

**State of Wisconsin  
Department of Employee Trust Funds  
Employee Trust Funds Board  
Wisconsin Retirement Board  
Teachers Retirement Board**

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**FINAL DRAFT REPORT ON CLEARINGHOUSE RULE #19-097**

**An order to repeal ETF 50.42 (3m) and (4), 50.44 (2), 50.46, 50.48, 50.50, 50.54 (2), and 50.56 (2) (b); to renumber and amend 50.44 (1); to amend ETF 50.30 (1g), 50.40, 50.42 (1), 50.54 (3) and (4), 50.56 (title), (3) (a) 1., 4 (a), and (5), 50.62 (1) and (Notes) 1. and 2., 52.16 (4) (b) 2., and 52.22 (3); and to repeal and recreate ETF 50.58 and 50.60; relating to updating ETF rules to reflect the closure of the Long-Term Disability Insurance program to new claims and making technical changes to the ETF rules related to the Duty Disability Program established by s. 40.65, Stats.**

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The scope statement for this rule, SS 017-19, was approved by the Governor on January 30, 2019, published in Register No. 758A2, on February 11, 2019, and approved by ETF Secretary Robert Conlin on March 22, 2019.

**Agency Person to be Contacted for Questions**

Please direct any questions about the proposed rule to David Nispel, General Counsel, Department of Employee Trust Funds, P.O. Box 7931, Madison WI 53707. Telephone: (608) 264-6936. E-mail address: [david.nispel@etf.wi.gov](mailto:david.nispel@etf.wi.gov).

**Statement Explaining Need for Rule**

This rulemaking is needed to bring the code up to date with the closure of the Long-Term Disability Insurance program (LTDI), which was closed to new applications on January 1, 2018. The rule also makes two minor changes to clarify provisions related to the duty disability program.

**Analysis Prepared by the Department of Employee Trust Funds**

1. Statutes interpreted:  
Sections 40.63 and 40.65 Stats.
  
2. Statutory authority:  
Sections 40.03 (2) (i) and 227.11 (2) (a), Stats.
  
3. Explanation of agency authority:  
By statute, the ETF Secretary is expressly authorized, with approval by the Employee Trust Funds Board, Wisconsin Retirement Board and Teachers Retirement Board, to promulgate rules that are required for the efficient

administration of the fund or of any of the benefit plans established by ch. 40 of the Wisconsin Statutes.

In addition, each state 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.

4. Related statutes or rules:

There are no other related statutes or administrative rules directly related to this rule.

5. Plain language analysis:

The purpose of this rule is to make technical updates to account for the previous closure of the LTDI program to new claims effective January 1, 2018. This consists of changes to ETF 50 such as repealing sections of the rules that are no longer in effect due to the closure of LTDI, changing verb tenses to past tense, removing references in ETF 50 to sections of ETF 50 that are being repealed, and updating the percentages used to calculate annual adjustments to benefits to reflect current percentages.

Additionally, ETF proposes two minor technical modifications to the regulations related to the Duty Disability Program established by s. 40.65, Stats. These modifications clarify the amount of benefits refunded when the amount of benefits withheld pending receipt of worker's compensation benefits exceeds the amount of lump sum worker's compensation benefits eventually received and clarify to whom survivor benefits are not available in certain situations.

6. Summary of, and comparison with, existing or proposed federal statutes and regulations:

There are no existing or proposed federal regulations that directly pertain to this proposed rule.

7. Comparison with rules in adjacent states:

As the changes proposed are technical updates to correct obsolete language and make ETF rules consistent with recent program changes, there is no directly applicable comparison to adjacent states. Periodically, similar agencies in adjacent states promulgate technical rules to update existing administrative rules.

8. Summary of factual data and analytical methodologies:

Due to the closure of the LTDI program to new claims, the ETF rules contain obsolete regulatory provisions, terms, and cross-references. These changes would allow ETF rules to be consistent with recent program changes, rather than continuing with outdated language in the code.

9. Analysis and supporting documents used to determine effect on small business or in preparation of economic impact analysis:

This rule does not have an effect on small businesses because private employers and their employees do not participate in, and are not covered by, the Wisconsin Retirement System. Please see attached economic impact analysis.

10. Effect on small business:  
The rule has no effect on small businesses.

**Regulatory Flexibility Analysis:**

The proposed rule has no effect on small businesses because only governmental employers and their employees may participate in the benefit programs under ch. 40 of the statutes administered by the Department of Employee Trust Funds.

**Fiscal Estimate and Economic Impact Statement:**

Please see the attached Fiscal Estimate and Economic Impact Statement.

## Text of Proposed Rule

**SECTION 1.** ETF 50.30 (1g) is amended to read:

**ETF 50.30 (1g)** For purposes of eligibility under s. 40.63 (1), Stats., and notwithstanding ~~s. ETF 50.46 (2) (b)~~, an election of coverage filed under ~~s. ETF 50.46 (4)~~ to receive benefits under subch. III previously filed with the department will not cause a person to be ineligible for a disability annuity if a claim is filed on or after January 1, 2018 and the person is not receiving benefits under subch. III.

**SECTION 2.** ETF 50.40 is amended to read:

**ETF 50.40 Purpose.** The purpose of this subchapter is to ~~provide~~ administer the long-term disability insurance ~~coverage to program for~~ participating employees ~~as of October 15, 1992, who elect its benefits as provided in s. ETF 50.46 and to all persons who become participating employees on or after October 16, 1992, who are receiving benefits under this subchapter or who have filed a claim for benefits.~~ For a claim to be approved under this subchapter, it must have been filed with the department before January 1, 2018.

**SECTION 3.** ETF 50.42 (1) is amended to read:

**ETF 50.42 (1)** "Claimant" means a person ~~making~~ who made a claim for long-term disability benefits under this subchapter before January 1, 2018.

**SECTION 4.** ETF 50.42 (3m) and (4) are repealed.

**SECTION 5.** ETF 50.44 (1) is renumbered to ETF 50.44 and amended to read:

**ETF 50.44 Scope and application.** ~~Participating employees on or after October 16, 1992. Except as provided in sub. (2), this~~ This subchapter applies to any person ~~becoming a participating employee on or after October 16, 1992, regardless of any prior employment by a participating employer,~~ who is receiving benefits under this subchapter or has filed a claim for benefits with the department before January 1, 2018.

**SECTION 6.** ETF 50.44 (2) is repealed.

**SECTION 7.** ETF 50.46, 50.48 and 50.50 are repealed.

**SECTION 8.** ETF 50.54 (2) is repealed.

**SECTION 9.** ETF 50.54 (3) and (4) are amended to read:

**ETF 50.54 (3) PERIODIC MEDICAL REVIEW.** The department may require that any recipient shall be examined by at least one licensed and practicing physician, designated or approved by the department, during any calendar year the recipient

receives benefits under this subchapter. The examining physician shall file with the department a written report of the examination which shall be in a form approved by the department and indicate whether the recipient is still totally and permanently disabled or, for a recipient qualifying under s. ETF 50.58 ~~(1)~~ only, whether the recipient recovered to the extent that the recipient can efficiently and safely perform the duties required by the recipient's former position as a protective occupation participant and whether the recipient recovered to the extent that the impaired condition is not likely to be permanent.

**(4) REQUESTS FOR INFORMATION.** The department may request any information on earnings, salary, wages, earned income, compensation or OASDHI benefits or entitlements as it deems necessary to implement the provisions of ~~sub. (2)~~ and s. ETF 50.52 (1), including but not limited to copies of state and federal income tax returns.

**SECTION 10.** ETF 50.56 (title) is amended to read:

**ETF 50.56 Termination or suspension of benefits.**

**SECTION 11.** ETF 50.56 (2) (b) is repealed.

**SECTION 12.** ETF 50.56 (3) (a) 1., (4) (a) and (5) are amended to read:

**ETF 50.56 (3) (a) 1.** The written physician's report required in s. ETF 50.54 (3) indicates that the recipient has recovered from the medically determinable impairment so that the recipient is no longer totally and permanently disabled, or, for a recipient ~~qualifying~~ who qualified under s. ETF 50.58 ~~(1)~~, recovered to the extent that the recipient can efficiently and safely perform the duties required by the recipient's former position as a protective occupation participant or that the recipient's impaired condition is not likely to be permanent. LTDI benefits are payable up to the date of recovery.

**(4) (a)** Except as provided in par. (b) and s. ETF 50.58 ~~(1)-(e)~~ (2), the payment of LTDI benefits shall be terminated and no LTDI benefits shall be payable after the first of the month in which a determination is made by the department that the recipient has received during the calendar year earnings or other earned income exceeding the earnings limit.

**(5) TERMINATION UPON CERTAIN REEMPLOYMENT.** LTDI benefits for a recipient under s. ETF 50.58 (1) ~~(a)~~ shall be terminated upon reemployment as provided in s. ETF 50.58 ~~(1)-(d)~~ (3).

**SECTION 13.** ETF 50.58 is repealed and recreated to read:

**ETF 50.58 Special provisions applicable to protective occupation participants.**

**(1) NOT TOTALLY AND PERMANENTLY DISABLED.** An LTDI recipient who is a protective occupation participant is not disqualified from receiving LTDI benefits although not totally and permanently disabled, provided the recipient's LTDI benefit was approved based on all of the following:

**(a)** The recipient had accumulated 15 or more years of creditable service and earned at least 0.33 years of creditable current service or prior service, or both, in each of at least 5 calendar years not including any calendar year preceding by more than 7 calendar years the year in which the claim for LTDI benefits was received by the department.

Note: The accumulated creditable service need not be in the protective employment category and may include military service.

**(b)** The recipient would have attained age 55 in 60 months or less after the occurrence of disability.

**(c)** The medical evidence established a disability to the extent that the participant could no longer efficiently and safely perform the duties required by the participant's position, and that the condition was likely to be permanent. In this paragraph, "medical evidence" means written certifications received by the department from at least 2 licensed and practicing physicians who have been approved or appointed by the department.

**(2) EXCEEDING EARNINGS LIMIT.** Notwithstanding s. ETF 50.56 (4) (a), LTDI benefits for a recipient under this section may not be terminated for exceeding the earnings limit. The payment of LTDI benefits shall be suspended and no LTDI benefits shall be payable after the first of the month in which a determination is made by the department that the recipient has received during the calendar year earnings or other earned income exceeding the earnings limit. Payment of LTDI benefits suspended under this paragraph shall resume on the first day of the next calendar year.

**(3) REEMPLOYMENT IN LAW ENFORCEMENT OR FIRE FIGHTING.** Payment of LTDI benefits shall be immediately terminated upon employment of a recipient in a law enforcement or fire fighting capacity.

**SECTION 14.** ETF 50.60 is repealed and recreated to read:

**ETF 50.60 Plan funding.** The actuary shall determine liabilities for the LTDI program annually and include those liability determinations in the calculation of contribution rates as determined under s. 40.05, Stats., for the Wisconsin retirement system, based on the information available at the time the determination is made and on the assumptions the actuary recommends and the employee trust fund board approves.

**SECTION 15.** ETF 50.62 (1) and (Notes) 1. and 2. are amended to read:

**ETF 50.62 (1)** Annual adjustments to benefits. The percentage of the annual adjustment to a recipient's LTDI basic benefits or retirement supplemental benefits under s. ETF 50.52 (1) (a) or (2) (b) shall be prorated in the first calendar year after the effective date of the benefits. The applicable adjustment percentage shall be determined by multiplying the percentages as applicable to post-retirement annuity adjustments under s. 40.27, Stats., by the proration factor from Table 1 according to the effective date the benefits began. If the resulting prorated adjustment percentage is less than ~~4%~~ 0.1%, no increase shall result.

EXAMPLE 1: A recipient begins to receive LTDI benefits effective August 10. The annual adjustment for the following year is an increase of ~~5%~~ 1%. The recipient would instead receive an increase of ~~1.67% (5% x 0.333 = 1.67%)~~ 0.33% (1% x 0.333 = 0.33%). The following year the annual adjustment is an increase of 6%. The recipient receives the entire 6% increase.

EXAMPLE 2: A recipient begins to receive LTDI benefits effective November 30. The annual adjustment for the following year is an increase of ~~5%~~ 1%. The recipient would receive no increase. Although ~~5% x 0.083 = 0.415%~~ 1% x 0.083 = 0.083%, this is less than ~~4%~~ 0.1% and therefore no increase results. The following year the annual adjustment is an increase of 6%. The recipient receives the entire 6% increase.

**SECTION 16.** ETF 52.16 (4) (b) 2. is amended to read:

**ETF 52.16 (4) (b) 2.** If the accumulated total of the amounts withheld under this subsection exceeds the participant's lump sum worker's compensation payment or compromise settlement, then the difference between the duty disability benefit that was paid and the benefit that would have been paid had the 5% not been withheld shall be refunded to the participant when the participant's worker's compensation benefits have been determined and the lump sum payment shall not otherwise reduce monthly duty disability benefits.

**SECTION 17.** ETF 52.22 (3) is amended to read:

**ETF 52.22 (3) LIMITATIONS.** If a protective occupation participant who was approved for duty disability benefits dies of a disease listed under s. 891.45, 891.453, or 891.455, Stats., but the benefit was not approved based on that disease, the surviving spouse ~~or~~ domestic partner ~~is~~, or surviving children of the protective occupation participant are not eligible to apply for death benefits as a result of that disease.

**SECTION 18. EFFECTIVE DATE.** This rule shall take effect on the first day of the month following publication in the Wisconsin Administrative Register as provided in s. 227.22 (2) (intro.), Stats.





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**WISCONSIN LEGISLATIVE COUNCIL  
RULES CLEARINGHOUSE**

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**Scott Grosz**  
*Clearinghouse Director*

**Anne Sappenfield**  
*Legislative Council Director*

**Margit S. Kelley**  
*Clearinghouse Assistant Director*

**Jessica Karls-Ruplinger**  
*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 19-097**

AN ORDER to repeal ETF 50.42 (1), (3m), and (4), 50.44 (2), 50.46, 50.48, 50.50, 50.54 (2), and 50.56 (2) (b); to renumber and amend ETF 50.44 (1); to amend ETF 50.30 (1g), 50.40, 50.54 (3) and (4), 50.56 (title), (3) (a) 1., (4) (a), and (5), 50.62 (1) and (Notes) 1. and 2., 52.16 (4) (b) 2., 52.22 (3), and 52.24 (1); and to repeal and recreate ETF 50.58, 50.60, and 52.16 (6), relating to updating ETF rules to reflect the closure of the Long-Term Disability Insurance program to new claims and making technical changes to the ETF rules related to the Duty Disability Program established by s. 40.65, Stats.

Submitted by **DEPARTMENT OF EMPLOYEE TRUST FUNDS**

07-17-2019 RECEIVED BY LEGISLATIVE COUNCIL.

08-12-2019 REPORT SENT TO AGENCY.

SG:DWS

**LEGISLATIVE COUNCIL RULES CLEARINGHOUSE REPORT**

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

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



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## WISCONSIN LEGISLATIVE COUNCIL RULES CLEARINGHOUSE

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**Scott Grosz**  
*Clearinghouse Director*

**Margit Kelley**  
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*Legislative Council Director*

**Jessica Karls-Ruplinger**  
*Legislative Council Deputy Director*

### CLEARINGHOUSE RULE 19-097

#### Comments

**[NOTE: All citations to “Manual” in the comments below are to the Administrative Rules Procedures Manual, prepared by the Legislative Reference Bureau and the Legislative Council Staff, dated December 2014.]**

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

Given the intent statement of the proposed rule and the section to which this subsection refers, it appears that s. ETF 50.42 (3) should also be repealed or the definition of “claimant” should be amended rather than repealed.

### **Response to Legislative Council Staff Recommendations**

ETF implemented the Legislative Council Staff recommendation contained in the Clearinghouse Report.

### **List of Persons Who Appeared or Registered at the Public Hearing.**

No persons appeared or registered either for or against the rule at the public hearing on August 20, 2019.

### **Summary of Public Comments.**

No members of the public offered testimony at the public hearing. The record was held open for written comments until 4:30 p.m. on August 20, 2019.

### **Modifications to Rule as Originally Proposed as a Result of Public Comments.**

None.

### **Modifications to the Analysis Accompanying the Proposed Rule.**

ETF decided to remove two provisions that were inadvertently included in the proposed rule. The analysis was modified accordingly.

### **Modifications to the Initial Fiscal Estimate.**

None.

### **Board Authorization for Promulgation.**

This final draft report on Clearinghouse Rule #19-097 has been duly approved for promulgation and submission to the Governor and Legislature by the Employee Trust Funds Board, Wisconsin Retirement Board and Teachers Retirement Board at their meetings on December 12, 2019.

### **Effective Date.**

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

Respectfully submitted,

**DEPARTMENT OF EMPLOYEE TRUST FUNDS**

\_\_\_\_\_  
Robert J. Conlin  
Secretary

Date: \_\_\_\_\_

**ADMINISTRATIVE RULES**  
**Fiscal Estimate & Economic Impact Analysis**

1. Type of Estimate and Analysis <input checked="" type="checkbox"/> Original <input type="checkbox"/> Updated <input type="checkbox"/> Corrected		2. Date July 16, 2019	
3. Administrative Rule Chapter, Title and Number (and Clearinghouse Number if applicable) ETF 50 and 52			
4. Subject Updating ETF rules to reflect the closure of the Long-Term Disability Insurance program to new claims and making technical changes to the ETF rules related to the Duty Disability Program established by Wis. Stat. § 40.65.			
5. Fund Sources Affected <input type="checkbox"/> GPR <input type="checkbox"/> FED <input type="checkbox"/> PRO <input type="checkbox"/> PRS <input type="checkbox"/> SEG <input type="checkbox"/> SEG-S		6. Chapter 20, Stats. Appropriations Affected	
7. Fiscal Effect of Implementing the Rule <input checked="" type="checkbox"/> No Fiscal Effect <input type="checkbox"/> Increase Existing Revenues <input type="checkbox"/> Increase Costs <input type="checkbox"/> Decrease Costs <input type="checkbox"/> Indeterminate <input type="checkbox"/> Decrease Existing Revenues <input type="checkbox"/> Could Absorb Within Agency's Budget			
8. The Rule Will Impact the Following (Check All That Apply) <input type="checkbox"/> State's Economy <input type="checkbox"/> Specific Businesses/Sectors <input type="checkbox"/> Local Government Units <input type="checkbox"/> Public Utility Rate Payers <input type="checkbox"/> Small Businesses (if checked, complete Attachment A)			
9. Estimate of Implementation and Compliance to Businesses, Local Governmental Units and Individuals, per s. 227.137(3)(b)(1). \$0.00			
10. Would Implementation and Compliance Costs Businesses, Local Governmental Units and Individuals Be \$10 Million or more Over Any 2-year Period, per s. 227.137(3)(b)(2)? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No			
11. Policy Problem Addressed by the Rule The purpose of this rule is to make technical updates to account for the previous closure of the Long-Term Disability Insurance program (LTDI) to new claims effective January 1, 2018. This consists of changes to ETF 50 such as repealing sections of the rules that are no longer in effect due to the closure of LTDI, changing verb tenses to past tense, removing references in ETF 50 to sections of ETF 50 that are being repealed, and updating the percentages used to calculate annual adjustments to benefits to reflect current percentages.  Additionally, ETF also proposes minor technical modifications to the regulations related to the Duty Disability Program established by Wis. Stat. § 40.65. These modifications to ETF 52 add clarification to the current language in ETF 52, such as adding language to clarify the meaning of earnings for purposes of offsetting duty disability benefits.			
12. Summary of the Businesses, Business Sectors, Associations Representing Business, Local Governmental Units, and Individuals that may be Affected by the Proposed Rule that were Contacted for Comments. Information, including the proposed rule language, will be made available by posting on the ETF website and the Wisconsin administrative rules website and by submitting the information to the Governor's Office of Regulatory Compliance. In addition, a comment period and preliminary public hearing was noticed and held on March 21, 2019, pursuant to s. 227.136 (1) Stats.			
13. Identify the Local Governmental Units that Participated in the Development of this EIA. None.			
14. Summary of Rule's Economic and Fiscal Impact on Specific Businesses, Business Sectors, Public Utility Rate Payers, Local Governmental Units and the State's Economy as a Whole (Include Implementation and Compliance Costs Expected to be Incurred) No substantive impact is anticipated.			
15. Benefits of Implementing the Rule and Alternative(s) to Implementing the Rule			

**ADMINISTRATIVE RULES**  
**Fiscal Estimate & Economic Impact Analysis**

Implementation of the Rule will update ETF administrative code provisions to be consistent with recent programatic changes. This will enhance clarity and minimize confusion for the general public and public employers.

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16. Long Range Implications of Implementing the Rule

Implementation will bring the affected ETF rules into compliance with recent programatic changes, update affected ETF rules to reflect current administrative practices and delete obsolete language from ETF rules.

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17. Compare With Approaches Being Used by Federal Government

Not applicable.

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18. Compare With Approaches Being Used by Neighboring States (Illinois, Iowa, Michigan and Minnesota)

Periodically, retirement systems in adjacent states promulgate technical rules to update existing administrative rules.

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19. Contact Name

David Nispel

20. Contact Phone Number

(608) 264-6936

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This document can be made available in alternate formats to individuals with disabilities upon request.

**ADMINISTRATIVE RULES**  
**Fiscal Estimate & Economic Impact Analysis**

**ATTACHMENT A**

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1. Summary of Rule's Economic and Fiscal Impact on Small Businesses (Separately for each Small Business Sector, Include Implementation and Compliance Costs Expected to be Incurred)

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2. Summary of the data sources used to measure the Rule's impact on Small Businesses

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3. Did the agency consider the following methods to reduce the impact of the Rule on Small Businesses?

- Less Stringent Compliance or Reporting Requirements
- Less Stringent Schedules or Deadlines for Compliance or Reporting
- Consolidation or Simplification of Reporting Requirements
- Establishment of performance standards in lieu of Design or Operational Standards
- Exemption of Small Businesses from some or all requirements
- Other, describe:

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4. Describe the methods incorporated into the Rule that will reduce its impact on Small Businesses

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5. Describe the Rule's Enforcement Provisions

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6. Did the Agency prepare a Cost Benefit Analysis (if Yes, attach to form)

- Yes  No
-