LEGISLATIVE POLICY & OUTREACH TEAM ATTN: CARL BRYAN 266-3275 or adminrules@dpi.wi.gov

GENERAL INFORMATION				
Rule No.	Relating to		Rule Type	
PI 1, 5, 6, 7, 8, 11, 23, 24, 25, 30, 34, 35, 38, 48, 49	2025-26 biennial cleanup of DPI administrative rules and affecting small businesses			Permanent
SIGNATURE				
State Superintendent Review		State Superintendent Signature		Date Signed Mo./Day/Yr.
Approved. Begin Drafting Rule				
☐ Disapproved. Reason for Disapproval				
NARRATIVE				
Finding/nature of the emergency (Emergency Rule only).				

N/A

2. A description of the objective of the proposed rule.

The objective of the proposed rule is to make necessary revisions to existing DPI rules resulting from the department's biennial review of administrative rules and enactments as required under s. 227.29, Wis. Stats. The rule changes are as follows:

- Chapter PI 1 (Complaint Resolution and Appeals): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau unders. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.
- Chapter PI 5 (High School Equivalency Diplomas And Certificates Of General Educational Development): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.

Additionally, the department has identified a cross-reference to another provision within the rule that has been renumbered, resulting in a conflict. An update to this cross-reference is necessary to resolve the issue.

Finally, the rule outlines how students can earn a high school equivalency diploma by meeting specific high schoolcredits that are now outdated by s. 118.33, Wis. Stats. A revision to the rule is necessary to align with the current state requirements for graduation.

- Chapter PI 6 (Public Libraries): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.
- Chapter PI 7 (Pupil Transportation): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin

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Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference

• Chapter PI 8 (School District Standards): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.

Additionally, the rule's definition for kindergarten, which means 5-year old kindergarten unless otherwise specified, conflicts with s. 115.01 (2), Wis. Stats, which defines kindergarten to include both 4-year-old and 5-year-old kindergarten, except as otherwise specifically provided. A rule change is necessary to align the rule with statute.

Additionally, ch. PI 8 references past dates for several requirements that remain in effect. A rule change is needed to eliminate the unnecessary references to past dates while preserving these requirements.

Additionally, the rule's provisions governing library media services reference services provided by audiovisual personnel, which is an outdated term. A rule change is necessary to update this language and reconcile all language in the rule for consistency.

Additionally, the rule's provisions for gifted and talented pupils, specifically the requirement that school boards shall provide access, without charge for tuition to appropriate programming for pupils identified as gifted and talented, is in conflict with s. 118.55 (6) (c) 1., Wis. Stats., which requires that a pupil taking a course taken at an institution of higher education only for postsecondary credit is responsible for 25 percent of the actual cost of tuition for the course. A rule change is necessary to clarify these procedures in the case of gifted and talented pupils that are enrolled in a course under the Early College Credit Program and to bring the rule in alignment with statute.

Finally, the rule's provisions for remedial reading, promulgated prior to the passage of 2023 Wisconsin Act 20, reference standards that need to be replaced to reference personal reading plans required under s. 118.016, Wis. Stats.

- Chapter PI 11 (Children with Disabilities): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.
- Chapter PI 23 (Esea Intradistrict Safe School Transfer Options): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.
- Chapter PI 24 (State Aid for Achievement Guarantee Contracts and Partial Debt Service Reimbursement): The department has identified a cross-reference to another provision within the rule that has been repealed, resulting in a conflict. An update to this cross-reference is necessary to resolve the issue.
- Chapter PI 25 (Children at Risk Plan and Program): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.
- Chapter PI 30 (Special Education Aid): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and

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style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.

- Chapter PI 34 (Educator Licenses): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.
- Chapter PI 35 (Milwaukee Parental Choice Program): The rule conflicts with the controlling court decision in School Choice Wisconsin Action, Inc., et al., vs. Wisconsin Department of Public Instruction, et al. (Circuit Court case no. 2022CV1714). The court decision noted that "portions of the Residency Eligibility sections of Wis. Admin. PI §§ 35.05(2) and 48.05(2) that require schools to obtain certain residency documentation specified by DPI are invalid because they provide DPI with the ability to establish rules related to residency documents outside of the statutory rulemaking process." A rule is therefore required to address these issues in compliance with the court order.
- Chapter PI 38 (State Grant Programs): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.

Additionally, the rule is in conflict with s. 115.367, Wis. Stats., which requires the department to promulgate rules to implement and administer the statutes creating the school-based mental health services grants. A rule change is necessary for the purpose of meeting this requirement and implementing the grant program.

- Chapter PI 48 (Racine and Wisconsin Parental Choice Programs): The rule conflicts with the controlling court decision in School Choice Wisconsin Action, Inc., et al., vs. Wisconsin Department of Public Instruction, et al. (Circuit Court case no. 2022CV1714). The court decision noted that "portions of the Residency Eligibility sections of Wis. Admin. PI §§ 35.05(2) and 48.05(2) that require schools to obtain certain residency documentation specified by DPI are invalid because they provide DPI with the ability to establish rules related to residency documents outside of the statutory rulemaking process." A rule is therefore required to address these issues in compliance with the court order.
- Chapter PI 49 (Special Needs Scholarship Program): Section 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats. In addition, the Department has revised the rule's drafting to meet the requirements of Section 1.05(2) of the Wisconsin Administrative Rules Procedures Manual, prepared jointly by the Wisconsin Legislative Council and Legislative Reference Bureau.

Additionally, the proposed changes to chs. PI 35 and 48, arising from the controlling court decision in School Choice Wiscons in Action, Inc., et al., vs. Wiscons in Department of Public Instruction, et al. (Circuit Court case no. 2022CV1714), could potentially render **portions** of PI 49 in conflict with those rules. Therefore, revisions to ch. PI 49 are necessary to bring those provisions in alignment with the applicable revisions in chs. PI 35 and 48.

3. A description of the existing policies and new policies included in the proposed rule and an analysis of policy alternatives.

Under s. 227.29, Wis. Stats., each state agency that has promulgated rules in the Wisconsin Administrative Code is required to submit a biennial report to the Joint Committee for Review of Administrative Rules. The report must list the rules for which the following circumstances apply: 1) the rule is deemed unauthorized; 2) the authority to promulgate has been restricted; 3) the rule is deemed obsolete or has been rendered unnecessary; 4) the rule is duplicative of, superseded by, or in conflict with another rule, a state statute, a federal statute or regulation, or a court ruling; and 5) the rule is deemed to be economically burdensome. Under s. 227.29 (2), Wis.

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Stats., the report must also describe the agency's actions, if any, to address each of the rules listed and must include an explanation for any listed rule for which the agency has not taken any action.

The proposed rules addressed in this statement of scope are intended to address the rules that meet the intent of the reporting requirement in statute (note: there were no rules that were deemed unauthorized, economically burdensome, or rules whose authority to promulgate had been restricted). The revisions made under this scope statement are designed to correct conflicts in current DPI rules, address unnecessary rule provisions, and conform DPI rules with rule drafting guidelines prescribed in statute. Without these rule changes, the department will continue to administer the rules as they currently exist.

- 4. The statutory authority for the proposed rule.
- Chapter PI 1 (Complaint Resolution and Appeals): Pursuant to s. 115.28 (5), Wis. Stats., the state superintendent shall "examine and determine all appeals which by law are made to the state superintendent and prescribe rules of practice in respect thereto, not inconsistent with law." Additionally, under s. 227.11 (2) (a) (intro.), Stats., "[e]ach agency may promulgate rules interpreting the provisions of any statute enforced or administered by the agency, if the agency considers it necessary to effectuate the purpose of the statute, but a rule is not valid if the rule exceeds the bounds of correct interpretation." See also, Wisc onsin Ass'n of State Prosecutors v. Wisconsin Employment Relations Comm'n, 2018 WI 17, ¶42 ("statutory mandates are also statutory authorizations, and authorization of an act also authorizes a necessary predicate act.") (internal quotation marks omitted). As such, a rule is required to effectively examine and determine all appeals made to the department, pursuant to s. 115.28 (5), Wis. Stats.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

• Chapter PI 5 (High School Equivalency Diplomas And Certificates Of General Educational Development): The state superintendent is required to establish standards by which high school graduation equivalency is determined, pursuant to s. 115.29 (4), Wis. Stats. Under s. 227.11 (2) (a) (intro.), Wis. Stats., "[e]ach agency may promulgate rules interpreting the provisions of any statute enforced or administered by the agency, if the agency considers it necessary to effectuate the purpose of the statute, but a rule is not valid if the rule exceeds the bounds of correct interpretation." See also, Wisconsin Ass'n of State Prosecutors v. Wisconsin Employment Relations Comm'n, 2018 WI 17, ¶ 42 ("statutory mandates are also statutory authorizations, and authorization of an act also authorizes a necessary predicate act.") (internal quotation marks omitted). As such, the proposed rule is necessary for the Department to effectively implement and administer the statutes governing high school graduation equivalency under s. 115.29, Wis. Stats.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

• Chapter PI 6 (Public Libraries): Under s. 43.09 (2), Wis. Stats., the division of libraries and technology at the department may promulgate, by rule, necessary standards for public library systems. If promulgated, such rules shall be consistent with s. 43.15, Wis. Stats., and shall be established in accordance with ch. 227, Wis. Stats., except that the division shall hold a public hearing prior to adoption of any proposed rule. In addition to the notice required under s. 227.17, Wis. Stats., the division shall endeavor to notify each public library of such public hearings.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

• Chapter PI 7 (Pupil Transportation): The Department is required to determine the amount of compensation to be designated to parent contracts pursuant to s. 121.55 (1) (b), Wis. Stats. Under s. 227.11 (2) (a) (intro.), Wis. Stats., "[e]ach agency may promulgate rules interpreting the provisions of any statute enforced or administered by the agency, if the agency considers it necessary to effectuate the purpose of the statute, but a rule is not valid if the rule exceeds the bounds of correct interpretation." See also, Wisconsin Ass'n of State Prosecutors v. Wisconsin Employment Relations Comm'n, 2018 WI 17, ¶ 42 ("statutory mandates are also statutory authorizations, and authorization of an act also authorizes a necessary predicate act.") (internal quotation marks omitted). As such, the proposed rule is necessary for the Department to effectively implement and administer parent contracts for pupil transportation under s. 121.55, Wis. Stats.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and

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style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

• Chapter PI 8 (School District Standards): Section 121.02 (5), Wis. Stats., requires the department to promulgate rules to implement and administer the statutes governing school district standards, including rules defining regular instruction.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

• Chapter PI 11 (Children with Disabilities): The Department is required to implement and administer the statutes governing children with disabilities under subch. V of ch. 115, Wis. Stats. Under s. 227.11 (2) (a) (intro.), Wis. Stats., "[e]ach agency may promulgate rules interpreting the provisions of any statute enforced or administered by the agency, if the agency considers it necessary to effectuate the purpose of the statute, but a rule is not valid if the rule exceeds the bounds of correct interpretation." See also, Wisconsin Ass'n of State Prosecutors v. Wisconsin Employment Relations Comm'n, 2018 WI 17, ¶ 42 ("statutory mandates are also statutory authorizations, and authorization of an act also authorizes a necessary predicate act.") (internal quotation marks omitted). As such, a rule is required to administer implement and administer the statutes governing children with disabilities under subch. V of ch. 115, Wis. Stats.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

• Chapter PI 23 (Esea Intradistrict Safe School Transfer Options): The Department is required to implement and administer the payment of state aid pursuant to s. 115.28 (9), Wis. Stats. Under s. 227.11 (2) (a) (intro.), Wis. Stats., "[e]ach agency may promulgate rules interpreting the provisions of any statute enforced or administered by the agency, if the agency considers it necessary to effectuate the purpose of the statute, but a rule is not valid if the rule exceeds the bounds of correct interpretation." See also, Wisconsin Ass'n of State Prosecutors v. Wisconsin Employment Relations Comm'n, 2018 WI 17, ¶ 42 ("statutory mandates are also statutory authorizations, and authorization of an act also authorizes a necessary predicate act.") (internal quotation marks omitted). As such, a rule is required to administer criteria the receipt and disbursement of federal funds for which the state superintendent has jurisdiction under s. 115.28 (9), Wis. Stats.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

- Chapter PI 24 (State Aid for Achievement Guarantee Contracts and Partial Debt Service Reimbursement): Under ss. 118.43 (6m) and 118.44 (6) (e), Wis. Stats., the department is required to promulgate rules to implement and administer the payment of aid to school districts that have entered achievement guarantee contracts.
- Chapter PI 25 (Children at Risk Plan and Program): Section 118.153 (7), Wis. Stats., requires the department to promulgate rules to implement and administer the statutes creating children at risk plans and programs.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

• Chapter PI 30 (Special Education Aid): The Department is required to implement and administer the payment of state aid pursuant to s. 115.881, Wis. Stats. Under s. 227.11 (2) (a) (intro.), Wis. Stats., "[e]ach agency may promulgate rules interpreting the provisions of any statute enforced or administered by the agency, if the agency considers it necessary to effectuate the purpose of the statute, but a rule is not valid if the rule exceeds the bounds of correct interpretation." See also, Wisconsin Ass'n of State Prosecutors v. Wisconsin Employment Relations Comm'n, 2018 WI 17, ¶ 42 ("statutory mandates are also statutory authorizations, and authorization of an act also authorizes a necessary predicate act.") (internal quotation marks omitted). As such, a rule is required to administer criteria the high cost special education aid program under s. 115.881, Wis. Stats.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and

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style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

• Chapter PI 34 (Educator Licenses): Under s. 115.28 (7) (a), Wis. Stats., the state superintendent shall License all teachers for the public schools of the state; make rules establishing standards of attainment and procedures for the examination and licensing of teachers within the limits prescribed in ss. 118.19 (3), 118.191, 118.1915, 118.192, 118.193, 118.194, 118.195, and 118.197, Wis. Stats.; prescribe by rule standards, requirements, and procedures for the approval of teacher preparatory programs leading to licensure, including a requirement that, to be approved by the state superintendent, a teacher preparatory program shall demonstrate that it provides instruction that prepares teachers to teach reading and language arts using science-based early reading instruction, as defined in s. 118.015 (1c) (b), Wis. Stats., and does not provide instruction on teaching reading and language arts that incorporates 3-cueing, as defined in s. 118.015 (1c) (c), Wis. Stats., and a requirement that, beginning on July 1, 2012, and annually thereafter, each teacher preparatory program located in this state shall submit to the department a list of individuals who have completed the program and who have been recommended by the program for licensure under this subsection, together with each individual's date of program completion, from each term or semester of the program's most recently completed academic year; file in the state superintendent's office all papers relating to state teachers' licenses; and register each such license.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

- Chapter PI 35 (Milwaukee Parental Choice Program): Section 119.23 (11) (a), Wis. Stats., requires the department to promulgate rules to implement and administer the statutes creating the Milwaukee parental choice program.
- Chapter PI 38 (State Grant Programs): Section 115.367 (4), Wis. Stats., requires the department to promulgate rules to implement and administer the statutes creating the school-based mental health services grants.

Additionally, s. 227.14 (1), Wis. Stats., requires agencies to prepare administrative rules adhering substantially to the form and style used by the legislative reference bureau in preparation of bill drafts and the form and style specified in the manual prepared by the legislative council staff and the legislative reference bureau under s. 227.15 (7), Wis. Stats.

- Chapter PI 48 (Racine and Wisconsin Parental Choice Programs): Section 118.60 (11) (a), Wis. Stats., requires the
 department to promulgate rules to implement and administer the statutes creating the Racine and Wisconsin parental choice
 programs.
- Chapter PI 49 (Special Needs Scholarship Program): Section 115.7915 (10), Wis. Stats., requires the department to promulgate rules to implement and administer the statutes creating the special needs scholarship program, including rules relating to the eligibility and participation of eligible schools, including timelines that maximize child and school participation; the calculation and distribution of scholarship; and the application and approval procedures for children and eligible schools.
- 5. An estimate of the amount of time agency employees will spend developing the proposed rule and of other resources needed to develop the rule.

The amount of time needed for rule development by department staff and the amount of other resources necessary are indetermin ate but is expected to be minimal.

6. A description of all of the entities that will be affected by the proposed rule.

No entities should be affected by this rule change since the change will only be done to correct conflicts in current DPI rules, address unnecessary rule provisions, and conform DPI rules with the rule drafting guidelines prescribed in statute.

7. A summary and preliminary comparison of any existing or proposed federal regulation that addresses or is intended to address the activities to be regulated by the proposed rule.