



State of Wisconsin  
2011 – 2012 LEGISLATURE

January 2011 Special Session



LRBs0034/en  
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**ASSEMBLY SUBSTITUTE AMENDMENT 1,  
TO ASSEMBLY BILL 8**

1     **AN ACT** *to repeal* 227.137 (1), 227.137 (2) (a), 227.137 (2) (b), 227.138 (title) and  
2           (1), 227.138 (4) and 227.19 (5) (b) 3.; *to renumber* 227.138 (2) (b), 227.138 (2)  
3           (c), 227.138 (2) (d) and 227.24 (1) (e) 1.; *to renumber and amend* 227.11 (2)  
4           (a), 227.137 (2) (intro.), 227.138 (2) (intro.), 227.138 (2) (a) and 227.138 (3); *to*  
5           ***amend*** 13.92 (4) (a), 35.93 (4), 227.135 (2), 227.135 (3), 227.137 (title), 227.137  
6           (3) (intro.), 227.137 (3) (a), 227.137 (3) (b), 227.137 (3) (c), 227.137 (4), 227.14  
7           (2) (a) 6., 227.15 (1), 227.19 (2), 227.19 (3) (intro.), 227.19 (4) (b) 1. (intro.),  
8           227.19 (4) (b) 2., 227.19 (4) (b) 2m., 227.19 (4) (b) 3., 227.19 (4) (b) 3m., 227.19  
9           (4) (b) 5., 227.19 (4) (b) 6., 227.19 (4) (c), 227.19 (4) (d) (intro.), 227.19 (5) (a),  
10          227.19 (5) (b) 1. (intro.), 227.19 (5) (b) 2., 227.19 (5) (b) 4., 227.19 (5) (c), 227.19  
11          (5) (d), 227.19 (5) (e), 227.19 (5) (f), 227.19 (5) (g) (intro.), 227.19 (6) (a) 1., 227.19  
12          (6) (a) 4., 227.40 (1) and 801.50 (3); *to repeal and recreate* 227.135 (4) and  
13          227.19 (4) (e); and *to create* 227.10 (2m), 227.11 (2) (a) 1. to 3., 227.137 (3) (d),

1           227.137 (3) (e), 227.15 (1m) (bm), 227.17 (3) (em), 227.185, 227.19 (4) (b) 1m.,  
2           227.19 (5) (b) 1m., 227.24 (1) (e) 1d., 227.24 (1) (e) 1g. and 227.40 (6) of the  
3           statutes; **relating to:** the authority of a state agency to promulgate rules  
4           interpreting the provisions of a statute enforced or administered by the agency  
5           and to implement or enforce any standard, requirement, or threshold as a term  
6           or condition of a license issued by the state agency; gubernatorial approval of  
7           proposed administrative rules; economic impact analyses of proposed rules and  
8           emergency rules; legislative review of proposed rules; and venue in a  
9           declaratory judgment action seeking judicial review of the validity of an  
10          administrative rule and in an action in which the sole defendant is the state.

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***Analysis by the Legislative Reference Bureau***

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

11          **SECTION 1g.** 13.92 (4) (a) of the statutes is amended to read:

12          13.92 (4) (a) The legislative reference bureau shall prepare copy for publication  
13          in the Wisconsin administrative code. Whenever the legislative reference bureau  
14          receives notice under s. 227.40 (6) of the entry of a declaratory judgment determining  
15          the validity or invalidity of a rule, the legislative reference bureau shall insert an  
16          annotation of that determination in the Wisconsin administrative code under the  
17          rule that was the subject of the determination.

18          **SECTION 1m.** 35.93 (4) of the statutes is amended to read:

19          35.93 (4) Each issue of the Wisconsin administrative register shall contain a  
20          notice section in which shall be printed the notices of hearings on rule making which  
21          agencies have transmitted to the legislative reference bureau for that purpose,

1 statements of scope of proposed rules under s. 227.135, notices of submittal to the  
2 legislative council staff under s. 227.14 (4m), notices of intent to promulgate rules  
3 without a public hearing under s. 227.16 (2) (e), notices of referrals of proposed rules  
4 to presiding officers under s. 227.19 (2), notices of emergency rules in effect, fiscal  
5 estimates for rule-making orders under s. 227.14 (4), notices of declaratory  
6 judgments received under s. 227.40 (6), and such other notices as may be required  
7 by law or determined by the legislative reference bureau to be appropriate.

8 **SECTION 1r.** 227.10 (2m) of the statutes is created to read:

9 227.10 (2m) No agency may implement or enforce any standard, requirement,  
10 or threshold, including as a term or condition of any license issued by the agency,  
11 unless that standard, requirement, or threshold is explicitly required or explicitly  
12 permitted by statute or by a rule that has been promulgated in accordance with this  
13 subchapter. The governor, by executive order, may prescribe guidelines to ensure  
14 that rules are promulgated in compliance with this subchapter.

15 **SECTION 2.** 227.11 (2) (a) of the statutes is renumbered 227.11 (2) (a) (intro.) and  
16 amended to read:

17 227.11 (2) (a) (intro.) Each agency may promulgate rules interpreting the  
18 provisions of any statute enforced or administered by it the agency, if the agency  
19 considers it necessary to effectuate the purpose of the statute, but a rule is not valid  
20 if it the rule exceeds the bounds of correct interpretation. All of the following apply  
21 to the promulgation of a rule interpreting the provisions of a statute enforced or  
22 administered by an agency:

23 **SECTION 3.** 227.11 (2) (a) 1. to 3. of the statutes are created to read:

24 227.11 (2) (a) 1. A statutory or nonstatutory provision containing a statement  
25 or declaration of legislative intent, purpose, findings, or policy does not confer

1 rule-making authority on the agency or augment the agency's rule-making  
2 authority beyond the rule-making authority that is explicitly conferred on the  
3 agency by the legislature.

4 2. A statutory provision describing the agency's general powers or duties does  
5 not confer rule-making authority on the agency or augment the agency's  
6 rule-making authority beyond the rule-making authority that is explicitly  
7 conferred on the agency by the legislature.

8 3. A statutory provision containing a specific standard, requirement, or  
9 threshold does not confer on the agency the authority to promulgate, enforce, or  
10 administer a rule that contains a standard, requirement, or threshold that is more  
11 restrictive than the standard, requirement, or threshold contained in the statutory  
12 provision.

13 **SECTION 4.** 227.135 (2) of the statutes is amended to read:

14 227.135 (2) ~~Until~~ An agency that has prepared a statement of the scope of the  
15 proposed rule shall present the statement to the governor and to the individual or  
16 body with policy-making powers over the subject matter of ~~a~~ the proposed rule  
17 ~~approves a statement of the scope of the proposed rule, a state employee or official~~  
18 ~~may not perform any activity in connection with drafting the proposed rule except~~  
19 ~~for an activity necessary to prepare the statement~~ for approval. The agency may not  
20 send the statement to the legislative reference bureau for publication under sub. (3)  
21 until the governor issues a written notice of approval of the statement. The  
22 individual or body with policy-making powers may not approve ~~a~~ the statement  
23 until at least 10 days after publication of the statement ~~in the register as required~~  
24 under sub. (3). ~~If the individual or body with policy-making powers does not~~  
25 ~~disapprove the statement within 30 days after the statement is presented to the~~

1 ~~individual or body, or by the 11th day after publication of the statement in the~~  
2 ~~register, whichever is later, the statement is considered to be approved~~ No state  
3 employee or official may perform any activity in connection with the drafting of a  
4 proposed rule except for an activity necessary to prepare the statement of the scope  
5 of the proposed rule until the governor and the individual or body with  
6 policy-making powers over the subject matter of the proposed rule approves the  
7 statement.

8 **SECTION 5.** 227.135 (3) of the statutes is amended to read:

9 227.135 (3) ~~The agency shall send the~~ If the governor approves a statement of  
10 the scope of a proposed rule under sub. (2), the agency shall send the statement to  
11 the legislative reference bureau for publication in the register. On the same day that  
12 the agency sends the statement to the legislative reference bureau, the agency shall  
13 send a copy of the statement to the secretary of administration.

14 **SECTION 6.** 227.135 (4) of the statutes is repealed and recreated to read:

15 227.135 (4) If at any time after a statement of the scope of a proposed rule is  
16 approved under sub. (2) the agency changes the scope of the proposed rule in any  
17 meaningful or measurable way, including changing the scope of the proposed rule so  
18 as to include in the scope any activity, business, material, or product that is not  
19 specifically included in the original scope of the proposed rule, the agency shall  
20 prepare and obtain approval of a revised statement of the scope of the proposed rule  
21 in the same manner as the original statement was prepared and approved under  
22 subs. (1) and (2). No state employee or official may perform any activity in connection  
23 with the drafting of the proposed rule except for an activity necessary to prepare the  
24 revised statement of the scope of the proposed rule until the revised statement is so  
25 approved.

1           **SECTION 7.** 227.137 (title) of the statutes is amended to read:

2           **227.137 (title) Economic impact reports analyses of proposed rules.**

3           **SECTION 8.** 227.137 (1) of the statutes is repealed.

4           **SECTION 9.** 227.137 (2) (intro.) of the statutes is renumbered 227.137 (2) and  
5 amended to read:

6           227.137 (2) ~~After an agency publishes a statement of the scope of a proposed~~  
7 ~~rule under s. 227.135, and before the agency submits the proposed rule to the~~  
8 ~~legislature for review under s. 227.19 (2), a municipality, an association that~~  
9 ~~represents a farm, labor, business, or professional group, or 5 or more persons that~~  
10 ~~would be directly and uniquely affected by the proposed rule may submit a petition~~  
11 ~~to the department of administration asking that the secretary of administration~~  
12 ~~direct the agency to prepare an economic impact report for the proposed rule. The~~  
13 An agency shall prepare an economic impact report analysis for a proposed rule  
14 ~~before submitting the proposed rule to the legislature for review under s. 227.19 (2)~~  
15 ~~if the secretary of administration directs the agency to prepare that report. The~~  
16 ~~secretary of administration may direct the agency to prepare an economic impact~~  
17 ~~report for the proposed rule before submitting the proposed rule to the legislature for~~  
18 ~~review under s. 227.19 (2). The secretary of administration shall direct the agency~~  
19 ~~to prepare an economic impact report for the proposed rule before submitting the~~  
20 ~~proposed rule to the legislature for review under s. 227.19 (2) if the secretary~~  
21 ~~determines that all of the following apply: legislative council staff under s. 227.15.~~

22           **SECTION 10.** 227.137 (2) (a) of the statutes is repealed.

23           **SECTION 11.** 227.137 (2) (b) of the statutes is repealed.

24           **SECTION 12.** 227.137 (3) (intro.) of the statutes is amended to read:

1           227.137 (3) (intro.) An economic impact ~~report~~ analysis of a proposed rule shall  
2 contain information on the economic effect of the proposed rule on specific  
3 businesses, business sectors, public utility ratepayers, local governmental units, and  
4 the state's economy as a whole. When preparing the ~~report~~ analysis, the agency shall  
5 solicit information and advice from ~~the department of commerce, and from~~  
6 ~~governmental units, associations, businesses, associations representing businesses,~~  
7 local governmental units, and individuals that may be affected by the proposed rule.  
8 The agency shall prepare the economic impact analysis in coordination with local  
9 governmental units that may be affected by the proposed rule. The agency may  
10 request information that is reasonably necessary for the preparation of an economic  
11 impact ~~report~~ analysis from other state agencies, ~~governmental units, associations,~~  
12 businesses, associations, local governmental units, and individuals and from other  
13 agencies. The economic impact ~~report~~ analysis shall include all of the following:

14           **SECTION 13.** 227.137 (3) (a) of the statutes is amended to read:

15           227.137 (3) (a) An analysis and quantification of the policy problem, ~~including~~  
16 ~~any risks to public health or the environment,~~ that the proposed rule is intending to  
17 address, including comparisons with the approaches used by the federal government  
18 and by Illinois, Iowa, Michigan, and Minnesota to address that policy problem and,  
19 if the approach chosen by the agency to address that policy problem is different from  
20 those approaches, a statement as to why the agency chose a different approach.

21           **SECTION 14.** 227.137 (3) (b) of the statutes is amended to read:

22           227.137 (3) (b) An analysis and detailed quantification of the economic impact  
23 of the proposed rule, including the implementation and compliance costs that are  
24 reasonably expected to be incurred by ~~the state, governmental units, associations,~~

1 or passed along to the businesses, local governmental units, and affected individuals  
2 that may be affected by the proposed rule.

3 **SECTION 15.** 227.137 (3) (c) of the statutes is amended to read:

4 227.137 (3) (c) An analysis of the actual and quantifiable benefits of the  
5 proposed rule, including ~~how the rule reduces the risks and addresses the problems~~  
6 an assessment of how effective the proposed rule will be in addressing the policy  
7 problem that the rule is intended to address.

8 **SECTION 16.** 227.137 (3) (d) of the statutes is created to read:

9 227.137 (3) (d) An analysis of alternatives to the proposed rule, including the  
10 alternative of not promulgating the proposed rule.

11 **SECTION 17.** 227.137 (3) (e) of the statutes is created to read:

12 227.137 (3) (e) A determination made in consultation with the businesses, local  
13 governmental units, and individuals that may be affected by the proposed rule as to  
14 whether the proposed rule would adversely affect in a material way the economy, a  
15 sector of the economy, productivity, jobs, or the overall economic competitiveness of  
16 this state.

17 **SECTION 18.** 227.137 (4) of the statutes is amended to read:

18 227.137 (4) The On the same day that the agency shall submit submits the  
19 economic impact ~~report~~ analysis to the legislative council staff, under s. 227.15 (1),  
20 the agency shall also submit that analysis to the department of administration, and  
21 to the petitioner to the governor, and to the chief clerks of each house of the  
22 legislature, who shall distribute the analysis to the presiding officers of their  
23 respective houses, to the chairpersons of the appropriate standing committees of  
24 their respective houses, as designated by those presiding officers, and to the  
25 cochairpersons of the joint committee for review of administrative rules. If a



1 proposed rule is modified after the economic impact analysis is submitted under this  
2 subsection so that the economic impact of the proposed rule is significantly changed,  
3 the agency shall prepare a revised economic impact analysis for the proposed rule as  
4 modified. A revised economic impact analysis shall be prepared and submitted in the  
5 same manner as an original economic impact analysis is prepared and submitted.

6 **SECTION 20.** 227.138 (title) and (1) of the statutes are repealed.

7 **SECTION 21.** 227.138 (2) (intro.) of the statutes is renumbered 227.137 (6)  
8 (intro.) and amended to read:

9 227.137 (6) (intro.) If an economic impact report will be prepared under s.  
10 227.137 (2) analysis regarding a proposed rule indicates that a total of \$20,000,000  
11 or more in implementation and compliance costs are reasonably expected to be  
12 incurred by or passed along to businesses, local governmental units, and individuals  
13 as a result of the proposed rule, the department of administration shall review the  
14 proposed rule and issue a report. The agency shall may not submit a proposed rule  
15 to the legislature for review under s. 227.19 (2) until the agency receives a copy of the  
16 department's report and the approval of the secretary of administration. The report  
17 shall include all of the following findings:

18 **SECTION 22.** 227.138 (2) (a) of the statutes is renumbered 227.138 (6) (a) and  
19 amended to read:

20 227.138 (6) (a) That the economic impact report ~~and the analysis required~~  
21 ~~under s. 227.137 (3) are~~ is supported by related documentation contained or  
22 referenced in the economic impact report analysis.

23 **SECTION 23.** 227.138 (2) (b) of the statutes is renumbered 227.137 (6) (b).

24 **SECTION 24.** 227.138 (2) (c) of the statutes is renumbered 227.137 (6) (c).

25 **SECTION 25.** 227.138 (2) (d) of the statutes is renumbered 227.137 (6) (d).

1           **SECTION 26.** 227.138 (3) of the statutes is renumbered 227.137 (7) and amended  
2 to read:

3           227.137 **(7)** Before issuing a report under sub. ~~(2)~~ (6), the department of of  
4 administration may return a proposed rule to the agency for further consideration  
5 and revision with a written explanation of why the proposed rule is being returned.  
6 If the agency head disagrees with the department’s reasons for returning the  
7 proposed rule, the agency head shall so notify the department in writing. The  
8 secretary of administration shall approve the proposed rule when the agency has  
9 adequately addressed the issues raised during the department’s review of the rule.

10           **SECTION 27.** 227.138 (4) of the statutes is repealed.

11           **SECTION 28.** 227.14 (2) (a) 6. of the statutes is amended to read:

12           227.14 **(2)** (a) 6. Any analysis and supporting documentation that the agency  
13 used in support of the agency’s determination of the rule’s effect on small businesses  
14 under s. 227.114 or that was used when the agency prepared an economic impact  
15 report analysis under s. 227.137 (3).

16           **SECTION 29.** 227.15 (1) of the statutes is amended to read:

17           227.15 **(1)** SUBMITTAL TO LEGISLATIVE COUNCIL STAFF. Prior to a public hearing  
18 on a proposed rule or, if no public hearing is required, prior to notice under s. 227.19,  
19 an agency shall submit the proposed rule to the legislative council staff for review.  
20 The proposed rule shall be in the form required under s. 227.14 (1), and shall include  
21 the material required under s. 227.14 (2) ~~to (4), (3), and (4),~~ the economic impact  
22 analysis required under s. 227.137 (2), and any revised economic impact analysis  
23 required under s. 227.137 (4). An agency may not hold a public hearing on a proposed  
24 rule or give notice under s. 227.19 until after it has received a written report of the  
25 legislative council staff review of the proposed rule or until after the initial review

1 period of 20 working days under sub. (2) (intro.), whichever comes first. An agency  
2 may give notice of a public hearing prior to receipt of the legislative council staff  
3 report. This subsection does not apply to rules promulgated under s. 227.24.

4 **SECTION 30.** 227.15 (1m) (bm) of the statutes is created to read:

5 227.15 **(1m)** (bm) The economic impact analysis required under s. 227.137 (2)  
6 and any revised economic impact analysis required under s. 227.137 (4).

7 **SECTION 31.** 227.17 (3) (em) of the statutes is created to read:

8 227.17 **(3)** (em) The economic impact analysis required under s. 227.137 (2),  
9 any revised economic impact analysis required under s. 227.137 (4), and any report  
10 prepared by the department of administration under s. 227.137 (6), or a summary  
11 of that analysis and report and a description of how a copy of the full analysis and  
12 report may be obtained from the agency at no charge.

13 **SECTION 32.** 227.185 of the statutes is created to read:

14 **227.185 Approval by governor.** After a proposed rule is in final draft form,  
15 the agency shall submit the proposed rule to the governor for approval. The governor,  
16 in his or her discretion, may approve or reject the proposed rule. If the governor  
17 approves a proposed rule, the governor shall provide the agency with a written notice  
18 of that approval. No proposed rule may be submitted to the legislature for review  
19 under s. 227.19 (2) unless the governor has approved the proposed rule in writing.

20 **SECTION 33.** 227.19 (2) of the statutes is amended to read:

21 227.19 **(2)** NOTIFICATION OF LEGISLATURE. An agency shall submit a notice to the  
22 chief clerk of each house of the legislature when a proposed rule is in final draft form.  
23 The notice shall be submitted in triplicate and shall be accompanied by a report in  
24 the form specified under sub. (3). A notice received under this subsection ~~on or~~ after  
25 ~~September 1 of an even-numbered year~~ the last day of the legislature's final

1 general–business floorperiod in the biennial session as established in the joint  
2 resolution required under s. 13.02 (3) shall be considered received on the first day of  
3 the next regular session of the legislature, unless the presiding officers of both  
4 houses direct referral of the notice and report under this subsection before that day.

5 The presiding officer of each house of the legislature shall, within 10 working days  
6 following the day on which the notice and report are received, direct the appropriate  
7 chief clerk to refer ~~them~~ the notice and report to one standing committee. The agency  
8 shall submit to the legislative reference bureau for publication in the register a  
9 statement that a proposed rule has been submitted to the chief clerk of each house  
10 of the legislature. Each chief clerk shall enter a similar statement in the journal of  
11 his or her house.

12 **SECTION 34.** 227.19 (3) (intro.) of the statutes is amended to read:

13 227.19 (3) FORM OF REPORT. (intro.) The report required under sub. (2) shall be  
14 in writing and shall include the proposed rule in the form specified in s. 227.14 (1),  
15 the material specified in s. 227.14 (2) ~~to, (3), and (4)~~, a copy of any economic impact  
16 ~~report~~ analysis prepared by the agency under s. 227.137 (2), a copy of any revised  
17 economic impact analysis prepared by the agency under s. 227.137 (4), a copy of any  
18 report prepared by the department of administration under s. 227.138 ~~227.137 (6)~~,  
19 a copy of any energy impact report received from the public service commission under  
20 s. 227.117 (2), and a copy of any recommendations of the legislative council staff. The  
21 report shall also include all of the following:

22 **SECTION 35.** 227.19 (4) (b) 1. (intro.) of the statutes is amended to read:

23 227.19 (4) (b) 1. (intro.) Except as provided under ~~subd.~~ subds. 1m. and 5., the  
24 committee review period for each committee extends for 30 days after referral of the  
25 proposed rule to the committee under sub. (2). If the chairperson or the

1 cochairpersons of a committee take either of the following actions within the 30–day  
2 period, the committee review period for that committee is continued for 30 days from  
3 the date on which the first 30–day review period would have expired:

4 **SECTION 36.** 227.19 (4) (b) 1m. of the statutes is created to read:

5 227.19 (4) (b) 1m. Except as provided under subd. 5., if a notice and report  
6 received under sub. (2) after the last day of the legislature’s final general–business  
7 floorperiod as specified in sub. (2) is referred for committee review before the first day  
8 of the next regular session of the legislature, the committee review period for each  
9 committee to which the proposed rule is referred extends to the day specified under  
10 s. 13.02 (1) for the next legislature to convene.

11 **SECTION 37.** 227.19 (4) (b) 2. of the statutes is amended to read:

12 227.19 (4) (b) 2. If a committee, by a majority vote of a quorum of the committee,  
13 requests modifications in a proposed rule, and the agency, in writing, agrees to  
14 consider making modifications, the review period for both committees to which the  
15 proposed rule is referred is extended either to the 10th working day following receipt  
16 by ~~the~~ those committees of the modified proposed rule or a written statement to ~~the~~  
17 committee those committees that the agency will not make the modifications or to  
18 the expiration of the review period under subd. 1. or, if applicable, subd. 1m.,  
19 whichever is later. There is no limit either on the number of modification agreements  
20 that may be entered into or on the time within which modifications may be made.

21 **SECTION 38.** 227.19 (4) (b) 2m. of the statutes is amended to read:

22 227.19 (4) (b) 2m. If a committee requests in writing that the public service  
23 commission determine the rule’s impact on the cost or reliability of electricity  
24 generation, transmission, or distribution or of fuels used in generating electricity, the  
25 commission shall prepare an energy impact report in the manner provided under s.

1 227.117 (1). The commission shall submit a copy of the report to the committee and  
2 to the agency that proposed the rule within 30 days after the written request is  
3 submitted to the commission. The review period for both committees to which the  
4 proposed rule is referred is extended to the 10th working day following receipt by the  
5 those committees of the report, to the expiration of the review period under subd. 1.  
6 or, if applicable, subd. 1m., or to the expiration of the review period under subd. 2.,  
7 whichever is later.

8 **SECTION 39.** 227.19 (4) (b) 3. of the statutes is amended to read:

9 227.19 (4) (b) 3. An agency may, on its own initiative, submit a germane  
10 modification to a proposed rule to a committee during its review period. If a germane  
11 modification is submitted within the final 10 days of a committee review period  
12 under subd. 1., the review period for both committees to which the proposed rule is  
13 referred is extended for 10 working days. If a germane modification is submitted to  
14 a committee after the committee in the other house has concluded its jurisdiction  
15 over the proposed rule, the jurisdiction of the committee of the other house is revived  
16 for 10 working days. In this subdivision, an agency's proposal to delete part of a  
17 proposed rule under committee review shall be treated as a germane modification of  
18 the proposed rule.

19 **SECTION 40.** 227.19 (4) (b) 3m. of the statutes is amended to read:

20 227.19 (4) (b) 3m. An agency may, during the committee review period,  
21 reconsider its action by recalling the proposed rule from the chief clerk of each house  
22 of the legislature. If the agency decides to continue the rule-making process with  
23 regard to the proposed rule, ~~it~~ the agency shall resubmit the proposed rule, either in  
24 its recalled form or with one or more germane modifications, to the chief clerk in each

1 house of the legislature as provided in sub. (2) and the committee review period  
2 under subd. 1. or, if applicable, subd. 1m. shall begin again.

3 **SECTION 41.** 227.19 (4) (b) 5. of the statutes is amended to read:

4 227.19 (4) (b) 5. If a committee in one house votes to object to a proposed rule  
5 or to a part of the proposed rule under par. (d), the chairperson or cochairpersons of  
6 the committee shall immediately notify the chairperson or cochairpersons of the  
7 committee in the other house to which the proposed rule was referred ~~in the other~~  
8 ~~house~~. Upon receipt of the notice, the review period for the committee in the other  
9 house immediately ceases and no further action on the proposed rule or part of the  
10 proposed rule objected to may be taken under this paragraph by that committee, but  
11 the committee may proceed under par. (d) to object to the proposed rule or part of the  
12 proposed rule.

13 **SECTION 42.** 227.19 (4) (b) 6. of the statutes is amended to read:

14 227.19 (4) (b) 6. If a committee has not concluded its jurisdiction over a  
15 proposed rule or a part of a proposed rule before the day specified under s. 13.02 (1)  
16 for the next legislature to convene, that jurisdiction immediately ceases and, within  
17 10 working days after that date, the presiding officer of the appropriate house shall  
18 refer the proposed rule or part of the proposed rule to the appropriate standing  
19 committee of the next legislature as provided under sub. (2). ~~The~~ If a committee  
20 review period ~~that was~~ is interrupted by the loss of jurisdiction under this  
21 subdivision ~~continues~~, a new committee review period as provided in subd. 1. shall  
22 begin for the committee to which the proposed rule or part of the proposed rule is  
23 referred under this subdivision beginning on the date of referral under this  
24 subdivision.

25 **SECTION 43.** 227.19 (4) (c) of the statutes is amended to read:

1           227.19 (4) (c) *Agency not to promulgate rule during Waiver of committee review.*  
2           An agency may not promulgate a proposed rule during the committee review period  
3           unless both committees waive jurisdiction over the proposed rule prior to the  
4           expiration of the review period. A committee may waive its jurisdiction over a  
5           proposed rule prior to the expiration of the committee review period by adopting, by  
6           a majority vote of a quorum of the committee, a motion waiving the committee's  
7           jurisdiction.

8           **SECTION 44.** 227.19 (4) (d) (intro.) of the statutes is amended to read:

9           227.19 (4) (d) *Committee action.* (intro.) A committee, by a majority vote of a  
10          quorum of the committee during the applicable review period under par. (b), may  
11          object to a proposed rule or to a part of a proposed rule for one or more of the following  
12          reasons:

13          **SECTION 45.** 227.19 (4) (e) of the statutes is repealed and recreated to read:

14          227.19 (4) (e) *Conclusion of committee jurisdiction.* Subject to par. (b) 3., a  
15          committee's jurisdiction over a proposed rule is concluded when the committee  
16          objects to, approves, or waives its jurisdiction over the proposed rule or when the  
17          committee review period ends, whichever occurs first. When a committee's  
18          jurisdiction over a proposed rule is concluded, the committee shall report the  
19          proposed rule and any objection as provided in sub. (5) (a).

20          **SECTION 46.** 227.19 (5) (a) of the statutes is amended to read:

21          227.19 (5) (a) *Referral.* ~~If a committee objects to~~ When a committee's  
22          jurisdiction over a proposed rule is concluded as provided in sub. (4) (e), the  
23          committee shall report the proposed rule and the any objection to the chief clerk of  
24          the appropriate house within 5 working days after ~~making the objection that~~  
25          jurisdiction is concluded. The chief clerk shall refer the proposed rule and the any



1 objection to the joint committee for review of administrative rules within 5 working  
2 days after receiving the committee report.

3 **SECTION 47.** 227.19 (5) (b) 1. (intro.) of the statutes is amended to read:

4 227.19 (5) (b) 1. (intro.) The Except as provided in subd. 1m., the review period  
5 for the joint committee for review of administrative rules extends for 30 days after  
6 the last referral of a proposed rule and any objection are referred to it to that  
7 committee, and during that review period that committee may take any action on the  
8 proposed rule in whole or in part permitted under this subsection. The joint  
9 committee for review of administrative rules shall meet and take action in executive  
10 session during that period with respect to any proposed rule or any part of a proposed  
11 rule to which a committee has objected and may meet and take action in executive  
12 session during that period with respect to any proposed rule or any part of a proposed  
13 rule to which no committee has objected, except that if the cochairpersons take either  
14 of the following actions within the 30–day period, the joint committee review period  
15 is continued for 30 days from the date on which the first 30–day review period would  
16 have expired:

17 **SECTION 48.** 227.19 (5) (b) 1m. of the statutes is created to read:

18 227.19 (5) (b) 1m. If a notice and report received under sub. (2) after the last  
19 day of the legislature’s final general–business floorperiod as specified in sub. (2) is  
20 referred for review by the joint committee for review of administrative rules before  
21 the first day of the next regular session of the legislature, the review period for the  
22 joint committee for review of administrative rules extends to the day specified under  
23 s. 13.02 (1) for the next legislature to convene. During that review period, the joint  
24 committee for review of administrative rules may meet and take action in executive  
25 session and may take any action on the proposed rule in whole or in part permitted

1 under this subsection. If the joint committee for review of administrative rules meets  
2 in executive session with respect to a proposed rule or part of a proposed rule to which  
3 a committee has objected, that joint committee shall take action as permitted under  
4 this subsection with respect to the committee's objection.

5 **SECTION 49.** 227.19 (5) (b) 2. of the statutes is amended to read:

6 227.19 (5) (b) 2. If the joint committee for review of administrative rules, by a  
7 majority vote of a quorum of the committee, requests modifications in a proposed  
8 rule, and the agency, in writing, agrees to consider making modifications, the review  
9 period for the joint committee is extended either to the 10th working day following  
10 receipt by the joint committee of the modified proposed rule or a written statement  
11 to the joint committee that the agency will not make the modifications or to the  
12 expiration of the review period under subd. 1. or, if applicable, subd. 1m., whichever  
13 is later. There is no limit either on the number of modification agreements that may  
14 be entered into or on the time within which modifications may be made.

15 **SECTION 50.** 227.19 (5) (b) 3. of the statutes is repealed.

16 **SECTION 51.** 227.19 (5) (b) 4. of the statutes is amended to read:

17 227.19 (5) (b) 4. If the joint committee for review of administrative rules has  
18 not concluded its jurisdiction over a proposed rule or a part of a proposed rule before  
19 the day specified under s. 13.02 (1) for the next legislature to convene, that  
20 jurisdiction immediately ceases and, within 10 working days after that date, the  
21 presiding officer of the appropriate house shall refer the proposed rule or part of the  
22 proposed rule to the joint committee for review of administrative rules. ~~The of the~~  
23 next legislature. If a committee review period that was is interrupted by the loss of  
24 jurisdiction under this subdivision continues, a new committee review period as  
25 provided in subd. 1. shall begin for the joint committee for review of administrative

1 rules to which the proposed rule or part of the proposed rule is referred under this  
2 subdivision beginning on the date of referral under this subdivision.

3 **SECTION 52.** 227.19 (5) (c) of the statutes is amended to read:

4 227.19 (5) (c) *Agency not to promulgate rule during joint committee review.* An  
5 agency may not promulgate a proposed rule ~~to which a committee has objected unless~~  
6 or a part of a proposed rule until the joint committee for review of administrative  
7 rules, ~~under par. (d), nonconcur in the action~~ objection of the committee, concur in  
8 the approval of the committee, otherwise approves the proposed rule or part of the  
9 proposed rule, or waives its jurisdiction over the proposed rule or part of the proposed  
10 rule under par. (d), until the expiration of the review period under par. (b) 1., if no  
11 committee has objected to the proposed rule or the part of the proposed rule, or until  
12 a bill introduced under par. (e) fails to be enacted. An agency may promulgate any  
13 part of a proposed rule to which no objection has been made.

14 **SECTION 53.** 227.19 (5) (d) of the statutes is amended to read:

15 227.19 (5) (d) *Joint committee action.* The joint committee for review of  
16 administrative rules may nonconcur in a committee's objection to a proposed rule or  
17 a part of a proposed rule, concur in a committee's approval of a proposed rule or a part  
18 of a proposed rule, otherwise approve a proposed rule or a part of a proposed rule, or  
19 waive its jurisdiction over a proposed rule or a part of a proposed rule by voting to  
20 nonconcur, concur, or approve, or to waive its jurisdiction, during the applicable  
21 review period under par. (b). If the joint committee for review of administrative rules  
22 objects to a proposed rule or a part of a proposed rule, an agency may not promulgate  
23 the proposed rule or part of the proposed rule objected to until a bill introduced under  
24 par. (e) fails to be enacted. The joint committee for review of administrative rules

1 may object to a proposed rule or a part of a proposed rule only for one or more of the  
2 reasons specified under sub. (4) (d).

3 **SECTION 54.** 227.19 (5) (e) of the statutes is amended to read:

4 227.19 (5) (e) *Bills to prevent promulgation.* When the joint committee for  
5 review of administrative rules objects to a proposed rule or a part of a proposed rule  
6 it shall, within 30 days of the date of the objection, meet and take executive action  
7 regarding the introduction, in each house of the legislature, of a bill to support the  
8 objection. The joint committee shall introduce the bills within 5 working days after  
9 taking executive action in favor of introduction of the bills unless the bills cannot be  
10 introduced during this time period under the joint rules of the legislature.

11 **SECTION 55.** 227.19 (5) (f) of the statutes is amended to read:

12 227.19 (5) (f) *Timely introduction of bills; effect.* If both bills required under par.  
13 (e) are defeated, or fail to be enacted in any other manner, the agency may  
14 promulgate the proposed rule or part of the proposed rule that was objected to. If  
15 either bill becomes law, the agency may not promulgate the proposed rule or part of  
16 the proposed rule that was objected to unless a subsequent law specifically  
17 authorizes its promulgation. This paragraph applies to bills introduced on or after  
18 the day specified under s. 13.02 (1) for the legislature to convene and before February  
19 1 of an even-numbered year.

20 **SECTION 56.** 227.19 (5) (g) (intro.) of the statutes is amended to read:

21 227.19 (5) (g) (intro.) If the bills required under par. (e) are introduced on or  
22 after February 1 of an even-numbered year and before the next regular session of  
23 the legislature commences, as provided under s. 13.02 (2), or if the bills cannot be  
24 introduced during this time period under the joint rules of the legislature, the joint  
25 committee for review of administrative rules shall introduce the bills on the first day

1 of the next regular session of the legislature, unless either house adversely disposes  
2 of either bill. If the joint committee for review of administrative rules is required to  
3 introduce the bills, the agency may not promulgate the proposed rule or part of the  
4 proposed rule to which the bills pertain except as provided in par. (f). If either house  
5 adversely disposes of either bill, the agency may promulgate the proposed rule or  
6 part of the proposed rule that was objected to. In this paragraph, “adversely disposes  
7 of” means that one house has voted in one of the following ways:

8 **SECTION 57.** 227.19 (6) (a) 1. of the statutes is amended to read:

9 227.19 (6) (a) 1. An explanation of the issue involving the proposed rule or part  
10 of the proposed rule objected to and the factual situation out of which the issue arose.

11 **SECTION 58.** 227.19 (6) (a) 4. of the statutes is amended to read:

12 227.19 (6) (a) 4. A statement and analysis of the grounds upon which the joint  
13 committee for review of administrative rules relies for objecting to the proposed rule  
14 or part of the proposed rule.

15 **SECTION 59.** 227.24 (1) (e) 1. of the statutes is renumbered 227.24 (1) (e) 1m.

16 **SECTION 60.** 227.24 (1) (e) 1d. of the statutes is created to read:

17 227.24 (1) (e) 1d. Prepare a statement of the scope of the proposed emergency  
18 rule as provided in s. 227.135 (1), obtain approval of the statement as provided in s.  
19 227.135 (2), and send the statement to the legislative reference bureau for  
20 publication in the register under s. 227.135 (3) at the same time that the proposed  
21 emergency rule is published. If the agency changes the scope of a proposed  
22 emergency rule as described in s. 227.135 (4), the agency shall prepare and obtain  
23 approval of a revised statement of the scope of the proposed emergency rule as  
24 provided in s. 227.135 (4).

25 **SECTION 61.** 227.24 (1) (e) 1g. of the statutes is created to read:

1           227.24 (1) (e) 1g. Submit the proposed emergency rule in final draft form to the  
2 governor for approval. The governor, in his or her discretion, may approve or reject  
3 the proposed emergency rule. If the governor approves a proposed emergency rule,  
4 the governor shall provide the agency with a written notice of that approval. An  
5 agency may not file an emergency rule for publication until the governor approves  
6 the emergency rule in writing.

7           **SECTION 62.** 227.40 (1) of the statutes is amended to read:

8           227.40 (1) Except as provided in sub. (2), the exclusive means of judicial review  
9 of the validity of a rule shall be an action for declaratory judgment as to the validity  
10 of such the rule brought in the circuit court for the county where the party asserting  
11 the invalidity of the rule resides or has its principal place of business or, if that party  
12 is a nonresident or does not have its principal place of business in this state, in the  
13 circuit court for ~~Dane County~~ the county where the dispute arose. The officer, board,  
14 ~~commission~~ or other agency whose rule is involved shall be the party defendant. The  
15 summons in such the action shall be served as provided in s. 801.11 (3) and by  
16 delivering a copy to such that officer or, if the agency is composed of more than one  
17 person, to the secretary or clerk of the agency where composed of more than one  
18 person or to any member of such the agency. The court shall render a declaratory  
19 judgment in such the action only when it appears from the complaint and the  
20 supporting evidence that the rule or its threatened application interferes with or  
21 impairs, or threatens to interfere with or impair, the legal rights and privileges of the  
22 plaintiff. A declaratory judgment may be rendered whether or not the plaintiff has  
23 first requested the agency to pass upon the validity of the rule in question.

24           **SECTION 62g.** 227.40 (6) of the statutes is created to read:

1           227.40 (6) Upon entry of a final order in a declaratory judgment action under  
2 sub. (1), the court shall notify the legislative reference bureau of the court's  
3 determination as to the validity or invalidity of the rule, and the legislative reference  
4 bureau shall publish a notice of that determination in the Wisconsin administrative  
5 register under s. 35.93 (4) and insert an annotation of that determination in the  
6 Wisconsin administrative code under s. 13.92 (4) (a).

7           **SECTION 63g.** 801.50 (3) of the statutes is amended to read:

8           801.50 (3) All Except as provided in this subsection, all actions in which the  
9 sole defendant is the state, any state board or commission, or any state officer,  
10 employee, or agent in an official capacity shall be venued in Dane County unless  
11 another venue is specifically authorized by law. All actions relating to the validity  
12 or invalidity of a rule shall be venued as provided in s. 227.40 (1).

13           **SECTION 9309. Initial applicability; Circuit Courts.**

14           (1) VENUE IN DECLARATORY JUDGMENT ACTIONS. The treatment of sections 13.92  
15 (4) (a), 35.93 (4), and 227.40 (1) and (6) of the statutes first applies to an action for  
16 declaratory judgment commenced on the effective date of this subsection.

17           (2) VENUE IN CERTAIN ACTIONS AGAINST THE STATE. The treatment of section  
18 801.50 (3) of the statutes first applies to an action commenced on the effective date  
19 of this subsection.

20           **SECTION 9355. Initial applicability; Other.**

21           (1) RULE-MAKING AUTHORITY; RULES INTERPRETING STATUTES. The renumbering  
22 and amendment of section 227.11 (2) (a) of the statutes and the creation of section  
23 227.11 (2) (a) 1. to 3. of the statutes first apply to a proposed administrative rule  
24 submitted to the legislative council staff under section 227.15 of the statutes on the  
25 effective date of this subsection.

