DEPARTMENT OF TRANSPORTATION OFFICE OF THE SECRETARY

CR 02-153

The Wisconsin Department of Transportation proposes an order to renumber TRANS 114.02(2) and (3); renumber and amend TRANS 114.02(1); amend TRANS 114.02(intro.), 114.03, 114.05 and 114.07(1); repeal and recreate TRANS 114.04 and 114.07(2); and create TRANS 114.02(1), 114.06(1) and (2) and 114.08, relating to uniform traffic citation

REPORT OF THE DEPARTMENT OF TRANSPORTATION ON THE FINAL RULE DRAFT

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

- Part 1--Analysis prepared by the Department of Transportation.
- Part 2--Rule text in final draft form.
- Part 3--Recommendations of the Legislative Council.
- Part 4-Analysis prepared pursuant to the provisions of s. 227.19(3), Stats.

Submitted by:

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PART 1

Analysis Prepared by the Wisconsin Department of Transportation

STATUTORY AUTHORITY: s. 345.11(4), Stats. **STATUTES INTERPRETED**: s. 345.11, Stats.

General Summary of Proposed Rule. Chapter Trans 114 promulgates the recommendations of the Council on Uniformity of Traffic Citations and Complaints, including:

- 1. The form or automated format of the uniform traffic citation; and
- 2. Other rules necessary for the implementation and operation of s. 345.11, Stats.

With the advice of the Council on Uniformity of Traffic Citations and Complaints, the Department proposes amending ch. Trans 114 to:

- Promulgate a revised uniform traffic citation form (the proposed new version is shown in figures 1 to 5 of the proposed rule).
- Promulgate an automated format for the uniform traffic citation (the proposed layout of a printed citation provided to a defendant under the automated system is shown in figure 6 of the proposed rule).
 - Clarify that chs. 340 and 343, Stats., definitions apply in the chapter.
 - Update document security provisions.
- Update references to previous versions of the form and authorize the use of existing stocks of uniform traffic citation forms.

Changes to the format of the existing traffic citation form are largely made to speed transcription of the data included on the form when forms are submitted to DMV by courts. In addition, some of the information on the front of the form is substantially simplified. For example, the language, "You Are Notified To Appear, Is this a mandatory Court Appearance WES NO (Read the reverse side of this citation for court information)," is reduced to "Appearance Required No Yes See back for court/point information." The language simplification allows the message to be carried in larger size print and more accurately describes the disclosures on the back of the citation.

In addition this rule making proposes to eliminate the requirement that a court clerk submit a signed, dated letter with each group of adjudicated citations indicating the dispositions entered on the citations are true and correct. The Department has concluded this requirement is unnecessarily burdensome and that it provides no real assurance of authenticity. More useful safeguard mechanisms that DOT and law enforcement use are documented in the rule making such as:

- (1) Requiring control numbers appear on preprinted and automated citations.
- (2) Issuing blocks of control numbers to designated law enforcement agencies, law enforcement officers, or specific computers, to be printed on automated citations.
 - (3) Auditing the use of citation forms and automated citation systems.

Finally, the Council on Uniformity of Traffic Citations and Complaints authorizes the Department to make simple changes to the form, such as changing the layout or order of fields on the form, in order to speed up data processing, or to make the citation reflect changes in law. Any changes made under this provision are to be promptly reported to the Council.

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

<u>Copies of Proposed Rule</u>. Copies of the rule may be obtained upon request, without cost, by writing to Anna Biermeier, Bureau of Driver Services, Revocations and Suspensions Section, P. O. Box 7917, Madison, WI 53707-7917, or by calling (608) 266-9901. Hearing-impaired individuals may contact the Department using TDD (608) 266-3096. Alternate formats of the proposed rule will be provided to individuals at their request.

PART 2 TEXT OF PROPOSED RULE

Under the authority vested in the state of Wisconsin, department of transportation, by s. 345.11(4), Stats., the department of transportation hereby proposes to amend a rule interpreting s. 345.11, Stats., relating to uniform traffic citation.

SECTION 1. Trans 114.02(intro.) is amended to read:

Trans 114.02 Definitions. (intro.) The words and phrases defined in ss. 340.01 and 343.01, Stats., and ch. 345, Stats., have the same meaning in this chapter unless a different meaning is expressly provided or the context clearly indicates a different meaning. In this chapter:

SECTION 2. Trans 114.02(1) is renumbered Trans 114.02(2) and amended to read:

Trans 114.02(2) "Field test" means to utilize a prototype traffic citation form among a representative number of law enforcement jurisdictions who that volunteer to field test it.

SECTION 3. Trans 114.02(1) is created to read:

Trans 114.02(1) "Automated citation" means an automated uniform traffic citation described in s. 345.11(2), Stats., created on a computer and printed on paper in the format prescribed by this chapter, rather than on a preprinted citation form.

SECTION 4. Trans 114.02(2) and (3) are renumbered Trans 114.02(3) and (4).

SECTION 5. Trans 114.03 is amended to read:

Trans 114.03 Uniform traffic citation form use. A prototype uniform traffic citation form, prepared by the council on uniformity of traffic citations and complaints, may be used in field tests for the purpose of evaluating the changes authorized under s. 345.11, Stats., and to allow for input by affected parties toward the final design of the uniform traffic citation form. The prototype uniform traffic citation form will be used in lieu of the current traffic citation form in the field test jurisdictions during the field test. However, use of the prototype uniform traffic citation form shall does not invalidate the use of the current uniform traffic citation in the field test jurisdictions or in any other jurisdiction during the field testing test period.

SECTION 6. Trans 114.04 is repealed and recreated to read:

Trans 114.04 Safeguards. To ensure the authenticity of documents and prevent fraud, the department may implement procedures designed to prevent duplication or fraudulent alteration of documents, including:

- (1) Requiring control numbers appear on preprinted and automated citations.
- (2) Issuing blocks of control numbers to designated law enforcement agencies, law enforcement officers, or specific computers, to be printed on automated citations.
 - (3) Auditing the use of citation forms and automated citation systems.

SECTION 7. Trans 114.05 is amended to read:

Trans 114.05 Field test findings. The department of transportation shall analyze the uniform traffic citation form field test findings and make recommendations for improvements to the council on uniformity of traffic citations and complaints.

SECTION 8. Trans 114.06(1) and (2) are created to read:

Trans 114.06(1) PREPRINTED UNIFORM TRAFFIC CITATIONS. The preprinted uniform traffic citation forms shall be a 4-page preprinted form distributed by the department, the pages of which shall conform to the following requirements:

- (a) Each printed copy of the form shall contain a unique control number, determined by the department.
- (b) The front side of each page of the uniform traffic citation shall be identical and shall be in the format set forth in figure 1.
 - (c) The reverse sides of each page shall differ according to use as follows:
- 1. Page one of the form is intended for use and filing by the court in which the citation is used. The reverse side of page one shall contain information needed by the court in the format set forth in figure 2.
- 2. Page 2 of the form is intended for eventual submission to the department. The reverse side of page 2 shall contain a report of court disposition in the format set forth in figure 3. The report shall be sent to the department within 5 days of the resolution of the case.

NOTE: s. 345.37(5).

- 3. Page 3 of the form is intended for distribution to the person who is issued the citation. The reverse side of that page shall contain information for the person who was issued the citation in the format set forth in figure 4.
- 4. Page 4 of the form is intended for retention by the issuing agency. The reverse side of that page shall contain space for the issuing officer or agency to enter notes or other information, and shall be in the format set forth in figure 5.
- (2) AUTOMATED UNIFORM TRAFFIC CITATION SYSTEMS. (a) A person who is issued an automated citation shall be served with a printed citation in the format set forth in figure 6. The citation shall include a unique control number assigned to the issuing agency, officer or computer by the department.
- (b) The issuing agency shall supply data included on an automated citation to the clerk of court for the court before whom the person is required to appear. Data shall be provided in the format and within the timeframe required by that court.
- (c) Within 5 days of the resolution of the case, the clerk of courts shall transmit the data included on the automatic citation, together with information regarding the resolution of the case to the department in the format required by the department.

NOTE: s. 345.37(5), Stats.

- (d) An agency or court using an automated citation system shall maintain the data necessary to recreate a copy of the originally issued citation according to the agencies' or courts' records disposition policies.
- (e) If a court is unable to transmit data related to electronic citations to the department through the use of automated systems, the court may send the information necessary to enter the citation and court disposition in the department's records to the

department by other means, provided the information is submitted in the format required by the department.

NOTE: The Council on Uniformity of Traffic Citations and Complaints is adopting these rules to encourage the use of electronic citations because they find the electronic exchange of data to be efficient and cost effective.

SECTION 9. Trans 114.07(1) is amended to read:

Trans 114.07(1) Law enforcement agencies have the option of using, through August 31, 1991, may use any of the uniform traffic citation forms promulgated under ch. MVD 21 [1989], those promulgated under ch. Trans 114, effective January 1, 1990, and those promulgated under ch. Trans 114, effective November 1, 1990 that have been printed and are in use or storage, until stores of printed forms are consumed.

SECTION 10. Trans 114.07(2) is repealed and recreated to read:

Trans 114.07(2) All uniform traffic citation forms printed after the effective date of this subsection....[revisor insert date] shall conform to the form requirements of s. Trans 114.06.

NOTE: At the time the Uniform Traffic Citation was initially created, different jurisdictions printed and used different forms. Use of those forms was prohibited and remains prohibited. Subsequent changes to the uniform traffic citation, however, are largely cosmetic and have been made for convenience of law enforcement, the courts and the Department. All uniform traffic citation forms provide the essential information needed by a defendant, the courts and DOT. Therefore, this chapter permits old stores of forms to be used as a cost-saving measure for law enforcement agencies. Using up old stores of forms also helps to prevent misuse of discarded forms.

SECTION 11. Trans 114.08 is created to read:

Trans 114.08 Changes to the uniform traffic citation. (1) The secretary may change the citation content and format in this chapter without rule making in order to:

- (a) Change the order of fields for data processing purposes.
- (b) Make any change needed to conform the form to changes in state law.

(c) Make any content or format change on the reverse side of page one of the form requested by the director of state courts.

Note: The reverse side of page one of the form is shown in Figure 2 to this rule.

(d) Make any content or format change on the reverse side of page 4 of the form requested by law enforcement agencies.

Note: The reverse side of page one of the form is shown in Figure 5 to this rule.

(2) Any change made under this section shall be promptly reported to the council on uniformity of traffic citations and complaints.

NOTE: The Department adopts this provision as necessary to the implementation and operation of s. 345.11(4), Stats., at the recommendation of the Council on Uniformity of Traffic Citations and Complaints.

Conforming the traffic citation to changes in state law without rule making or to changing the form or content of the citation may be accomplished without rule making. s. 227.01(13)(j) and (q), Stats. The provisions of sub. (1)(c) and (d) should not be used by the Department to make substantive changes relating to the use of the Uniform Traffic Citation. Clearinghouse Rules 02-153 Comments, Wisconsin Legislative Council Rules Clearinghouse.

(END OF RULE TEXT)

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

Signed at Madison, Wisconsin, this 4th day of March, 2003.

FRANK J. BUSALACCHI

Secretary

Wisconsin Department of Transportation

LCRC FORM 2



WISCONSIN LEGISLATIVE COUNCIL RULES CLEARINGHOUSE

Ronald Sklansky Clearinghouse Director

Terry C. Anderson
Legislative Council Director

Richard Sweet Clearinghouse Assistant Director

Laura D. Rose
Legislative Council Deputy Director

CLEARINGHOUSE REPORT TO AGENCY

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

CLEARINGHOUSE RULE 02-153

AN ORDER to renumber Trans 114.02 (2) and (3); to renumber and amend Trans 114.02 (1); to amend Trans 114.02 (intro.), 114.03, 114.05 and 114.07; to repeal and recreate Trans 114.04 and 114.07 (2); and to create Trans 114.02 (1), 114.06 (1) and (2) and 114.08, relating to uniform traffic citation.

Submitted by **DEPARTMENT OF TRANSPORTATION**

12-20-2002 RECEIVED BY LEGISLATIVE COUNCIL.

01-14-2003 REPORT SENT TO AGENCY.

RS:PGC

LEGISLATIVE COUNCIL RULES CLEARINGHOUSE REPORT

This rule has been reviewed by the Rules Clearinghouse. Based on that review, comments are reported as noted below: 1. STATUTORY AUTHORITY [s. 227.15 (2) (a)] YES 🗸 Comment Attached NO FORM, STYLE AND PLACEMENT IN ADMINISTRATIVE CODE [s. 227.15 (2) (c)] 2. Comment Attached NO. CONFLICT WITH OR DUPLICATION OF EXISTING RULES [s. 227.15 (2) (d)] 3. YES Comment Attached NO 🗸 ADEQUACY OF REFERENCES TO RELATED STATUTES, RULES AND FORMS 4. [s. 227.15 (2) (e)] Comment Attached YES NO 🗸 CLARITY, GRAMMAR, PUNCTUATION AND USE OF PLAIN LANGUAGE [s. 227.15 (2) (f)] 5. Comment Attached YES 🗸 POTENTIAL CONFLICTS WITH, AND COMPARABILITY TO, RELATED FEDERAL 6. REGULATIONS [s. 227.15 (2) (g)] Comment Attached YES NO 🗸

COMPLIANCE WITH PERMIT ACTION DEADLINE REQUIREMENTS [s. 227.15 (2) (h)]

NO 🗸

YES

7.

Comment Attached



WISCONSIN LEGISLATIVE COUNCIL RULES CLEARINGHOUSE

Ronald Sklansky Clearinghouse Director

Terry C. Anderson
Legislative Council Director

Richard Sweet Clearinghouse Assistant Director

Laura D. Rose Legislative Council Deputy Director

CLEARINGHOUSE RULE 02-153

Comments

[NOTE: All citations to "Manual" in the comments below are to the Administrative Rules Procedures Manual, prepared by the Revisor of Statutes Bureau and the Legislative Council Staff, dated October 2002.]

1. Statutory Authority

Section Trans 114.08 (1) provides that the secretary of the department may change the traffic citation format, without rule-making, in order to make changes needed to conform the form to changes in state law, make changes requested by the Director of State Courts, and make changes requested by law enforcement agencies. Conforming the traffic citation to changes made in state law without rule-making is supported by s. 227.01 (13) (q), Stats., which provides that a rule does not include agency action that creates a form the content or substantive requirements of which are prescribed by a rule or statute. Similarly, s. 227.01 (13) (j), Stats., provides that rule-making is not necessary when an agency action relates to the form and content of reports, records, or accounts a state, county, or municipal officer, institution, or agency. Thus, format requests made by the Director of State Courts or law enforcement agencies may be made without rule promulgation. However, the language of s. 345.11 (4), Stats., and s. Trans 114.08 (1) (c) and (d) should not be used by the department to make substantive changes relating to the use of the uniform traffic citation. These changes should be accomplished by formal rule promulgation.

2. Form, Style and Placement in Administrative Code

a. Section Trans 114.06 (1) and (2) are created in the rule. Subsection (1) does not have a title, while sub. (2) does. Either a title should be created for sub. (1) or the title for sub. (2) should be deleted.

- b. In s. Trans 114.06 (2) (a), the first sentence should be rewritten to read: "A person who is issued an automated citation shall" The term "automated citation" should be used because it is a defined term in s. Trans 114.02 (1). Also, pars. (b) and (c) should be written in the active voice to indicate who has the responsibility of including data, providing data, or transmitting data.
- c. In s. Trans 114.07 (1), the phrase "have the option of using" should be stricken and the phrase "may use" should be inserted before the word "any."
 - d. In s. Trans 114.07 (2), the word "rule" should be replaced by the word "subsection."

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

- a. In the first paragraph of the analysis, the phrase "and Complaints" should be inserted after the word "citations."
- b. In the first two bullet comments in the analysis, the phrase "contained in" should be inserted after the word "is."

ANALYSIS OF FINAL DRAFT OF TRANS 114

(a) **Need for Amended Rule**. The Uniform Traffic Citation is the form used by police officers statewide to issue routine traffic citations and ordinance violation citations. This rule making updates that form.

In addition, this rule making updates and improves provisions related to communications between the Department and clerks of courts, specifies the format to be used for electronic citations (citations issued by use of a lap-top computer and printed), and provides guidelines for the exchange of electronic data derived from such citations.

- (b) Modifications as a Result of Testimony at Public Hearing. The public hearing was held in Madison on February 3, 2003. No one appeared/registered at the hearing. Written comments were accepted until February 19, 2003. Jean Bousquet of the Consolidated Court Automation Programs (CCAP) and Sheryl Gervasi, Interim Deputy Director for Court Operations provided written comments. Ms. Bousquet's and Ms. Gervasi's comments addressed the content and format of the court record portion of the citation (Figure 2 in the rule). All of the court systems' suggested changes were adopted.
 - (c) List of Persons who Appeared or Registered at Public Hearing. None.
- (d) Response to Legislative Council Recommendations. All of the Legislative Council Clearinghouse comments have been incorporated into the proposed rule. The Department paraphrased the comments of the Rules Clearinghouse regarding s. Trans 114.08 in the note to that section. The note is intended to reflect the Department's agreement with the Council's interpretation of the relevant statutes and to remind persons who consider making changes to the Uniform Traffic Citation in the future of the limits of their authority under those provisions. Substantive changes in the use of the Uniform Traffic Citation must be made by statutory authorization or, in appropriate instances, by rule making.
- (e) <u>Final Regulatory Flexibility Analysis</u>. This proposed rule will have no adverse impact on small businesses.

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INSTRUCTIONS-READ CAREFULLY

COURTAPPEARANCE REQUIRED (See other side.) If your citation is checked "yes" following "Appearance Required", you MUST appear in court. The "Court Appearance Not Required" instructions do not apply to you.

------COURTAPPEARANCE NOT REQUIRED -------(See other side.)

- If you wish to dispute the citation, you must either appear in court or enter a "not guilty" plea by mail prior to your court date. Please include a photocopy of your ticket and your correct mailing address OR your correct name and mailing address, citation number, court appearance date listed on the citation, offense, and arresting police agency. These should be mailed to the court address written under "You Are Notified To Appear" on the other side. Your trial will be before a judge, unless you demand a jury trial in writing within 10 days of the court date on your citation and enclose the proper fee. Make check payable to the Clerk of Court and forward it to address shown on the reverse side. Jury demands in Municipal Court can only be made for intoxicated driving charges.
- If you do not wish to dispute the citation, simply mail in the "deposit" amount indicated on the other side of the citation by your court date. You must include a photocopy of your citation OR your correct name and address, citation number, court appearance date listed on the citation, offense and arresting police agency. Make your check payable to the Clerk of Court and mail it to the court address written under "You Are Notified To Appear" on the other side. You do not need to appear. The court will find you guilty and keep the "deposit" amount as payment for your citation.
- If you do nothing, the court may issue a warrant for your arrest, or may find you guilty and suspend your driver license if you fail to pay your fine.

DEMERIT POINT, SUSPENSION & REVOCATION

INFORMATION - This charge may result in demerit points assessed against you. Accumulating 12 or more points within 12 consecutive months will be cause for suspending your driving privileges. If you have a probationary license, points for the second and subsequent convictions may be doubled. Depending on the circumstances and charge, conviction may result in revocation or suspension of your driving privileges. Traffic Safety School may be used to reduce points. For more information, contact the Division of Motor Vehicles.

If you have a disability and need help in court, please contact the Clerk of Court's office listed on the reverse side of this form.

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#### READ INSTRUCTIONS CAREFULLY

COURT APPEARANCE REQUIRED - If your citation is checked "yes" following "Appearance Required," you MUST appear in court. The "Court Appearance Not Required" instructions do not apply to you.

COURT APPEARANCE NOT REQUIRED - IF YOU WISH TO DISPUTE THE CITATION, you must either appear in court or enter a "not guilty" plea by mail prior to your court date. Please include a photocopy of your ticket and your correct mailing address OR your correct name and mailing address, citation number, court appearance date listed on the citation, offense, and arresting police agency. These should be mailed to the court address. Your trial will be before a judge, unless you demand a jury trial in writing within 10 days of the court date on your citation and enclose the proper fee. Make check payable to the Clerk of Court and forward it to the address shown above. Jury demands in Municipal Court can only be made for intoxicated driving charges.

If you have a disability and need help in court, please contact the above Clerk of Court's office.

IF YOU DO NOT WISH TO DISPUTE THE CITATION, mail the "deposit" amount, by your court date, with a photocopy of your citation OR with your correct name and address, citation number, court appearance date listed on the citation, offense and arresting police agency. Make check payable to the Clerk of Court and mail it to the court address. You do not need to appear. The court will find you guilty and keep the "deposit" amount as payment for your citation.

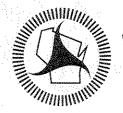
Date Citation Served, Method

IF YOU DO NOTHING, the court may issue a warrant for your arrest, or may find you guilty and suspend your driver license if you fail to pay your fine.

DEMERIT POINT, SUSPENSION AND REVOCATION INFORMATION - This charge may result in demerit points assessed against you. Accumulating 12 or more points within 12 consecutive months will be cause for suspending your driving privileges. If you have a probationary license, points for the second and subsequent convictions may be doubled. Depending on the circumstances and charge, conviction may result in a suspension or revocation of your driving privileges. Attending Traffic Safety School prior to conviction may be used to reduce points. For more information, contact the DMV.

Officer ID

Department



### Wisconsin Department of Transportation

www.dot.wisconsin.gov

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E-mail: ogc.exec@dot.state.wi.us

March 5, 2003

The Honorable Alan Lasee President, Wisconsin State Senate Room 219 South, State Capitol Madison, Wisconsin 53707

The Honorable John Gard Speaker, Wisconsin State Assembly Room 215 West, State Capitol Madison, Wisconsin 53707

RE: Proposed Administrative Rule TRANS 114

**Notification of Legislative Standing Committees** 

**CLEARINGHOUSE RULE 02-153** 

#### Gentlemen:

Enclosed is a copy of Clearinghouse Rule **02-153**, relating to **uniform traffic citation**. The rule is submitted to you for referral to the appropriate standing committees.

Sincerely,

Julie A. Johnson

**'Paralegal** 

JAJ/dim

Enclosure

cc: Gary Poulson (Deputy Revisor of Statutes)/Senator Joseph Leibham/
Representative Glenn Grothman/Anna Biermeier/John Alley/Jeffrey Knupp