



State of Wisconsin
Governor Tony Evers

Department of Agriculture, Trade and Consumer Protection
Secretary Randy Romanski

DATE: November 4, 2022

TO: Board of Agriculture, Trade and Consumer Protection

FROM: Randy Romanski, Secretary
Krista Knigge, Administrator, Division of Agriculture Development

SUBJECT: ATCP 161, 163, (Grants)

PRESENTED BY: Sharon Henes, Program Policy Analyst, Division of Agriculture Development

REQUESTED ACTION:

At the November 17, 2022, Board meeting, the Department will request approval of a final rule draft, regarding ch. ATCP 161, 163 relating to grants, in order for the Department to submit the final rule draft to the Governor and Legislature.

SUMMARY:

The proposed rule removes the grant programs from ch. ATCP 161 and creates a new chapter ATCP 163 for grants in order to create clarity between the grant programs and the Something Special from Wisconsin program. The proposed rule creates general requirements for all agricultural and economic development grants administered by the Department's Division of Agricultural Development rather than each grant program having its own requirements in order to create consistency and to minimize delay in providing grants while rules are promulgated for a specific grant program.

The proposed rule provides requirements for the request for grant proposals, evaluation of grant proposals, and grant contracts. The proposed rule also provides for the department to verify from a sample of grants the accuracy of information reported to the Department. Finally, the proposed rule provides that the grant proposal applications are open to the public except that the Department may withhold access to information qualifying as a trade secret.

The Department held a public hearing on the preliminary rule draft on October 25, 2022. No one testified or submitted comments.

In response to the Legislative Council Clearinghouse report comments, the Department accepted the majority of the comments. The following comments were rejected:

- The Clearinghouse felt avoiding duplication is laudable but inquired whether the approach may unintentionally failed to carry forward to the new chapter desirable grant-specific requirements. The Department's response is for many agricultural and economical grants, the statutes provide grant specific requirements, including allowable purposes of the grants and creating general grant provisions creates consistency, eliminates accountability conflicts and provides clarity for Wisconsin's citizens.

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- The Clearinghouse inquired whether the note in s. ATCP 163.01 created a substantive limitation and should be in the rule. The Department's response is an update to the note, however, is declining to put a name into a rule recognizing that an agency may reorganize or change the name of a division which would then necessitate a rule change.
- The Clearinghouse inquired whether an agency official's signature on a grant award is a meaningful aspect and it is.
- The Clearinghouse asked the Department to consider an initial applicability clause which was considered and declined as unnecessary.
- The Clearinghouse suggested adding a citation to the listing of statutory authority and the Department declined because the specific reference does not give statutory authority to promulgate rules.

The Department is requesting Board approval to submit the proposed final rule to the Governor and Legislature.

STATE OF WISCONSIN
DEPARTMENT OF AGRICULTURE, TRADE AND CONSUMER PROTECTION
PROPOSED ORDER OF THE DEPARTMENT OF AGRICULTURE, TRADE AND
CONSUMER PROTECTION ADOPTING RULES

PROPOSED ORDER

- 1 An order of the department of agriculture, trade and consumer protection **to repeal** subchs. I, IV, V, and
 - 2 VI of ch. ATCP 161; **to repeal and recreate** Chapter ATCP 161 (title); and **to create** Chapter ATCP 163
 - 3 **relating to** grants.
-

Analysis Prepared by the Department of Agriculture, Trade and Consumer Protection

Statutes Interpreted: ss. 93.07 (18) (b), 93.40 (1) (g), 93.46 (2), 93.48, 93.49, and 93.68, Stats.

Statutory Authority: ss. 93.07 (1), 93.07 (18) (b) 6. and 7., 93.48 (1), and 93.49 (4), Stats.

Explanation of Agency Authority

The department has general rule making authority under s. 93.07 (1), Stats., to make and enforce such regulations, not inconsistent with law, as it may deem necessary for the exercise and discharge of all the powers and duties of the department, and to adopt such measures and make such regulations as are necessary and proper for the enforcement by the state of chs. 93 to 100, which regulations shall have the full force of law.

The department has the authority under s. 93.07 (18) (b) 6., Stats., to establish by rule requirements for recipients of a grant of at least \$100,000 to submit to the department a verified statement. The department has the authority under s. 93.07 (18) (b) 7., Stats., to establish by rule policies and procedures for a grant recipient who submits false information or misleading information to the department or fails to comply with the terms of a contract entered into with the department and fails to provide to the satisfaction of the department an explanation for the noncompliance.

The department has the authority under s. 93.48 (1), Stats., to promulgate rules for the buy local grant program and under s. 93.49, Stats., to promulgate rules for the farm to school grant.

Related Statutes and Rules

N/A

Plain Language Analysis

The proposed rule removes the grant programs from ch. ATCP 161 and creates a new chapter (ATCP 163) for grants to create clarity between the grant programs and the Something Special from Wisconsin program. The proposed rule also creates general requirements for the agricultural and economic development grants administered by the department's division of agricultural development rather than each program having its own requirements in order to create consistency. The statutes already provide specific requirements for the buy local and farm to school grants relating to the specific purposes for awarding the grants.

The proposed rule provides for the department to issue a request for proposals at least once during every state fiscal biennium. The request for proposals must include a deadline and address for submitting a proposal, contact information for a department representative, applicant criteria for grant eligibility, a description of the grant objectives or eligible projects, format and content requirements for the proposal, and any other terms or conditions that are relevant. The department will issue a general news release announcing the request as well as post it on the department's website. In addition, the department will mail or email it to anyone who requests it.

The proposed rule states the department will evaluate grant proposals submitted and announce the results within 90 days of the proposal deadline. When conducting the evaluation, the department is required to consider: whether the proposal complies with the request for proposals and meets the grant's objectives; the viability of the project; the adequacy of the project and budget; the financial capacity to complete the project; the qualifications of the persons carrying out the project; whether the reimbursable expenses are identified; and the capacity to provide any required matching funds. The grant award letter is signed by the department's secretary, deputy secretary or assistant deputy secretary and includes the person receiving the grant, the amount of the grant and the purpose for the grant. No funding commitment is final until a contract is signed.

The department is prohibited from releasing any funds until there is a grant contract between the grant recipient and the department. The contract term is for two years but may be extended one additional year upon request. The contract term may extend beyond the biennium the funds were appropriated in as long as the department encumbered the funds.

The contract must include: the recipient, the amount of the grant, actions required of the recipient, any matching funds, the expected deliverables, payment schedule and conditions for receiving funds, repayment requirements, and all required documentation, reports and accounting. A verified statement, signed by an independent certified public accountant and director or principal officer of the grant recipient, is required for grants more than \$100,000. The verified statement must include: the amount of funds received; an itemized description showing how the funds were spent; the nature and amount of matching funds; and documentation of the deliverables provided by the recipients. If a loan recipient submits false or misleading information to the department or fails without reasonable justification to comply with the terms of the contract, the department can: recoup payments made to the recipient; withhold payments to be made to the recipient; or impose a forfeiture on the recipient.

On an annual basis, the department will review a sample of grants to determine the accuracy of the information reported to the department.

Grant proposals are open to public inspection after the grants are awarded. The department may withhold access to portions of a proposal application that contains trade secrets identified by the grant applicant.

***Summary of, and Comparison with, Existing or Proposed
Federal Statutes and Regulations***

The federal government has a variety of types of grants with requirements outlined in Title 2 of the Code of Federal Regulations. Generally, federal requirements for the request for grant proposal, evaluation of the submitted proposal, and contracts are similar to the proposed rule.

***Summary of Public Comments Received during Preliminary Comment Period
and at Public Hearing on Statement of Scope***

The Joint Committee for Review of Administrative Rules did not request a preliminary hearing on the scope. The department did not hold a preliminary hearing on the scope.

Comparison with Rules in Adjacent States

Illinois. Illinois agricultural grant applications require information reasonably related to a determination of applicant or project feasibility. The department may request the applicant to present an oral presentation to the review committee of the project. Public notice of the availability of funding and the application due dates are published in the state newspaper and on the department's website. The evaluation of the proposal includes: a determination the project meets the objectives; applicant demonstrates a personal commitment match; an adequate and realistic budget has been projected; and the applicant and project meets eligibility requirements. The contract specifies the following: the payment will be made on a reimbursable basis; what constitutes permissible expenditures of grant funds; the project scope and schedule; the grant amount; the conditions, timing, and manner in which the funds will be paid; terms of the agreement; and the dates for submitting progress reports and other requirements. The department has the authority to audit records related to the project. In the case of breach of contract, the department can cease payments; institute recovery of grant funds; and take any other action considered appropriate to protect the department's interest in the project.

Iowa. Iowa agriculture grant applications require the applicant and project meet statutory requirements. The grant applications are evaluated based upon stated criteria in the request for grant proposals. The contract requirements include: identification of grant recipient; project description; total cost of the project; project completion deadline; project completion requirements as preconditions for payment; and penalties for breach of contract.

Michigan. Michigan's administrative code does not include procedures for agriculture grants. However, the Department of Agriculture and Rural Development's website does indicate procedures for request for grant proposals, evaluation, and contracts similar to this proposed rule.

Minnesota. Minnesota agricultural development grant application requires the following: identifiable information of applicant; name of individual authorized to negotiate and sign contracts; project description; description of qualifications of personnel who will be assigned the project; a budget showing total project costs and contributions; documentation of financial condition of the applicant and any other information reasonably related to a determination of applicant or project eligibility or project feasibility. The criteria utilized in the evaluation of the application include: whether the applicant and project are eligible and meet the contribution requirements; whether the project is feasible and likely to produce the desired objective; the degree to which the proposed project employs novel, creative and innovative ideas; the degree to which the proposed project would have a generic impact upon the sector for which it is proposed; whether the experience or capability of the applicant make it likely the project will have a successful completion; whether the proposed budget is adequate to accomplish the proposed project; the degree to which similar or related projects by this applicant or other persons have been successful or unsuccessful; whether the applicant appears able to apply generally accepted accounting principles and appears financially qualified for the project; and the applicant's past performance as a grantee under the program, if applicable. The

commissioner shall notify the applicant in writing of the approval or disapproval of the grant application. Each approved grant must be governed by a contract with the following terms specified: The total amount of the grant and the timing of grant payments; the starting and termination dates of the contract; dates for submitting progress reports; a list of the eligible costs of the project; and a statement that the grantee must inform the commissioner of any significant change in implementation of the project, and must obtain prior approval before initiating the change. If there is a breach of contract, the commissioner may modify the terms of the grant contract as necessary to assure that project objectives are met, may terminate the contract, or may seek a legal remedy in a court of competent jurisdiction. If there is misrepresentation by applicant or grantee, the commissioner may do one or more of the following: reject the application, conduct an examination of the use of grant funds; modify the terms of the contract as necessary to assure that project objectives are met; terminate the grant contract; or recover grant funds through available legal remedies.

Summary of Factual Data and Analytical Methodologies

This proposed rule was developed by reviewing current practices and standards for grant proposals and evaluations, contracts, and audit procedures.

Analysis and Supporting Documents Used to Determine Effect on Small Business or in Preparation of Economic Impact Analysis

Small business participation in grant programs is voluntary. The current rule was reviewed to address burdensome requirements.

The rule was posted on the department's website for economic comments for 14 days.

Fiscal Estimate and Economic Impact Analysis

The Fiscal Estimate and Economic Impact Analysis is attached.

Effect on Small Business

This proposed rule does not have an economic impact on small business, as defined in s. 227.114 (1), Stats.

The Department's Regulatory Review Coordinator may be contacted by:

Email at Bradford.Steinel@wisconsin.gov

Telephone at (608) 224-5024

The Regulatory Flexibility Analysis is attached.

Department Contact Person

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TEXT OF RULE

1 SECTION 1. Ch. ATCP 161 (title) is repealed and recreated to read:

2 style="text-align:center">SOMETHING SPECIAL FROM WISCONSIN

3 SECTION 2. Subchs. I, IV, V and VI of ch. ATCP 161 are repealed.

4 SECTION 3. Ch. ATCP 163 is created to read:

5 style="text-align:center">Chapter ATCP 163

6 style="text-align:center">AGRICULTURAL DEVELOPMENT

7 **ATCP 163.01 Definitions.** In this chapter:

8 (1) “Applicant” means a person who submits a grant proposal.

9 (2) “Authorized department official” means the department secretary, deputy secretary, or assistant deputy
10 secretary.

11 (3) “Department” means the Wisconsin department of agriculture, trade and consumer protection.

12 (4) “Grant” means a grant for agricultural or economic development.

13 Note: Agricultural or economic development grants are administered by the Division of Agricultural
14 Development.

15 (5) “Matching funds” means the cash value of the project contributed by the recipient. A matching fund
16 may be in the form of capital, land, labor, equipment, or cash related to the project.

17 (6) “Person” means an individual, corporation, cooperative, partnership, limited liability company, trust,
18 governmental entity, academic institution, or other legal entity.

19 (7) “Recipient” means a person who receives a grant.

20 **ATCP 163.02 Grant proposals.** (1) The department may at any time, issue a request for grant proposals.
21 The department shall issue a request for grant proposals at least once during every state fiscal biennium for
22 which grant funding is appropriated. A request for grant proposals shall include all of the following:

23 (a) A deadline date for submitting a grant proposal.

24 (b) An address for submitting a grant proposal.

25 (c) The name, business mailing address, business email address, and business telephone number of a
26 department representative who can provide more information or answer questions about the request for
27 grant proposal.

28 (d) The applicant criteria for grant eligibility.

29 (e) A description of grant objectives or eligible projects.

30 (f) The format and content requirements for the proposal.

31 (g) Other terms and conditions that the department determines to be relevant.

32 **(2)** The department shall issue a general news release announcing the request for grant proposals. The
33 request for grant proposals shall be available on the department's website. The department shall mail or
34 email the request for grant proposal to any person requesting it.

35 **ATCP 163.03 Evaluating grant proposals. (1)** The department shall evaluate grant proposals submitted
36 and shall announce its grant awards within 90 days after the deadline date specified in the request for grant
37 proposals.

38 **(2)** In its evaluation under sub. (1), the department shall consider all of the following criteria:

39 (a) Whether the proposal complies with the department's request for proposals.

40 (b) Whether the proposed project will meet the grant's objectives as listed in the request for proposal.

41 (c) The viability of the proposed project.

42 (d) The adequacy of the project plan and budget.

43 (e) The financial capacity of the applicant to complete the project as proposed.

44 (f) The qualifications of the persons who will carry out the project as proposed.

45 (g) Whether the grant proposal adequately identifies the nature of project expenses to be reimbursed under
46 the proposed grant.

47 (h) The applicant's capacity to provide any required matching funds. The matching fund may include grant
48 funds from sources other than the department.

49 (3) A grant award shall be signed by an authorized department official. The grant award shall clearly
50 identify the person to whom the grant is awarded, the amount awarded, and the purpose for which the grant
51 is awarded. No funding commitment is final until a contract is executed.

52 **ATCP 163.04 Grant contract. (1) GENERAL.** The department may not distribute any grant funds to the
53 recipient until the recipient enters into a grant contract with the department. The grant contract takes effect
54 when signed by an authorized department official and the grant recipient. A grant contract may be signed
55 by an authorized department official after the recipient signs the contract.

56 (2) CONTRACT PERIOD. The original term of a contract is two years, but may be extended for up to one year
57 upon request. The contract term may extend beyond the state fiscal biennium in which funds for the contract
58 are appropriated, provided that the department encumbers those contract funds and the contract is signed in
59 that biennium.

60 (3) PROVISIONS. The grant contract shall include provisions that do all of the following:

61 (a) Clearly identify the recipient.

62 (b) Clearly identify the amount of the grant.

63 (c) Set forth the terms and conditions of the grant including all of the following:

64 1. Actions required of the recipient, including contemplated uses of the grant funds.

65 2. Matching funds, if any, required of the recipient.

66 3. Expected deliverables.

67 4. Payment schedule and conditions, including the distribution of funds in multiple payments based on
68 documented progress toward completion of the project.

69 5. Repayment requirements, if any.

70 6. Documentation, reports, and accounting required of the recipient including the frequency and format of
71 the report and the performance measures to be included in the report.

72 (4) REQUIREMENTS FOR LARGE GRANTS. For each grant of \$100,000 or more, the contract shall include in
73 addition to sub. (3), all of the following:

74 (a) A requirement that the recipient submit a verified statement accounting for the use of all grant funds
75 received. The verified statement shall include all of the following:

76 1. The amount of funds received.

77 2. A clear itemized description showing, by expenditure category, how all received funds were spent.

78 3. The nature and amount of any matching funds provided by the recipient, and the recipient's use of those
79 matching funds.

80 4. Documentation of the deliverables provided by the recipient under the contract, and the dates on which
81 the recipient provided those deliverables.

82 5. Signatures of an independent certified public accountant licensed or certified under ch. 442, Stats., and
83 the director or principal officer of the recipient attesting to the accuracy of the verified statement.

84 (b) The timeframe in which the verified statement, in a form required by the department, shall be submitted
85 to the department.

86 (c) A statement that documents supporting the verified statement shall be made available to the department
87 upon request.

88 **(5) PENALTIES FOR FALSE OR MISLEADING STATEMENTS OR CONTRACT BREACH.**

89 (a) A grant contract may provide for any of the following penalties or remedies if the grant recipient submits
90 false or misleading information to the department or fails without reasonable justification to comply with
91 the terms of the contract:

92 1. The department may demand and recoup payments made to the recipient.

93 2. The department may withhold payments to which the recipient would otherwise be entitled under the
94 contract.

95 3. The department may impose a forfeiture on the recipient. A recipient may not pay any forfeiture under
96 this subdivision with funds received under another grant or loan from the department.

97 (b) The specification of penalties or remedies under this subsection does not prevent the department from
98 pursuing any other remedy to which the department may otherwise be entitled by law.

99 **ATCP 163.05 Verification.** The department shall annually and independently verify, from a sample of
100 grants, the accuracy of the information reported to the department as required under the contract.

101 **ATCP 163.06 Public access.** All grant proposal applications are open to public inspection after the
102 awarding of grants. The department may withhold access to any proposal application or portion of a
103 proposal application containing information qualifying as a trade secret as defined in s. 134.90 (1) (c), Stats.
104 Applicants shall identify those portions of a proposal application that contain a trade secret and claim the
105 exemption from public inspection at the time of filing a grant proposal application with the department.

106 SECTION 4. EFFECTIVE DATE. The rules adopted in this order shall take effect on the first day of the
107 month following publication in the Wisconsin Administrative Register, pursuant to s. 227.22 (2) (intro.),
108 Stats.

(END OF TEXT OF RULE)

Dated this _____ day of November, 2022.

WISCONSIN DEPARTMENT OF AGRICULTURE,
TRADE AND CONSUMER PROTECTION

By: Randy Romanski, Secretary

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 23 August 2022
3. Administrative Rule Chapter, Title and Number (and Clearinghouse Number if applicable) ATCP 161 and 163	
4. Subject Grants	
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 objective of the proposed rule is to update and clarify procedures for administrating agricultural and economic development grants	
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. This rule will be posted on the department website for 14 days to obtain economic impact comments and none were received.	
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) This rule does not have an economic or fiscal impact on specific businesses, business sectors, public utility rate payers, local governmental units or the State's economy as a whole.	
15. Benefits of Implementing the Rule and Alternative(s) to Implementing the Rule The benefit to implementing the rule is to have uniform grant requirements for grants administered by the department's Division of Agricultural Development.	
16. Long Range Implications of Implementing the Rule The long range implication of implementing the rule is uniform procedures which are statutorily compliant.	
17. Compare With Approaches Being Used by Federal Government The federal government has similar requirements for administering grants.	
18. Compare With Approaches Being Used by Neighboring States (Illinois, Iowa, Michigan and Minnesota) Our surrounding states have similar requirements for application, evaluation, contracting, and administering grant programs.	

ADMINISTRATIVE RULES
Fiscal Estimate & Economic Impact Analysis

19. Contact Name

Sharon Henes

20. Contact Phone Number

(608) 381-2808

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

ADMINISTRATIVE RULES
Fiscal Estimate & Economic Impact Analysis

ATTACHMENT A

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)

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

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:

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

5. Describe the Rule's Enforcement Provisions

6. Did the Agency prepare a Cost Benefit Analysis (if Yes, attach to form)
 Yes No

Wisconsin Department of Agriculture, Trade and Consumer Protection

Regulatory Flexibility Analysis

Rule Subject: Grants
Admin. Code Reference: ATCP 161 and 163
Rules Clearinghouse #:
DATCP Docket #: 22-R-02

Rule Summary

The Department creates a new chapter for grants to create clarity between the grant programs and the Something Special *from* Wisconsin program. The proposed rule creates uniform procedures for the administration of grants including application requirements, evaluation criteria for grant proposals, contract provisions, and reporting requirements.

Small Business Affected

Small business participation in the grant program is voluntary.

Proposed Reporting, Bookkeeping, and Other Procedures Required for Compliance

The proposed rule does not create proposed reporting requirements, however, it does require that contracts contain reporting requirements.

Types of Professional Skills Necessary for Compliance

The proposed rule does not create any new professional skill requirements for compliance with the rule.

Accommodation for Small Business

No accommodations for small business will be necessary for the proposed rule.

Conclusion

This proposed rule does not have an economic impact on small business, as defined in s. 227.114 (1), Stats.

Dated this 24th day of August, 2022

WISCONSIN DEPARTMENT OF AGRICULTURE,
TRADE AND CONSUMER PROTECTION

By: Krista Knigge, Administrator
Division of Agricultural Development