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State of Misconsin 1997 - 1998 LEGISLATURE

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1997 SENATE BILL 388

December 30, 1997 – Introduced by Senators Moen, Weeden, Roessler, Panzer, Huelsman and Drzewiecki, cosponsored by Representatives Goetsch, Musser, Staskunas, Robson, Skindrud, Hasenohrl, Ainsworth, Baumgart, Hahn, Gunderson, Jeskewitz, Gronemus, Dobyns, Ladwig, Albers, Porter, Green, Otte, Walker, Grothman, Sykora, Nass, Seratti, Brandemuehl, Kedzie, Powers, Plouff, Ziegelbauer, F. Lasee, Olsen, Ott, Kaufert, Harsdorf and Owens, by request of Attorney General James Doyle. Referred to Committee on Judiciary, Campaign Finance Reform and Consumer Affairs.

AN ACT to repeal 808.04 (5); to renumber and amend 801.02 (7) and 807.04; to amend 19.35 (3) (f), 301.048 (3) (d), 302.11 (1), 302.11 (2) (e), 302.11 (7) (b), 302.43, 303.07 (3), 304.06 (1) (b), 801.09 (2) (a), 802.06 (1), 802.06 (2) (a) (intro.), 804.01 (1), 804.05 (1), 804.06 (1) (a), 804.08 (1) (a), 804.09 (2), 804.11 (1) (a), 814.24, 814.245 (3), 814.29 (1) (a), 814.29 (3) (b), 893.16 (1) and 893.82 (3); and to create 19.35 (3) (g), 301.328, 302.11 (1q), 801.02 (7) (a), (b), (d) and (e), 802.05 (3), 802.06 (1m), 804.015, 806.025, 807.04 (2), 807.15, 809.103, 813.02 (1) (c), 813.40, 814.25, 814.29 (1m), 893.735, 893.82 (3m), 895.45 and 895.76 of the statutes; relating to: litigation by persons incarcerated, imprisoned, confined or detained in a jail or prison, immunity from civil liability, the time period for the state to respond to an action and limiting access to public records.

Analysis by the Legislative Reference Bureau

This bill makes changes in current law relating to litigation brought by prisoners (persons incarcerated, imprisoned, confined or detained in a jail or prison). Among the changes made by the bill are the following:

Limitations on commencing lawsuits

Currently, certain persons with a "disability" who are entitled to bring a lawsuit may have the time period extended for commencing the lawsuit until a certain length of time after the person's disability ceases if the person had the disability at the time the action accrued. The disability applies to persons under the age of 18 years, the insane and prisoners, and allows persons to commence an action within 2 years after they become 18 years of age and within 5 years after they are no longer insane or are no longer in prison. This bill removes being a prisoner as a disability for purposes of delaying the commencement of a lawsuit.

The bill requires a prisoner to commence an action related to prison or jail conditions for which there are administrative remedies available, including a petition for a writ of certiorari, within 30 days after the cause of action accrues or the action is barred.

Limits on remedies

The bill provides that a petition for a writ of certiorari is a prisoner's only method of challenging certain official actions. A petition for a writ of certiorari involves asking a court to review an action taken by an administrative agency or a lower court based on the information used by the agency or lower court and without presenting any additional information to the reviewing court. Under the bill, the decisions that must be challenged using a petition for a writ of certiorari are related to the following: 1) prison discipline; 2) revocation of probation; 3) denial or revocation of parole; and 4) the disposition of a complaint regarding prison or jail conditions.

In addition, under the bill, a prisoner may not recover damages for mental or emotional injury unless the prisoner shows that he or she suffered a physical injury as a result of the same incident that caused the mental or emotional injury.

Exhaustion of administrative remedies

Currently, a prisoner is prohibited from commencing a civil action against department of corrections (DOC) personnel until the prisoner has exhausted all administrative remedies promulgated by DOC by rule. This bill expands that prohibition to apply to all civil actions by prisoners related to prison or jail conditions against any person for which there are administrative remedies available.

Pleading requirements

The bill requires a prisoner, at the time of filing any action related to prison or jail conditions, to provide all of the following: 1) documentation showing that he or she has exhausted all administrative remedies; 2) copies of all of the written materials that he or she provided to the administrative agency; and 3) copies of all written materials the administrative agency provided to him or her as part of the administrative proceeding.

Limit on filing of actions by certain persons

Except when the prisoner is in danger of serious injury, the bill requires a court that receives papers from a prisoner commencing a civil action to dismiss the action if the prisoner has had a court proceeding dismissed on 3 or more prior occasions because the proceeding was frivolous, was used for an improper purpose, such as to

harass, sought monetary damages from a person immune from such damages, or failed to state a claim upon which relief could be granted.

Waiver of answer

Currently, if a person, including a prisoner, commences an action, the defendant in the action has 20 days after service of the complaint to serve an answer in response to the complaint. In certain cases the state has 45 days to answer a complaint. This bill gives a defendant in an action commenced by a prisoner the right to waive any response to the complaint. Under the bill, the failure to respond to an action related to prison or jail conditions is an affirmative defense against all of the allegations made in the complaint. The court is required by the bill to review the pleadings and, if the court determines the plaintiff may prevail on the merits, order the defendant to respond to the pleadings.

Costs and fees in prisoner actions

The bill provides that, if a prisoner brings an action related to prison or jail conditions, no costs may be awarded against an employe of the state or a public agency who is acting in his or her official capacity or against the state or a public agency. If the state or public agency prevails in an action brought by a prisoner related to prison or jail conditions, the bill provides that the prisoner must pay the court costs and filing fees. If a prisoner bringing an action requests permission to bring the action without the payment of fees, the bill requires the prisoner to do all of the following:

- 1. Submit an affidavit that shows that he or she is unable to pay the fees.
- 2. Submit an affidavit stating that he or she has paid all previously assessed court costs and fees.
 - 3. Provide a certified copy of his or her prison trust fund account statement.

If the court determines that the prisoner has some money in a trust fund account, the court must order the prisoner to pay part of the court fees immediately, based on the amount available in the prisoner trust fund account, and pay the rest over time from the prisoner trust fund account. The bill allows the court to waive the payment of fees and the submission of the required documents if the prisoner is in danger of serious physical harm.

Payment of judgments

Under the bill, if a court enters a judgment for a monetary award to a prisoner, the court shall order that the award be paid in the following order:

- 1. To satisfy any unpaid court order of restitution.
- 2. To pay any civil judgment in favor of a crime victim.
- 3. To reimburse the department of justice for any awards made to crime victims.
- 4. To pay any unpaid court costs or filing fees.
- 5. To reimburse DOC for any loans made to the prisoner to enable him or her to engage in litigation.
- 6. To victims of the prisoner's crimes who are notified of the award and petition the court for payments.
 - 7. To the prisoner.

Change in mandatory release date; loss of good time

Under current law, with certain exceptions, a person sentenced to prison is entitled to mandatory release on parole after he or she has served two-thirds of his or her prison sentence. A prison inmate's mandatory release date is subject to extension if he or she violates any regulation of the prison or refuses or neglects to perform a required or assigned duty.

In addition, under current law, a person sentenced to jail is eligible to earn "good time" in the amount of one-fourth of his or her term if he or she maintains good behavior. A jail inmate may lose good time if he or she violates any regulation of the jail or refuses or neglects to perform a required duty.

This bill allows a court to order that a prison inmate's mandatory release date be extended or that a jail inmate be deprived of good time if the court finds that the inmate commenced an action or special proceeding for a malicious purpose or solely to harass the other party or that the inmate testified falsely or provided false evidence or information to the court. The court must specify the number of days by which a inmate's mandatory release date is extended or the number of days of good time a jail inmate is to lose.

Discovery

Currently, parties to an action may obtain discovery by various methods, including depositions, interrogatories, production of documents and physical examinations. The frequency and use of these methods is not limited unless the court orders otherwise. Under this bill, in an action commenced by a prisoner, the prisoner may not obtain discovery before the court receives a copy of the defendant's responsive pleading, unless the court orders a party to submit to discovery. If the defendant waives his or her answer, or moves to dismiss the action, the prisoner may not obtain discovery until the court determines if the action may continue. Under the bill, any discovery by a prisoner is limited to what is essential to his or her case, and must result in minimal intrusion in the activities of the person subject to discovery. The bill limits the number of requests a prisoner may make for interrogatories, production of documents or admissions to 15, unless good cause is shown for additional requests.

Injunctive relief

Currently, as part of an action, a party may seek and receive a temporary injunction to prevent another person from committing some act after giving the other party a chance to comment regarding the injunction. This bill requires a court, before issuing an injunction in an action regarding prison or jail conditions, to give the attorney representing the prison or jail the opportunity for a hearing. Under the bill, any temporary injunction issued regarding prison or jail conditions expires 90 days after it is issued unless the court orders that the injunction be extended. The bill requires that the temporary injunction require only what is necessary to correct the harm, is the least intrusive means necessary to correct the harm and does not require a governmental official or agent to exceed his or her authority or violate state law or a local ordinance except under limited circumstances.

Appeals

The bill allows the appellate court to dismiss an appeal without requiring the reply by the respondent if the appeal is frivolous, used for an improper purpose, seeks monetary damages from a person immune from such damages or if there is no ground upon which relief may be granted.

Public records

Under current law, a person has the right to inspect and receive a copy of a public record. The custodian of the record may impose a fee for a copy of the record and may require prepayment if the fee imposed is over \$5. This bill allows the custodian of the record to require prepayment of the fee if the copy of the record is requested by a person confined in a local, state or federal prison and that person has failed to pay any fee for a previously requested record. The bill also allows the custodian of the record to deny a request for a record made by a person confined in a local, state or federal prison if the person has not paid any fee imposed for a previously requested record.

Attorney general opinions

The bill provides immunity from civil liability for any public official, employe or agent for his or her acts or omissions committed in reliance upon a written opinion of the attorney general.

Litigation loans to prisoners

Under current law, DOC may make loans to a prisoner without sufficient funds in his or her general account to pay for paper, photocopying and postage for correspondence with courts, attorneys, parties in litigation, the inmate complaint review system or the parole board. Generally, no inmate may receive more than \$200 in such loans annually, except that any amount of the debt the inmate repays during the year may be advanced to the inmate again and the \$200 loan limit may be exceeded in cases of extraordinary need.

This bill provides that if a prisoner fails to repay a loan made by DOC to pay expenses associated with litigation commenced by the prisoner, the warden of the institution where the prisoner is located may submit, to the circuit court for the county in which the institution is located, a certification of the amount of the loans that are unpaid. The certified amount of the unpaid loans then becomes a judgment against the prisoner unless the prisoner submits a written objection within 20 days after the court receives the warden's certification. If the prisoner submits a written objection, the court must treat the objection as the commencement of a civil action by the prisoner, and the prisoner bears the burden of proving that the certified amount of the unpaid loans is incorrect.

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

SECTION 1. 19.35 (3) (f) of the statutes is amended to read:

19.35 (3) (f) An authority may require prepayment by a requester of any fee or fees imposed under this subsection if the total amount exceeds \$5 or if the requester is a prisoner, as defined in s. 301.01 (2), or is a person confined in a federal correctional institution located in this state, and he or she has failed to pay any fee that was imposed by the authority for a request made previously by that requester.

SECTION 2. 19.35 (3) (g) of the statutes is created to read:

19.35 (3) (g) If a prisoner, as defined in s. 301.01 (2), or a person confined in a federal correctional institution located in this state has failed to pay any fee imposed by the authority for a previous request, the authority may deny a request by the prisoner or person.

SECTION 3. 301.048 (3) (d) of the statutes is amended to read:

301.048 (3) (d) A person may seek review of a final decision of the department of corrections, or of the division of hearings and appeals in the department of administration acting under s. 304.06 (3), relating to denials of eligibility for or placement in sanctions, or relating to discipline or revocation under or termination from the intensive sanctions program only by the common law writ of certiorari.

Section 4. 301.328 of the statutes is created to read:

301.328 Judgment for litigation loans to prisoners. (1) In this section, "litigation loan" means a loan made to a prisoner by the department to pay for paper, photocopying, postage or other expenses associated with litigation commenced by the prisoner.

(2) If a prisoner fails to repay a litigation loan to the department, the warden of the institution where the prisoner is incarcerated, imprisoned, confined or detained may submit a certification under oath to the clerk of circuit court in the

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county where the institution is located. The certification shall state the amount of litigation loans unpaid, the name and location of the prisoner and such other information as the court considers necessary. The court shall order that the amount certified by the warden be a judgment on behalf of the state and against the prisoner if the prisoner fails to submit a written objection to the court within 20 days after the court receives the certification from the warden. If the prisoner timely submits a written objection to the certification, the court shall consider the objection to be a complaint in a civil action and proceed under the rules of procedure under ch. 799, without requiring the service of a summons or the payment of filing fees.

- (3) At the same time that the warden submits the certification to the court, the warden shall provide the prisoner with a copy of the certification. The warden shall attach to the certification provided to the prisoner a notice informing the prisoner of all of the following:
- (a) That if the prisoner fails to submit a written objection to the court within 20 days after the court receives the certification from the warden, the court shall order that the amount certified by the warden be a judgment on behalf of the state and against the prisoner.
- (b) The name and address of the circuit court where the certification was submitted.
- (c) That if the prisoner timely objects to the certification, the objection will be considered a complaint for purposes of the commencement of a civil suit under ch. 799.
- (d) That the prisoner is required to submit a copy of the objection to the warden at the time he or she submits the objection to the clerk of circuit court.

Section 5. 302.11 (1) of the statutes is amended to read:

302.11 (1) The warden or superintendent shall keep a record of the conduct of each inmate, specifying each infraction of the rules. Except as provided in subs. (1g), (1m), (1q), (7) and (10), each inmate is entitled to mandatory release on parole by the department. The mandatory release date is established at two-thirds of the sentence. Any calculations under this subsection or sub. (1q) (b) or (2) (b) resulting in fractions of a day shall be rounded in the inmate's favor to a whole day.

Section 6. 302.11 (1q) of the statutes is created to read:

- 302.11 (1q) (a) An inmate who files an action or special proceeding, including a petition for a common law writ of certiorari, to which s. 807.15 applies shall have his or her mandatory release date extended by the number of days specified in the court order prepared under s. 807.15 (3).
- (b) Upon receiving a court order issued under s. 807.15, the department shall recalculate the mandatory release date of the inmate to whom the order applies and shall inform the inmate of his or her new mandatory release date.
 - **SECTION 7.** 302.11 (2) (c) of the statutes is amended to read:
- 302.11 (2) (c) No extension under this section subsection may require the inmate to serve more days in prison than provided for under the sentence.
 - **Section 8.** 302.11 (7) (b) of the statutes is amended to read:
- 302.11 (7) (b) A parolee returned to prison for violation of the conditions of parole shall be incarcerated for the entire period of time determined by the department of corrections in the case of a waiver or the division of hearings and appeals in the department of administration in the case of a hearing under par. (a), unless paroled earlier under par. (c). The parolee is not subject to mandatory release under sub. (1) or presumptive mandatory release under sub. (1g). The period of time

determined under par. (a) may be extended in accordance with sub. subs. (1q) and (2).

Section 9. 302.43 of the statutes is amended to read:

302.43 Good time. Every inmate of a county jail is eligible to earn good time in the amount of one–fourth of his or her term for good behavior if sentenced to at least 4 days, but fractions of a day shall be ignored. An inmate shall be given credit for time served prior to sentencing under s. 973.155, including good time under s. 973.155 (4). An inmate who violates any law or any regulation of the jail, or neglects or refuses to perform any duty lawfully required of him or her, may be deprived by the sheriff of good time under this section, except that the sheriff shall not deprive the inmate of more than 2 days good time for any one offense without the approval of the court. An inmate who files an action or special proceeding, including a petition for a common law writ of certiorari, to which s. 807.15 applies shall be deprived of the number of days of good time specified in the court order prepared under s. 807.15 (3).

Section 10. 303.07 (3) of the statutes is amended to read:

303.07 (3) Each prisoner serving a sentence under this section who could have been sentenced to a state prison is subject to s. 302.11 (1), (1g), (1q) and (2). Each prisoner serving such a sentence may be transferred to a state prison upon recommendation of the superintendent and approval of the department. The county board may, pursuant to its regulations approved by the department, extend to all other prisoners similar pecuniary earnings and rewards, subject to similar conditions and limitations as those prescribed by s. 302.12 for prisoners in the Wisconsin state prisons.

Section 11. 304.06 (1) (b) of the statutes is amended to read:

304.06 (1) (b) Except as provided in sub. (1m) or s. 302.045 (3), 961.49 (2) or 973.0135, the parole commission may parole an inmate of the Wisconsin state prisons or any felon or any person serving at least one year or more in a county house of correction or a county reforestation camp organized under s. 303.07, when he or she has served 25% of the sentence imposed for the offense, or 6 months, whichever is greater. Except as provided in s. 939.62 (2m) or 973.014, the parole commission may parole an inmate serving a life term when he or she has served 20 years, as modified by the formula under s. 302.11 (1) and subject to extension using the formulas under s. 302.11 (2) (1q) and (2), if applicable. The person serving the life term shall be given credit for time served prior to sentencing under s. 973.155, including good time under s. 973.155 (4). The secretary may grant special action parole releases under s. 304.02. The department or the parole commission shall not provide any convicted offender or other person sentenced to the department's custody any parole eligibility or evaluation until the person has been confined at least 60 days following sentencing.

SECTION 12. 801.02 (7) of the statutes is renumbered 801.02 (7) (c) and amended to read:

801.02 (7) (c) No prisoner, as defined in s. 301.01 (2), may commence a civil action or special proceeding against an officer, employe or agent of the department of corrections in his or her official capacity or as an individual for acts or omissions committed while carrying out his or her duties as an officer, employe or agent or while acting within the scope of his or her office, employment or agency, including a petition for a common law writ of certiorari, with respect to the prison or jail conditions in the facility in which he or she is or has been incarcerated, imprisoned or detained until the person has exhausted any all available administrative remedies that the

remedy.

department of corrections has promulgated by rule. Except for petitions for a
common law writ of certiorari, a prisoner commencing an action or special proceeding
shall first comply with the provisions of s. 893.80 or 893.82.
Section 13. 801.02 (7) (a), (b), (d) and (e) of the statutes are created to read:
801.02 (7) (a) In this subsection:
1. "Correctional institution" means any state or local facility that incarcerates
or detains any adult accused of, charged with, convicted of, or sentenced for any crime
or that incarcerates or detains any juvenile alleged to be delinquent or adjudicated
to be delinquent on the basis of conduct that, if committed by an adult, would be a
crime. A correctional institution includes a Type 1 prison, as defined in s. 301.01 (5),
a Type 2 prison, as defined in s. 301.01 (6), a county jail and a house of correction.
2. "Prisoner" means any person who is incarcerated, imprisoned or otherwise
detained in a correctional institution or who is arrested or otherwise detained by a
law enforcement officer.
3. "Prison or jail conditions" means any matter related to the conditions of
confinement or to the effects of actions by government officers, employes or agents
on the lives of prisoners, but excluding the fact or duration of the confinement.
(b) Review by the common law writ of certiorari is a prisoner's exclusive remedy
for doing any of the following:
1. Challenging the validity of a decision relating to prisoner discipline, the
revocation of probation or the denial or revocation of parole.
2. Challenging the disposition of a complaint concerning prison or jail
conditions, including a complaint concerning a program assignment, institution
assignment or security classification, for which there is an adequate administrative

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- (d) At the time of filing the initial pleading to commence an action or special proceeding, including a petition for a common law writ of certiorari, related to prison or jail conditions, a prisoner shall include, as part of the initial pleading, documentation showing that he or she has exhausted all available administrative remedies. The documentation shall include copies of all of the written materials that he or she provided to the administrative agency as part of the administrative proceeding and all of the written materials the administrative agency provided to him or her related to that administrative proceeding. The documentation shall also include all written materials included as part of any administrative appeal. The court shall deny a prisoner's request to proceed without the prepayment of fees and costs under s. 814.29 (1m) if the prisoner fails to comply with this paragraph or if the prisoner has failed to exhaust all available administrative remedies.
- (e) The court shall dismiss any action or special proceeding, including a petition for a common law writ of certiorari, commenced by any prisoner if that prisoner has, on 3 or more prior occasions, while he or she was incarcerated, imprisoned, confined or detained in a jail or prison, brought an appeal, writ of error, action or special proceeding, including a petition for a common law writ of certiorari, that was dismissed by a state or federal court for any of the reasons listed in s. 802.05 (3) (b) 1. to 4. The court may permit a prisoner to commence the action or special proceeding, notwithstanding this paragraph, if the court determines that the prisoner is in imminent danger of serious physical injury.

Section 14. 801.09 (2) (a) of the statutes is amended to read:

801.09 (2) (a) Within 20 days, or within 45 days if the defendant is the state or an officer, agent, employe or agency of the state in an action or special proceeding brought within the purview of s. 893.82 or 895.46, exclusive of the day of service, after

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- the summons has been served personally upon the defendant or served by substitution personally upon another authorized to accept service of the summons for the defendant; or
 - **Section 15.** 802.05 (3) of the statutes is created to read:
- 802.05 (3) (a) A court shall review the initial pleading as soon as practicable after the action or special proceeding is filed with the court if the action or special proceeding is commenced by a prisoner, as defined in s. 801.02 (7) (a) 2.
 - (b) The court may dismiss the action or special proceeding without requiring the defendant to answer the pleading if the court determines that the action or special proceeding meets any of the following conditions:
 - 1. Is frivolous, as determined under s. 814.025 (3).
- 12 2. Is used for any improper purpose, such as to harass, to cause unnecessary 13 delay or to needlessly increase the cost of litigation.
 - 3. Seeks monetary damages from a defendant who is immune from such relief.
 - 4. Fails to state a claim upon which relief may be granted.
 - (c) If a court dismisses an action or special proceeding under par. (b), the court shall notify the department of justice or the attorney representing the political subdivision, as appropriate, of the dismissal by a procedure developed by the director of state courts in cooperation with the department of justice.
 - (d) The dismissal of an action or special proceeding under par. (b) does not relieve the prisoner from paying the full filing fee related to that action or special proceeding.
- 23 **Section 16.** 802.06 (1) of the statutes is amended to read:
- 24 802.06 (1) When presented. A Except as provided under sub. (1m) or when a court dismisses an action or special proceeding under s. 802.05 (3), a defendant 25

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shall serve an answer within 20 days after the service of the complaint upon the defendant. If a guardian ad litem is appointed for a defendant, the guardian ad litem shall have 20 days after appointment to serve the answer. A party served with a pleading stating a cross-claim against the party shall serve an answer thereto within 20 days after the service upon the party. The plaintiff shall serve a reply to a counterclaim in the answer within 20 days after service of the answer. The Except as provided under sub. (1m), the state or an agency of the state or an officer, employe or agent of the state in an action brought within the purview of s. 893.82 or 895.46 shall serve an answer to the complaint or to a cross-claim or a reply to a counterclaim within 45 days after service of the pleading in which the claim is asserted. If any pleading is ordered by the court, it shall be served within 20 days after service of the order, unless the order otherwise directs. The service of a motion permitted under sub. (2) alters these periods of time as follows, unless a different time is fixed by order of the court: if the court denies the motion or postpones its disposition until the trial on the merits, the responsive pleading shall be served within 10 days after notice of the court's action; or if the court grants a motion for a more definite statement, the responsive pleading shall be served within 10 days after the service of the more definite statement.

Section 17. 802.06 (1m) of the statutes is created to read:

802.06 (1m) WAIVER OF ANSWER. (a) A defendant may waive the right to answer or to submit a responsive pleading to a complaint or other pleading in any action or special proceeding brought by a prisoner, as defined in s. 801.02 (7) (a) 2. The failure to respond to an action or special proceeding related to prison or jail conditions shall act as an affirmative defense against all of the allegations contained in the complaint

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or other pleading and shall not be considered as a waiver of any affirmative defense or of immunity.

(b) The court shall review the pleadings submitted under this subsection, grant relief to the defendant or, if the court determines that the plaintiff has a reasonable opportunity to prevail on the merits, order the defendant to answer or to submit a responsive pleading.

Section 18. 802.06 (2) (a) (intro.) of the statutes is amended to read:

802.06 (2) (a) (intro.) Every Except as provided under sub. (1m), every defense, in law or fact, except the defense of improper venue, to a claim for relief in any pleading, whether a claim, counterclaim, cross-claim, or 3rd-party claim, shall be asserted in the responsive pleading thereto if one is required, except that the following defenses may at the option of the pleader be made by motion:

Section 19. 804.01 (1) of the statutes is amended to read:

804.01 (1) DISCOVERY METHODS. Parties may obtain discovery by one or more of the following methods: depositions upon oral examination or written questions; written interrogatories: production of documents or things or permission to enter upon land or other property, for inspection and other purposes; physical and mental examinations; and requests for admission. Unless the court orders otherwise under sub. (3), and except as provided in s. 804.015, the frequency of use of these methods is not limited.

Section 20. 804.015 of the statutes is created to read:

804.015 Limits on discovery by prisoners. (1) In this section, "prisoner" has the meaning given s. 801.02 (7) (a) 2.

(2) Unless ordered by the court, a prisoner in an action or special proceeding may not obtain discovery before the court receives a copy of the answer or other

- responsive pleading in the action commenced by the prisoner. If a defendant waives his or her answer under s. 802.06 (1m) or submits a motion to dismiss or a motion for summary judgment, no discovery may be obtained until the court decides that the prisoner has a reasonable opportunity to prevail on the merits, or until the court decides the merits of the motion, unless the court orders a party to submit to discovery.
- (3) If a court allows a prisoner to obtain discovery under sub. (2) before the court decides that the prisoner has a reasonable opportunity to prevail on the merits, receives a copy of the answer or other responsive pleading in the action, or decides the merits of a motion to dismiss or a motion for summary judgment, the court order shall be narrowly tailored to limit the discovery to allow only discovery that is essential to enable the prisoner to obtain the evidence necessary to his or her case. The court shall limit the discovery so as to provide a minimal intrusion in the activities of any person subject to discovery under this subsection.
- (4) If a prisoner commences an action or special proceeding, the court shall limit the number of requests for interrogatories, production of documents or admissions to 15, unless good cause is shown for any additional requests. This number may not be expanded by the use of subparts to the interrogatories.

Section 21. 804.05 (1) of the statutes is amended to read:

804.05 (1) When depositions may be taken. After commencement of the action, except as provided in s. 804.015, any party may take the testimony of any person including a party by deposition upon oral examination. The attendance of witnesses may be compelled by subpoena as provided in s. 805.07. The attendance of a party deponent or of an officer, director or managing agent of a party may be compelled by notice to the named person or attorney meeting the requirements of sub. (2) (a). Such

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notice shall have the force of a subpoena addressed to the deponent. The deposition of a person confined in prison may be taken only by leave of court on such terms as the court prescribes, except when the party seeking to take the deposition is the state agency or officer to whose custody the prisoner has been committed.

Section 22. 804.06 (1) (a) of the statutes is amended to read:

804.06 (1) (a) After commencement of the action, except as provided in s. 804.015, any party may take the testimony of any person, including a party, by deposition upon written questions. The attendance of witnesses may be compelled by subpoena as provided in s. 805.07. The attendance of a party deponent or of an officer, director, or managing agent of a party may be compelled by notice to the person to be deposed or his or her attorney meeting the requirements of s. 804.05 (2) (a). The deposition of a person confined in prison may be taken only by leave of court on such terms as the court prescribes, except when the person seeking to take the deposition is the state agency or officer to whose custody the prisoner has been committed.

Section 23. 804.08 (1) (a) of the statutes is amended to read:

804.08 (1) (a) Any Except as provided in s. 804.015, any party may serve upon any other party written interrogatories to be answered by the party served, or, if the party served is a public or private corporation or a limited liability company or a partnership or an association or a governmental agency or a state officer in an action arising out of the officer's performance of employment, by any officer or agent, who shall furnish such information as is available to the party. Interrogatories may, without leave of court, be served upon the plaintiff after commencement of the action and upon any other party with or after service of the summons and complaint upon that party.

SECTION 24. 804.09 (2) of the statutes is amended to read:

804.09 (2) PROCEDURE. The Except as provided in s. 804.015, the request may, without leave of court, be served upon the plaintiff after commencement of the action and upon any other party with or after service of the summons and complaint upon that party. The request shall specify a reasonable time, place, and manner of making the inspection and performing the related acts. The party upon whom the request is served shall serve a written response within 30 days after the service of the request, except that a defendant may serve a response within 45 days after service of the summons and complaint upon that defendant. The court may allow a shorter or longer time. The response shall state, with respect to each item or category, that inspection and related activities will be permitted as requested, unless the request is objected to, in which event the reasons for objection shall be stated. If objection is made to part of an item or category, the part shall be specified. The party submitting the request may move for an order under s. 804.12 (1) with respect to any objection to or other failure to respond to the request or any part thereof, or any failure to permit inspection as requested.

SECTION 25. 804.11 (1) (a) of the statutes is amended to read:

804.11 (1) (a) A Except as provided in s. 804.015, a party may serve upon any other party a written request for the admission, for purposes of the pending action only, of the truth of any matters within the scope of s. 804.01 (2) set forth in the request that relate to statements or opinions of fact or of the application of law to fact, including the genuineness of any documents described in the request. Copies of documents shall be served with the request unless they have been or are otherwise furnished or made available for inspection and copying. The request may, without leave of court, be served upon the plaintiff after commencement of the action and

301.328 (1).

upon any other party with or after service of the summons and complaint upon that
party.
Section 26. 806.025 of the statutes is created to read:
806.025 Payment of judgment in cases involving prisoners. (1) In this
section, "prisoner" has the meaning given in s. 801.02 (7) (a) 2.
(2) If a court enters a judgment for a monetary award on behalf of a prisoner
the court shall do all of the following:
(a) Order that the award be used to satisfy any unpaid court order of restitution
against the prisoner and any other civil judgment in favor of a victim of a crime
committed by the prisoner. If the amount of the monetary award is insufficient to
pay all these unpaid orders and judgments, the orders and judgments shall be paid
based on the length of time they have existed, the oldest order being paid first.
(am) If money remains after the payment of all the unpaid orders and
judgments under par. (a), the court shall order reimbursement to the department of
justice for an award made under ch. 949 for which the department is subrogated
under s. 949.15.
(b) If money remains after the payment of reimbursement under par. (am), the
court shall order the payment of court costs or filing fees previously assessed against
the prisoner by a state court that remain unpaid, with the oldest costs or fees being
paid first.
(c) If money remains after the payment of all court costs or filing fees under par
(b), the court shall order the payment of any unpaid litigation loan, as defined in s

(d) If any money remains after the payments under pars. (a) to (c), the court

shall request that the department of corrections make a reasonable effort to notify

any victims of the crime for which the prisoner was convicted and imprisoned, incarcerated or confined of the pending payment of a monetary award to the prisoner. The department of corrections shall inform the court of whether any victims were notified. The court shall withhold any payment to the prisoner under par. (e) for a reasonable time after the department of corrections notifies the court that a victim was notified so that the victim may have time to petition the court regarding payments to that victim from the remaining money.

(e) The court shall order that any money remaining after all payments are made under pars. (a) to (d) be paid to the prisoner.

SECTION 27. 807.04 of the statutes is renumbered 807.04 (1) and amended to read:

807.04 (1) All Except as provided under sub. (2), all trials, and all hearings at which oral testimony is to be presented, shall be held in open court. The court may make any order which a judge or court commissioner has power to make. Court commissioners shall have the powers provided in ch. 753 or by other statute.

Section 28. 807.04 (2) of the statutes is created to read:

807.04 (2) All hearings in which oral testimony is to be presented in an action or special proceeding that is commenced by a prisoner, as defined in s. 801.02 (7) (a) 2., shall be conducted by telephone, interactive video and audio transmission or other live interactive communication without removing him or her from the facility or institution if his or her participation is required or permitted and if the official having custody of him or her agrees. The court in which the action or special proceeding is commenced shall, when feasible, also allow counsel, witnesses and other necessary persons to participate in the hearing by telephone, interactive video

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- and audio transmission or other live interactive communication. The procedures and policies under s. 807.13 shall apply to the extent feasible.
- **Section 29.** 807.15 of the statutes is created to read:
 - **807.15** Penalty for certain actions by prisoners. (1) In this section, "prisoner" has the meaning given in s. 801.02 (7) (a) 2.
 - (2) In any action or special proceeding, including a petition for a common law writ of certiorari, brought by a prisoner, the court may, on its own motion or on the motion of any party, order the department of corrections to extend the prisoner's mandatory release date calculated under s. 302.11 (1) or order the sheriff to deprive the prisoner of good time under s. 302.43 if the court finds that any of the following applies:
 - (a) The action or special proceeding was filed for a malicious purpose.
 - (b) The action or special proceeding was filed solely to harass the party against which it was filed.
 - (c) The prisoner testifies falsely or otherwise knowingly offers false evidence or provides false information to the court.
 - (3) (a) Subject to par. (b), if a court orders the department of corrections to extend a prisoner's mandatory release date or orders the sheriff to deprive the prisoner of good time under sub. (2), the order shall specify the number of days by which the mandatory release date is to be extended or the good time deprived.
 - (b) An order under sub. (2) to extend a prisoner's mandatory release date or deprive a prisoner of good time may not require the prisoner to serve more days than provided for under the prisoner's sentence.
 - (4) This section applies to prisoners who committed an offense on or after the effective date of this subsection [revisor inserts date].

(7) (a) 3., the following apply:

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1	Section 30. 808.04 (5) of the statutes is repealed.
2	Section 31. 809.103 of the statutes is created to read:
3	809.103 Appeals in proceedings related to prisoners. (1) In this section,
4	"prisoner" has the meaning given in s. $801.02(7)(a)$ 2.
5	(2) (a) An appellate court shall review the trial court record as soon as
6	practicable after the record is filed with the court if the appeal is taken by a prisoner.
7	(b) The appellate court may dismiss the appeal without requiring the
8	respondent to respond to the appeal if the appellate court determines that the appeal
9	meets any of the following conditions:
10	1. Is frivolous, as determined under s. 814.025 (3).
11	2. Is used for any improper purpose, such as to harass, to cause unnecessary
12	delay or to needlessly increase the cost of litigation.
13	3. Seeks review of a denial of monetary damages from a defendant who is
14	immune from such relief.
15	4. There is no ground upon which relief may be granted.
16	(c) If a court dismisses an appeal under par. (b), the appellate court shall notify
17	the department of justice of the dismissal by a procedure developed by the director
18	of state courts in cooperation with the department of justice.
19	(d) The dismissal of an appeal under par. (b) does not relieve the prisoner from
20	paying the full filing fee related to the appeal.
21	Section 32. 813.02 (1) (c) of the statutes is created to read:
22	813.02 (1) (c) If the court determines that a temporary injunction may be
23	granted under par. (a) to a prisoner, as defined in s. 801.02 (7) (a) 2., in any action
24	or special proceeding with respect to prison or jail conditions, as defined in s. 801.02

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1	1. The court may not issue the injunction until giving notice and an opportunity
2	to be heard on the request for a preliminary injunction to the attorney general, if the
3	case involves a prisoner in a state correctional institution, as defined in s. 801.02 (7)
4	(a) 1., or to the attorney representing the local correctional institution involved and
5	to all other interested parties. Any injunction issued without giving notice and an
6	opportunity to be heard is void.
7	2. Any temporary injunction issued shall meet the requirements in s. 813.40
8	(1) (b). When determining what to require in the temporary injunction, the court
9	shall give substantial weight to any adverse impact on public safety or on the
10	operation of the facility involved in the action or special proceeding caused by the
11	temporary injunction.
12	3. Any temporary injunction issued under this paragraph shall expire no later
13	than 90 days after the day the temporary injunction is issued unless the court makes
14	a finding that the requirements under s. $813.40(1)(b)$ are met and makes the order
15	final before the expiration of the 90-day period.
16	Section 33. 813.40 of the statutes is created to read:
17	813.40 Injunctive relief in prison condition cases. (1) (a) In this section
18	1. "Prisoner" has the meaning given in s. 801.02 (7) (a) 2.
19	2. "Prison or jail conditions" has the meaning given in s. 801.02 (7) (a) 3.
20	(b) If a court determines that an injunction may be granted to a prisoner in any
21	action or special proceeding with respect to prison or jail conditions, any injunction
22	issued shall meet all of the following criteria:
23	1. Require only what is necessary to correct the harm.

2. Is the least intrusive means necessary to correct that harm.

- 3. Does not require or permit a government official, employe or agent to exceed his or her authority or to violate a state law or local ordinance unless all of the following apply:
 - a. Federal law permits that relief.
 - b. The relief is necessary to correct the violation of a federal right.
 - c. No other relief will correct the violation of a federal right.
- (c) If an injunction is issued that does not meet the requirements in par. (b), a defendant or intervenor is entitled to immediate termination of any prospective relief or to a revision of the injunction to meet those requirements. Prospective relief need not be terminated if the court makes written findings based on the record that the requirements under par. (b) are met.
- (d) A court may not enter into or approve a consent decree in an action for injunctive relief under this section if that consent decree does not meet the requirements in par. (b). This paragraph does not prevent the parties from entering into a private settlement agreement that does not comply with the requirements in par. (b) if the terms of that settlement agreement are not subject to court enforcement other than the dismissal of the action or special proceeding based on the settlement agreement.
- (2) When determining the extent of any injunction issued under this section, the court shall give substantial weight to any adverse impact on public safety or on the operation of the criminal justice system caused by the injunction.
- (3) Any interested party may, 2 years after the date the court issued an injunction under this section, or one year after the court has denied a request under this subsection for modification or termination of the injunction, request that the court modify or terminate an injunction issued under this section. Any interested

- party may, 2 years after the effective date of this subsection [revisor inserts date], request that the court modify or terminate an injunction related to prison or jail conditions that was issued before the effective date of this subsection [revisor inserts date]. Any prospective relief issued under this section shall be stayed by the filing of a motion for modification or termination of the injunction for the period beginning on the 30th day after the motion is filed with the court and ending on the day the court enters a final order on the motion.
- (4) This section does not prevent the parties from agreeing to terminate or modify an injunction issued under this section.
- (5) This section does not authorize a court to order the construction of prisons, jails or other places of incarceration or to order the raising of taxes and does not expand the powers of a court under this chapter.
- (6) This section does not authorize the court to issue a prisoner release order. Prisoner release orders may only be issued by habeas corpus or as otherwise required by the state or federal constitution. In this subsection, "prisoner release order" means any order that has the purpose or effect of reducing or limiting the prison or jail population, or that directs the release or nonadmission of prisoners to a prison or jail.
- (7) This section may not be used as a substitute for a petition for a common law writ of certiorari to challenge the disposition of a complaint concerning prison or jail conditions, to challenge the validity of a probation revocation, parole denial or revocation, a mandatory release date or to challenge any issue regarding the fact or duration of confinement.

SECTION 34. 814.24 of the statutes is amended to read:

814.24 Action against city, village or town official, cost. Costs, if any, in an action against a city, village or town officer in his or her official capacity, except an action directly involving the title to the office, and except as provided in s. 814.25, shall not be awarded against that officer, but may be awarded against the city, village or town.

Section 35. 814.245 (3) of the statutes is amended to read:

814.245 (3) If Except as provided in s. 814.25, if an individual, a small nonprofit corporation or a small business is the prevailing party in any action by a state agency or in any proceeding for judicial review under s. 227.485 (6) and submits a motion for costs under this section, the court shall award costs to the prevailing party, unless the court finds that the state agency was substantially justified in taking its position or that special circumstances exist that would make the award unjust.

Section 36. 814.25 of the statutes is created to read:

814.25 Costs in actions by prisoners. (1) In this section:

- (a) "Prisoner" has the meaning given in s. 801.02 (7) (a) 2.
- (b) "Prison or iail conditions" has the meaning given in s. 801.02 (7) (a) 3.
- (2) If a prisoner brings an action or special proceeding related to prison or jail conditions, no costs may be allowed against the state, a state agency or a county, city, village or town, or against any individual defendant when sued in an official capacity.
- (3) If the prevailing party is the state, a state agency or a county, city, village or town or an individual in any action or special proceeding commenced by a prisoner related to prison or jail conditions, the prisoner shall pay the full costs allowed under this chapter. The prisoner shall be required to pay the costs out of any trust fund accounts that he or she holds in the same manner as payment is required for court fees under s. 814.29 (1m) (e).

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Section 37.	814 29	(1)(a)	of the	statutes	is amended	I to read:
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- 814.29 (1) (a) Any Except as provided in sub. (1m), any person may commence, prosecute or defend any action or special proceeding in any court, or any writ of error or appeal therein, without being required to give security for costs or to pay any service or fee, upon order of the court based on a finding that because of poverty the person is unable to pay the costs of the action or special proceeding, or any writ of error or appeal therein, or to give security for those costs.
 - **Section 38.** 814.29 (1m) of the statutes is created to read:
 - 814.29 (**1m**) (a) In this subsection:
 - 1. "Prisoner" has the meaning given in s. 801.02 (7) (a) 2.
 - 2. "Prison or jail conditions" has the meaning given in s. 801.02 (7) (a) 3.
- (b) If a prisoner makes a request for leave to commence or defend an action, special proceeding, writ of error or appeal without being required to prepay the fees or costs or without being required to give security for costs, the prisoner shall submit all of the following:
 - 1. The affidavit required under sub. (1) (b).
- 2. An affidavit stating that the prisoner has paid all of the fees or costs previously assessed by a court for bringing an action or special proceeding, in state or federal court, that was dismissed on the grounds that the action or special proceeding was frivolous, malicious or failed to state a claim upon which relief may be granted.
- 3. A certified copy of the trust fund account statement for the prisoner for the 6-month period immediately preceding the filing of the request for leave to commence or defend an action, special proceeding, writ of error or appeal, or for the period that the prisoner was incarcerated, imprisoned or detained, if that period is

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- less than 6 months. The trust fund account statement must be obtained from the appropriate official at each facility in which the prisoner is or was incarcerated, imprisoned, confined or detained. "Trust fund account statement" includes accounts assessable to the prisoner before or upon release.
- (c) The court shall issue an order permitting the prisoner to commence or defend an action, special proceeding, writ of error or appeal without the prepayment of fees or costs or without being required to give security for costs if all of the following conditions are met:
- 1. The court determines that the prisoner does not have assets or other means by which to pay the fees or costs or to give security for the costs after reviewing the information provided under par. (b).
- 2. The prisoner has paid all of the fees or costs previously assessed by a state or federal court for bringing an action or special proceeding that was dismissed on the grounds that the action or special proceeding was frivolous, malicious or failed to state a claim upon which relief may be granted.
- 3. The court orders that the fees or costs not paid are a debt owed the court by the prisoner.
- 4. The prisoner authorizes in writing the agency having custody of the prisoner's prison trust fund account to forward payments from the prisoner's account to the clerk of court each time the amount in the account exceeds \$10 until the fees or costs are paid in full.
- (d) If the court determines that the prisoner who made the affidavit does have assets in an account, whether accessible to the prisoner only upon release or before release, to pay part of the filing fees or costs, the court shall order the prisoner to pay an initial filing fee before being allowed to commence or defend an action, special

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- proceeding, writ of error or appeal. The initial filing fee shall equal 20% of the greater of the following:
 - 1. The average monthly deposits to the prisoner's trust fund account.
- 2. The average monthly balance in the prisoner's trust fund account for the 6-month period immediately preceding the filing of the request for leave to commence or defend an action, special proceeding, writ of error or appeal, or for the period that the prisoner was incarcerated, imprisoned or detained, if that period is less than 6 months.
- (e) After payment of the initial filing fee, the prisoner shall be required to make monthly payments of 20% of the preceding month's income that is credited to the prisoner's prison trust fund account. The agency having custody of the prisoner shall forward payments from the prisoner's account to the clerk of court each time the amount in the account exceeds \$10 until the filing fees and costs are paid in full.
- (f) If the court believes that a prisoner is in imminent danger of serious physical harm, the court shall issue an order permitting the prisoner to commence or defend an action, special proceeding, writ of error or appeal without being required to submit the statement under par. (b) or prepaying the initial filing fee under par. (d).
- (g) Except as provided under par. (f), if a prisoner files an action, special proceeding, writ of error or appeal under this subsection without complying with the requirements under pars. (b) and (d), the court shall dismiss the action, special proceeding, writ of error or appeal without prejudice.
- (h) The custodian of the trust fund account of a prisoner shall provide the prisoner with the certified copy of the trust fund account statement required under par. (b) if the custodian determines that the prisoner requires that copy for submittal to a court under this subsection.

Section 39. 814.29 (3) (b) of the statutes is amended to read:

814.29 (3) (b) If the affiant is a prisoner, as defined in s. 46.011 (2) 801.02 (7) (a) 2., or a person confined in a federal correctional institution located in this state, a request for leave to commence or defend an action, special proceeding, writ of error or appeal without being required to pay fees or costs or to give security for costs constitutes consent as provided in par. (a), and, if the judgment is in favor of the opposing party, constitutes consent for the court to order the institution to deduct the unpaid fees and costs, including attorney fees listed in par. (a), from the amount in the inmate's account at the any time the judgment was rendered account has sufficient money to pay the unpaid fees and costs. This paragraph does not prevent the collection of the unpaid fees and costs by any other method.

Section 40. 893.16 (1) of the statutes is amended to read:

893.16 (1) If a person entitled to bring an action is, at the time the cause of action accrues, either under the age of 18 years, except for actions against health care providers; or insane, or imprisoned on a criminal charge mentally ill, the action may be commenced within 2 years after the disability ceases, except that where the disability is due to insanity or imprisonment mental illness, the period of limitation prescribed in this chapter may not be extended for more than 5 years.

Section 41. 893.735 of the statutes is created to read:

893.735 Action by prisoner contesting a governmental decision. (1) In this section, "prisoner" has the meaning given in s. 801.02 (7) (a) 2.

(2) An action or special proceeding, including a petition for a common law writ of certiorari, made on behalf of a prisoner is barred unless commenced within 30 days after the cause of action accrues if that action or special proceeding concerns a decision or disposition under s. 801.02 (7) (b). The 30-day period shall begin on the

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date of the decision or disposition, except that the court may extend the period by as many days as the prisoner proves have elapsed between the decision or disposition and the prisoner's actual notice of the decision or disposition.

(3) In this section, a petition for a common law writ of certiorari is commenced at the time the prisoner files a petition for a common law writ of certiorari with a court.

Section 42. 893.82 (3) of the statutes is amended to read:

893.82 (3) Except as provided in sub. (5m), no civil action or civil proceeding may be brought against any state officer, employe or agent for or on account of any act growing out of or committed in the course of the discharge of the officer's, employe's or agent's duties, and no civil action or civil proceeding may be brought against any nonprofit corporation operating a museum under a lease agreement with the state historical society, unless within 120 days of the event causing the injury, damage or death giving rise to the civil action or civil proceeding, the claimant in the action or proceeding serves upon the attorney general written notice of a claim stating the time, date, location and the circumstances of the event giving rise to the claim for the injury, damage or death and the names of persons involved, including the name of the state officer, employe or agent involved. A Except as provided under sub. (3m), a specific denial by the attorney general is not a condition precedent to bringing the civil action or civil proceeding.

Section 43. 893.82 (3m) of the statutes is created to read:

893.82 (3m) If the claimant is a prisoner, as defined in s. 801.02 (7) (a) 2., the prisoner may not commence the civil action or proceeding until the attorney general denies the claim or until 120 days after the written notice under sub. (3) is served upon the attorney general, whichever is earlier.

subsection.

SECTION 44. 895.45 of the statutes is created to read:
895.45 Exemption from civil liability; attorney general opinion. Any
legal entity included within the provisions of s. 893.80 and any officer, employe or
agent included within the provisions of s. 893.80, 893.82 or 895.46 is immune from
civil liability for damages for his or her acts or omissions committed in reasonable
reliance upon a written opinion of the attorney general.
Section 45. 895.76 of the statutes is created to read:
895.76 Limits on recovery by prisoners. A prisoner, as defined in s. 801.02
$\left(7\right)\left(a\right)$ 2., may not recover damages for mental or emotional injury unless the prisoner
shows that he or she has suffered a physical injury as a result of the same incident
that caused the mental or emotional injury.
SECTION 46. Initial applicability.
(1) This act first applies to civil actions, special proceedings, injunctions and
petitions for a common law writ of certiorari pending on the effective date of this

SECTION 47. Effective date.

(1) This act takes effect on the first day of the 4th month beginning after publication.

19 (END)