assembly, Senate or Joint)

Committee for Review of Administrative Rules ...

COMMITTEE NOTICES ...

- Committee Reports ... **CR**
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INFORMATION COLLECTED BY COMMITTEE FOR AND AGAINST PROPOSAL

- Appointments ... **Appt** (w/Record of Comm. Proceedings)
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- Hearing Records ... bills and resolutions (w/Record of Comm. Proceedings)  
(**ab** = Assembly Bill)                      (**ar** = Assembly Resolution)                      (**ajr** = Assembly Joint Resolution)  
(**sb** = Senate Bill)                              (**sr** = Senate Resolution)                              (**sjr** = Senate Joint Resolution)
- Miscellaneous ... **Misc**



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The Honorable Senator Jim Holperin  
Chairman, Senate Transportation Committee  
Room 409 South  
State Capitol  
Madison, Wisconsin 53707

June 10, 2010

The Honorable Representative John Steinbrink  
Chairman, Assembly Transportation Committee  
Room 104 North, State Capitol  
Madison, Wisconsin 53702

RE: Proposed Administrative Rule **TRANS 101**  
Notification of Legislative Standing Committees  
**CLEARINGHOUSE RULE 10-040**

Dear Senator Holperin and Representative Steinbrink:

In accordance with the Department of Transportation's efforts to keep you informed of its ongoing rule making actions, enclosed is a courtesy copy of Final Draft rule **Trans 101**, relating to **demerit point system and graduated driver license restriction extensions**, which is being submitted to the Legislature for committee review.

Sincerely,

A handwritten signature in black ink that reads "Julie A. Johnson".

Julie A. Johnson  
Paralegal

Enclosure

cc: Lynne B. Judd  
Reed McGinn

**PROPOSED ORDER OF THE STATE OF WISCONSIN  
DEPARTMENT OF TRANSPORTATION  
ADOPTING RULES**

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**CR 10-040**

The Wisconsin Department of Transportation proposes an order to repeal TRANS 101.02(4)(d); amend 101.02(5)(sm), (8)(a) and (c), and 101.10(1)(b) and (2)(b)2.; and create TRANS 101.02(8)(f), 101.10(2)(b)7. and (c)(note), relating to demerit point system and graduated driver license restriction extensions.

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**REPORT OF THE DEPARTMENT OF TRANSPORTATION  
ON THE FINAL RULE DRAFT**

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This report is submitted to the chief clerks of the Senate and Assembly for referral to the appropriate standing committees. The report consists of the following parts:

Part 1--Analysis prepared by the Department of Transportation.

Part 2--Rule text in final draft form.

Part 3--Recommendations of the Legislative Council.

Part 4--Analysis prepared pursuant to the provisions of s. 227.19(3), Stats.

Submitted by:



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## PART 1

### Analysis Prepared by the Wisconsin Department of Transportation

**Statutes interpreted:** s. 343.32, Stats.

**Statutory authority:** Proposed Amendment #1: Section 343.085(2m)(b)1.a., Stats.  
Proposed Amendment #2: Section 343.32(2), Stats.

**Explanation of agency authority:** Section 343.32(2)(a), Stats., permits the Secretary to suspend a person's operating privilege if the person appears by the records of the Department to be a habitually reckless or negligent operator of a motor vehicle or to have repeatedly violated any of the state traffic laws, any local ordinance enacted under ch. 349 or any traffic laws enacted by a federally recognized American Indian tribe or band in this state if the tribal traffic laws violated strictly conform to provisions in chs. 341 to 348 or, if the offense occurred on a federal military installation located in this state, any federal law which is in strict conformity with a state traffic law. The Department has used a demerit point system to accomplish this end since 1958. The statute permits the Secretary adopt by rule a method of weighing traffic convictions by their seriousness and allows the Secretary to change that weighted scale "as experience or the accident frequency in the state makes necessary or desirable," though much flexibility in the system has been eliminated over the years by statutory amendment mandating specific assignment of demerit points, suspension of operating privileges at specific point levels and doubling of demerit point assessments for probationary drivers.

**Related statute or rule:** s. 343.085(2m)(b)1.a., Stats. Only moving violations affect GDL restrictions.

**Plain language analysis:** The proposed rule makes the following changes to Wisconsin's demerit point system:

- For consistency with GDL restrictions and for administrative efficiency, amend ch. Trans 101 to eliminate demerit point repercussions for all parking offenses. Currently, DMV attempts to distinguish between parking offenses committed on and off highway roadways. Because the traffic code does not make such distinctions, DMV wastes resources trying to figure this out from extraneous information sources. Moreover, savvy defendants convince prosecutors and courts to "change the facts" in exchange for plea agreements.

In addition, GDL restrictions cannot be extended for parking violations; Wis. Stat. s. 343.085(2m)(b)1.a. permits GDL extension only for "moving violations." Because DMV generally extends GDL restrictions for any offense that generates demerit points, the few parking offenses for which DMV assesses demerit points at present should be changed to non-point offenses.

- Permit demerit points assessed for serious traffic offenses that trigger suspensions of occupational licenses to be used in demerit point cases and potentially trigger a demerit point suspension in addition to the occupational license suspension.

In general, DMV's rule currently attempts to use a violation in only one suspension or revocation case affecting the driver's operating privilege. Persons who commit serious traffic offenses on an occupational license can have their temporary occupational license suspended. Often, the occupational license is only valid for a short period of time, so any suspension or revocation of that temporary license is of negligible deterrent value. This rule proposes to allow the demerit point repercussions from committing an offense that results in an occupational license suspension or revocation to carry over and affect the person's regular operating privilege demerit point total.

- Section 5 of the proposed rule clarifies that illegal riding of a moped or motorcycle cannot be used to deny a GDL or to extend GDL restrictions because "riding" is not a moving violation. Similarly, Section 6 makes clear that illegal acceleration, the offense municipal officers write for tire squealing, cannot be used to deny or extend GDL restrictions.

**Summary of, and preliminary comparison with, existing or proposed federal regulation:** Driver improvement programs are state functions. There is no federal regulation in this area.

**Comparison with Rules in the Following States:**

**Michigan:** Michigan does not assess demerit points for parking violations. Six or more unpaid parking tickets have zero demerit points. Michigan does not appear to distinguish between parking on and off of a highway.

**Minnesota:** Minnesota law permits the state DOT to mask parking violations committed by CMV operators.

**171.163 COMMERCIAL DRIVER'S LICENSE RECORD KEEPING.**

An agency, court, or public official in Minnesota shall not mask, defer imposition of judgment for, or allow an individual to enter into a diversion program that would prevent a conviction for a violation of a state or local traffic control law, **except a parking violation**, from appearing on the driving record of a holder of a commercial driver's license, when the violation is committed in any type of motor vehicle, or on the driving record of an individual who committed the violation in a commercial motor vehicle.

Under the Minnesota GDL law, parking is not a "moving violation,"

#### 171.04 PERSONS NOT ELIGIBLE FOR DRIVERS' LICENSES.

Subdivision 1. Persons not eligible. The department shall not issue a driver's license:

(1) to any person under 18 years unless:

(i) the applicant is 16 or 17 years of age and has...not more than one conviction for a moving violation that is not crash related. **"Moving violation"** means a violation of a traffic regulation **but does not include a parking violation**, ... [emphasis added];

Parking violations are not reported to the Minnesota DOT:

#### 171.16 COURT MAY RECOMMEND SUSPENSION.

Subdivision 1. Court to report to commissioner. Every court ... shall forward to the department, within ten days, a record of the conviction of any person in the court for a violation of any laws or ordinances, **except parking violations** ... [emphasis added].

**Illinois:** Demerit points are not assessed to parking violations and are not considered a moving violation. Parking violations do not appear on the driving record.

**Iowa:** Parking violations are not countable offenses for demerit points. Improper parking on highway is not considered a moving violation (321.354(2)).

**Summary of factual data and analytical methodologies used and how the related findings support the regulatory approach chosen:** This rule is proposed simply to bring DOT's administrative rule into compliance with statutory requirements and to increase administrative efficiency. The analytical methodology consisted of reviewing the statutes described and DOT's current administrative rule, noting inconsistencies, and drafting the rule to conform to statutory requirements while improving efficiency in DMV processes.

**Analysis and supporting documentation used to determine effect on small businesses:** This rule regulates individual behavior, not small businesses, and is proposed in order to bring DOT's existing regulations into conformity with existing statutes. Accordingly, there was no analysis or supporting documentation used. Staff simply noted that this proposal affects individual drivers and not businesses.

**Effect on small business:** The demerit point rule affects individual drivers and does not create or impose any regulation upon business. The Department's Regulatory Review Coordinator may be contacted by e-mail at [ralph.sanders@wisconsin.gov](mailto:ralph.sanders@wisconsin.gov), or by calling (414) 438-4585.

**Fiscal effect:** The Department estimates that there will be no fiscal impact on the liabilities or revenues of any county, city, village, town, school district, vocational, technical and adult education district, sewerage district, or federally-recognized tribes or bands.

**Anticipated costs incurred by private sector:** The Department expects that there will be no fiscal impact on state or private sector revenues or liabilities.

**Agency contact person and copies of proposed rule:** Copies of the proposed rule can be obtained, without cost, by writing to Reed McGinn, Department of Transportation, Division of Motor Vehicles, Citations and Withdrawal Section, Room 305, P. O. Box 7917, Madison, WI 53707-7917. You may also contact Mr. McGinn by phone at (608) 267-9811 or via e-mail: [reed.mcgin@wisconsin.gov](mailto:reed.mcgin@wisconsin.gov).

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**PART 2**  
**TEXT OF PROPOSED RULE**

**SECTION 1.** Trans 101.02(4)(d) is repealed.

**SECTION 2.** Trans 101.02(5)(sm) and (8)(a) and (c) are amended to read:

Trans 101.02(5)(sm) Parking on a highway ~~but off the roadway~~.

(8)(a) *Violations used once.* Demerit points may be used in only one point case, except as provided in pars. (c) ~~and~~ (e) and (f), and sub. (9)(c).

(c) *Use of conviction resulting in withdrawal action in point case.* Demerit points from an offense that resulted in suspension or revocation of a person's operating privilege under s. 343.30 or 343.31, Stats., may not be used in a point case, except as provided in this paragraph or par. (e) or (f). Convictions that result only in disqualification under s. 343.315, Stats., or federal law may be used in a point case. Convictions that result in suspension of a person's operating privilege due to failure to pay the underlying fine or forfeiture resulting from the conviction or that result in revocation of the person's operating privilege as a habitual traffic offender under ch. 351, Stats., may be used in a point case.

**SECTION 3.** Trans 101.02(8)(f) is created to read:

Trans 101.02(8)(f) *Serious traffic offenses committed by occupational license holders.* Serious traffic offenses, as enumerated in s. 343.31(2u), Stats., committed by a person who holds an occupational license may be used in a points case regardless of any suspension of the person's occupational license resulting from the conviction.

**NOTE: A person whose occupational license is canceled will be shown in a suspended or revoked status as though no occupational license had been issued.**

**SECTION 4.** Trans 101.10(1)(b) and (2)(b)2. are amended to read:

Trans 101.10(1)(b) Illegal riding of a moped or motorcycle.

(2)(b)2. Illegal riding of a moped or motorcycle.

**NOTE: These offenses are specified in ss. 346.595 and 347.487, Stats.**

**SECTION 5.** Trans 101.10(2)(b)7. and (2)(c)(note) are created to read:

Trans 101.10(2)(b)7. Unnecessary acceleration.

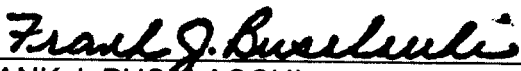
(2)(c)(note) **NOTE: Unnecessary acceleration is not a violation of ch. 110, 194, 341 to 349, or 351, Stats., but is an ordinance violation. Because s. 343.085(2)(b)1.a. provides that GDL restrictions can only be extended for "moving violations" and ordinance violations for ordinances not conforming to chs. 110, 194, 341 to 349, or 351 are not "moving violations," as that term is defined in s. 343.01(1)(cg), GDL restrictions cannot be extended for unnecessary acceleration or squealing tire violations.**

**(END OF RULE TEXT)**

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**Effective Date.** This rule shall take effect on the first day of the month following publication in the Wisconsin Administrative Register as provided in s. 227.22(2)(intro.), Stats.

Signed at Madison, Wisconsin, this 10<sup>th</sup> day of  
June, 2010.

  
FRANK J. BUSLACCHI  
Secretary  
Wisconsin Department of Transportation





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**WISCONSIN LEGISLATIVE COUNCIL  
RULES CLEARINGHOUSE**

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**Ronald Sklansky**  
*Clearinghouse Director*

**Richard Sweet**  
*Clearinghouse Assistant Director*

**Terry C. Anderson**  
*Legislative Council Director*

**Laura D. Rose**  
*Legislative Council Deputy Director*

PART 3  
**CLEARINGHOUSE REPORT TO AGENCY**

[THIS REPORT HAS BEEN PREPARED PURSUANT TO S. 227.15, STATS. THIS IS A REPORT ON A RULE AS ORIGINALLY PROPOSED BY THE AGENCY; THE REPORT MAY NOT REFLECT THE FINAL CONTENT OF THE RULE IN FINAL DRAFT FORM AS IT WILL BE SUBMITTED TO THE LEGISLATURE. THIS REPORT CONSTITUTES A REVIEW OF, BUT NOT APPROVAL OR DISAPPROVAL OF, THE SUBSTANTIVE CONTENT AND TECHNICAL ACCURACY OF THE RULE.]

**CLEARINGHOUSE RULE 10-040**

AN ORDER to repeal Trans 101.02 (4) (d); to amend 101.02 (5) (sm) and 101.10 (2) (b) 2.; and to create Trans 101.02 (8) (f) and 101.10 (2) (b) 7. and (c) (note), relating to demerit point system and graduated driver license restriction extensions.

Submitted by **DEPARTMENT OF TRANSPORTATION**

04-13-2010 RECEIVED BY LEGISLATIVE COUNCIL.

05-04-2010 REPORT SENT TO AGENCY.

RNS:DLS

**LEGISLATIVE COUNCIL RULES CLEARINGHOUSE REPORT**

This rule has been reviewed by the Rules Clearinghouse. Based on that review, comments are reported as noted below:

1. STATUTORY AUTHORITY [s. 227.15 (2) (a)]  
Comment Attached YES  NO
2. FORM, STYLE AND PLACEMENT IN ADMINISTRATIVE CODE [s. 227.15 (2) (c)]  
Comment Attached YES  NO
3. CONFLICT WITH OR DUPLICATION OF EXISTING RULES [s. 227.15 (2) (d)]  
Comment Attached YES  NO
4. ADEQUACY OF REFERENCES TO RELATED STATUTES, RULES AND FORMS [s. 227.15 (2) (e)]  
Comment Attached YES  NO
5. CLARITY, GRAMMAR, PUNCTUATION AND USE OF PLAIN LANGUAGE [s. 227.15 (2) (f)]  
Comment Attached YES  NO
6. POTENTIAL CONFLICTS WITH, AND COMPARABILITY TO, RELATED FEDERAL REGULATIONS [s. 227.15 (2) (g)]  
Comment Attached YES  NO
7. COMPLIANCE WITH PERMIT ACTION DEADLINE REQUIREMENTS [s. 227.15 (2) (h)]  
Comment Attached YES  NO



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## WISCONSIN LEGISLATIVE COUNCIL RULES CLEARINGHOUSE

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*Clearinghouse Director*

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*Clearinghouse Assistant Director*

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*Legislative Council Deputy Director*

### CLEARINGHOUSE RULE 10-040

#### Comments

**[NOTE: All citations to “Manual” in the comments below are to the Administrative Rules Procedures Manual, prepared by the Legislative Reference Bureau and the Legislative Council Staff, dated September 2008.]**

#### **2. Form, Style and Placement in Administrative Code**

- a. In s. Trans 101.02 (8) (a), “and” should be inserted before “(f)”.
- b. The title to s. Trans 101.02 (8) (f) is not in the correct form. (See s. 1.05 (2) (d), Manual.) Also, the grammatical format of the sentence in the paragraph does not seem to fit in correctly with the other paragraphs and the introductory material in sub. (8). This should be reviewed and changed if necessary.

#### **5. Clarity, Grammar, Punctuation and Use of Plain Language**

In the second sentence of the second bullet point of the plain language analysis, “their” should replace “than”. Also, the analysis should describe SECTIONS 4 and 5 of the proposed rule.

**PART 4**  
CR 10-040

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ANALYSIS OF FINAL DRAFT OF TRANS 101

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(a) **Basis and Purpose of Rule.** This proposed rule making will allow demerit points to be assessed for violations that result in occupational license suspension. It will also clarify the GDL restrictions may be not be extended for unnecessary acceleration or illegal riding of a moped or motorcycle convictions because there is no statutory authority for DMV to do so.

(b) **Modifications as a Result of Testimony at Public Hearing.** The public hearing was held in Madison on May 20, 2010. No persons appeared or testified. DMV staff attending the hearing brought the issue of moped and motorcycle illegal riding violations up in discussions following the formal hearing, and the rule and analysis were amended to clarify that such violations cannot result in extension of GDL restrictions.

(c) **List of Persons who Appeared or Registered at Public Hearing.** None.

(d) **Summary of Public Comments and Agency Response to those Comments.** No public comments were received.

(e) **Explanation of any Changes Made to the Plain Language Analysis or Fiscal Estimate.** Plain language explanation of the reason unnecessary acceleration and illegal riding a moped or motorcycle cannot be the basis of a GDL license extension was added to the proposed rule, as recommended by the Legislative Council. Other editorial changes to the analysis were made for readability. No changes were made to the fiscal estimate.

(f) **Response to Legislative Council Recommendations.** The Legislative Council report contained a number of comments, all of which have been incorporated into the proposed rule. Section 3 of the proposed rule was rewritten so that proposed s. Trans 101.02(8)(f) fits with the other paragraphs and introductory materials better, as recommended by Legislative Council staff.

An explanation of provisions not discussed in the proposed rule analysis is added to the analysis in this final rule draft as recommended by the Legislative Council.

(g) **Final Regulatory Flexibility Analysis.** The demerit point rule affects individual drivers and does not create or impose any regulation upon business.